Evaluation of the UNICEF Gender Policy and Gender Action Plans

Mozambique Country Evaluation Report

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ACKNOWLEDGMENTS

ACRONYMS

ADC Género	Associação para o Desenvolvimento em Capacidades de Género (Association For the Development of Capacities in Gender)
AGYW	Adolescent Girls and Young Women
AoR	Areas of Responsibility
APE	Agentes Polivalentes Elementares (Elementary Polyvalent Agents)
ART	Anti Retroviral Therapy
ASCHA	Associação Cultural Horizonte Azul (Horizonte Azul Socio Cultural Association)
ASRHR	Adolescent Sexual and Reproductive Health Rights
AWP	Annual Workplan
BCI	Banco Comercial e de Investimentos (Commercial and Investment Bank)
CCC	Core Commitments for Children
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CESC	Centro de Aprendizagem e Capacitação da Sociedade Civil (Civil Society Learning and Training Centre)
CO	Country Office
Coalizão	Coalizão da Juventude Moçambicana (Coalision of Mozambican Youth)
COAR	Country Office Annual Report
COY	Conference of Youth
COAR	Country Office Annual Report
CPD	Country Programme Documents
CP	Child Protection
CRPD	Convention on the Rights of Persons with Disabilities
CRC	Convention on the Rights of the Child
CRVR	Civil Registration and Vital Statistics
CRVS	Civil Registration and Vital Statistics
CSI	Core Standard Indicator
CSO	Civil Society Organization
DAC	Development Assistance Committee
EPD	Electronic Programme Document
ESARO	East and Southern Africa Regional Office
EQ	Evaluation Questions
FAMOD	Forum das Associações Moçambicanas de Pessoas com Deficiência (Forum of Mozambican Association of People with Disability)
FCAS	Fragile and Conflict Affected State
FDC	Fundação para o Desenvolvimento da Comunidade (Foundation for Community Development)
FGD	Focus Group Discussion
GAIN	Global Alliance for Improved Nutrition
GAP	Gender Action Plan
GBV	Gender Based Violence
GBViE	Gender-Based Violence in Emergencies
GESI	Gender Equality and Social Inclusion
GEM	Gender Equality Marker
GII	Gender Inequality Index
GIS	Geographic Information System
GiHA	Gender in Humanitarian Action
GoM	Government of Mozambique

GPR	Gender Programme Review
GPECM	Global Programme to End Child Marriage
GRP	Gender Programmatic Review
GTP	Gender Transformative Programming
HCT	Humanitarian Country Team
HIV	Human Immunodeficiency Virus
HOPEM	Rede Homens pela Mudança (Men for Change Network)
HP	Harmful Practices
HQ	Headquarters
ICDP	International Child Development Programme
ILO	International Labour Organization
INAS	National Institute of Social Action
INGD	Instituto Nacional de Gestão e Redução do Risco de Desastres INGD (National Institute for Disaster Risk Reduction and Management)
KI	Key Informant
KII	Key Informant Interview
KUTENGA	Associação Juvenil Kutenga (Kutenga Juvenil Association)
LCOY	Local Conference Of Youth
LFC	Linha Fala Criança
LIC	Low-Income Country
LMIC	Low- and Middle-Income Countries
LNOB	Leave No One Behind
MADER	Ministério da Aagricultura e Desenvolvimento Rural (Ministry of Agriculture and Rural Development)
MCO	Mozambique Country Office
MEF	Ministério da Economia e Finanças (Ministry of Economy and Finance)
MGCAS	Ministério do Género, Criança e Acção Social (Ministry of Gender, Children and Social Action)
MHH	Menstrual Health and Hygiene
MHM	Menstrual Hygiene Management
MIC	Middle Income Countries
MINEDH	Ministério da Educação e Desenvolvimento Humano (Ministry of Education and Human Development)
MINT	Ministério do Interior (Ministry of Interior)
MISAU	Ministry of Health (Ministry of Health)
MJACR	Ministério da Justiça, Assuntos Constitucionais e Religiosos (Ministry of Justice, Constitutional and Religious Affairs)
MJD	Ministério da Juventude e dos Desportos (Ministry of Youth and Sports)
MOPHRH	Ministério das Obras Publicas, Habitação e Recursos Hídricos (Ministry of Public Works, Housing and Water Resources)
NAFEZA	Núcleo das Associações Feministas da Zambézia (Center of Feminine Associations of Zambézia)
NGO	Non-Governmental Organization
OECD	Overseas Development Assistance
OMP	Office Management Plan
OR	Other Resources
PSEA	Protection from Sexual Exploitation and Abuse
PSSB	Basic Social Subsidy Programme
RAM	Results Assessment Module

RO	Regional Office
ROMP	Regional Office Management Plan
RR	Regular Resources
SAAJs	Serviços Amigos dos Adolescentes e Jovens (Youth Friendly Services)
SDDirect	Social Development Direct
SDGs	Sustainable Development Goals
SEJE	Secretaria do Estado da Juventudo e Emprego (State Secretariat for Youth Employment)
SEM	Socio-Ecological Model
SETSAN	Secretariado Técnico de Segurança Alimentar e Nutrição (Technical Secretariat for Food Security and Nutrition)
SGBV	Sexual and Gender Based Violence
SPRING	Social Norms, Participation, Rights, Innovation, Inclusion and Gender
SRHR	Sexual and Reproductive Health Rights
TL	Team Leader
ToC	Theory of Change
ToR	Terms of Reference
UNCT	United Nation Country Team
UNDP	United Nations Development Program
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNOHCHR	United Nations Office of the High Commissionaire for Human Rights
UNPRPD	United Nations Partnership on the Rights of People with Disability
UN-SWAP	UN System-wide Action Plan on Gender Equality and the Empowerment of Women
UNWomen	United Nations Entity for Gender Equality and Women Empowerment
VAC	Violence Against Children
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization
YCAC	Youth for Climate Action

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EXECUTIVE SUMMARY

INTRODUCTION

The purpose of the case study, developed as part of the evaluation of UNICEF Gender Policy and Gender Action Plan (GAP), is to explore the implementation of the GAPs 2 and 3 and Gender Policy in Mozambique, the contribution to shifts in workplace culture and accountability, as well as to assess gender-related programmatic results for women and girls. Conceived as a learning exercise, it aims to support the Country Office (CO) to improve its work on gender.

BACKGROUND

Mozambique faces significant challenges, including high rates of teenage pregnancy and early motherhood. Data indicates that 46 per cent of adolescent girls aged 15 to 19 have already begun childbearing, and 40 per cent of women aged 20 to 24 gave birth before18.[1] Moreover, youth illiteracy rates are high, with 23 per cent of boys and men and 40 per cent of girls and women lacking basic literacy skills.[2] Mozambique has one of the highest rates of early marriage and forced unions with 48 per cent of women aged 20 to 24 married before 18, and 13 er cent before reaching 15 years.[3] This cycle of violence extends into adulthood, with adolescent girls and young women facing elevated levels of violence with a concerning 40 percent of women aged 15 to 49 reporting having experienced emotional, sexual, or physical violence in the year preceding the survey.[4] Additionally, violence permeates educational settings, as evidenced by a survey on Students' Perceptions of Sexual Harassment and Sexual Abuse in Secondary Schools. These challenging circumstances result from a combination of social, cultural, economic and structural factors that include harmful social and cultural practices such as initiation rites[5], lobolo[6], early/forced unions, marriage, and other forms of gender-based violence (GBV). These practices are entrenched in a patriarchal system characterized by gender unequal power relations, gender inequalities in opportunities and rights, and discriminatory practices based on gender and other intersectional factors.

EVALUATION PURPOSE, OBJECTIVES AND SCOPE

The overarching evaluation aims to assess UNICEF's performance and results in implementing GAP 2 and GAP 3 and the new Gender Policy, across the humanitarian, development, and peace nexus from 2018-2023. The specific objectives of the evaluation are:

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[1] World Health Organization: Mozambique Contraception within the context of adolescents' sexual and reproductive lives: Country profile, link: https://iris.who.int/bitstream/handle/10665/339472/WHO-SRH-20.21-eng.pdf accessed on 25th June 2024

[2] Statistics National Institute, Household Budget Survey, 2019/20

[3] Shown in latest DHS

[4] National Library of Medicine, link https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6534299/, accessed on 26th June 2024

[5] Initiation rites are a traditional practice used to mark and celebrate the transition from childhood to adulthood as well as an educational experience that introduces and reinforces gender norms and expectations and has the power of social inclusion or exclusion. Boys are taught that to be 'true men/good men' they must be heads of the family, owners of family property, intolerant of rebellious attitudes expressed by their wives, and they legitimately hold the power to make decisions and maintain the family order. Link: https://www.wlsa.org.mz/wp-content/uploads/2014/11/Ritos2013.pdf

[6] Lobolo represents the transfer of the wealth from the groom's family to the brides to acknowledge the cost of raising her and to formalize her transfer to the groom's family lineage. It solidifies the reassignment of the woman and the fruits of her productive and reproductive labour and her offspring to her husband's family. Link: https://scholar.harvard.edu/files/nunn/files/bride_price_manuscript_01.pdf

- To assess the relevance and coherence of the current Gender Policy and GAPs 2 and 3 in supporting gender equality and adolescent girls' empowerment from the point of view of UNICEF's mandate and the organization's commitments to the UN System-wide Action Plan (UN-SWAP), as captured in the Strategic Plan in development and humanitarian settings.
- To assess the coherence, effectiveness, efficiency, and sustainability of implementing gender-related organizational changes and performance enablers of the GAPs across UNICEF policies, practices, systems, programming processes, organizational commitments, and accountability mechanisms.
- To determine the extent to which UNICEF meets the programmatic results set for all children, adolescents and women on gender equality across the five Goal Areas of the Strategic Plan and in both development and humanitarian settings.

This country case study contributes to all three objectives.

EVALUATION METHODOLOGY

The case study took a mixed methods approach, drawing on both primary and secondary data, including: a desk review of over 50 key programme documents and quantitative data sources; key informant interviews with a total of 26 people, including 18 UNICEF staff members, three representatives from civil society organizations (Be Girl, Girl Move and ICDP), three personnel from United Nations (UN) Agencies (UNFPA and UNESCO), one donor (Government of Canada) and one representative from a government institution (State Secretariat for Youth Employment (SEJE)). The analysis also drew on the findings of the Formative Evaluation of Gender Transformative Programming through Investment in Adolescent Girls Leadership in Eastern and Southern Africa.

EVALUATION FINDINGS

1.1 *Findings related to the GAP*

Gender conceptual and policy frameworks:

Many CO staff are aware of the GAP and Gender Policy, and the CO uses them to guide its gender focused initiatives across all Goal Areas, in the absence of a national GAP. These frameworks have played a crucial role in shaping guiding documents such as the country programme document (CPD). Staff who are most knowledgeable about these frameworks highlighted their relevance to the country context, recognizing them as essential roadmaps to addressing gender inequality in Mozambique. Nevertheless, the evaluation identified that most staff are not fully versed in these frameworks despite the GAP being used to establish an institutional-wide approach which all staff members are expected to implement. Users of the GAP highlighted the chasm between the ambitious intentions outlined in the framework and the resources and systems that are available for its implementation and operationalization. The dual context in Mozambique, with strong development and humanitarian interventions, has brought to light a need for strengthened alignment and synergy between the GAP and the gender Core Commitments for Children in Humanitarian Action (CCCs), which could significantly improve the integration of gender in humanitarian action across the five Goal Areas. In addition, the absence of clearly defined roles and responsibilities regarding GBV as a cross-cutting issue under the GAP, has led to challenges to ensuring a standardized approach in Mozambique, as in other countries. There are differing interpretations of UNICEF's mandate on GBV, both internally in setting GBV responsibilities for each Goal Area and outreach (the question being if UNICEF should also prevent and respond to GBV for adults), and externally in relation to UNFPA global mandate on GBV vis à vis UNICEF mandate on GBV risk mitigation in emergency. These have led to challenges in planning, mobilizing resources and implementing GBV initiatives.

GAP staffing guidance:

There is a mismatch between the ambition of the GAP and the staffing requirements for gender as set out in UNICEF "Guidance on staffing for GAP results and institutional standards". The guidance recommends that COs have one Gender Specialist or Gender Focal Person (depending on the CO budget). This is insufficient to support the integration of gender across all Goal Areas, as is shown in Mozambique.

GEM and gender tagging:

Data on Mozambique CO gender transformative expenditures does not reflect its investments on gender-responsive and transformative programming, However, an in-depth review revealed that this discrepancy is related to tagging concerns; some of which is down to a lack of understanding of the gender equality marker (GEM) and gender tagging system but a large part is due to the GAP itself and the prerequisite for a GEM 3 tagging requiring outputs to have between 60% to 100% of expenditures allocated to activities with gender tagged SICs. This condition particularly affects outputs, as well asl COs with important expenditures on infrastructure, supplies and system strengthening, that increases the overall allocation to the outputs making it more challenging to reach a 60% of gender related expenditures. In addition, the requirement is not applied homogeneously across COs, resulting in very diverse and country-specific standards on which outputs are tagged with a GEM 3.

Tracking gender results:

There are challenges with monitoring gender results as the GAP indicators are predominantly quantitative which limits the extent to which social norms change, and transformative results can be measured. There is also a lack of a system to appreciate progress on gender results in Goal Areas under the sections reporting (CSI gender indicators are reported upon by the Gender Specialist and cumulatively on all sectors).

1.2 Findings specific to CO implementation

Organizational changes and performance enablers of the GAPs:

UNICEF Mozambique has been prioritizing gender analysis with the identification of clear gender results in key documents such as the CPD. In addition, the CO commissions and uses research, assessments, reviews, and programme evaluation to inform its gender work in all Goal Areas.

The gender architecture comprises a dedicated Gender Specialist who is responsible for the implementation of gender thematic projects and GBV risk mitigation programmes. The Gender Specialist provides technical assistance to staff and partners to help them better integrate gender in development and humanitarian response efforts. However, the workload generated by the responsibility of integrating gender across the five Goal Areas, as well as covering the humanitarian component, requires a different staffing structure. The positioning of the Gender Specialist within the Social Norms, Participation, Rights, Innovation, Inclusion and Gender (SPRING) section also diverges from the GAP staffing guidance that states the Gender Specialist should report either to the Deputy Country Representative or the Representative and that there should also be "sectoral Gender Specialists embedded within the largest CO programmes (e.g. a Health and Gender Specialist within the health section)[7]". The Gender Specialist sitting in SPRING has also reinforced the perception that gender and GAP implementation are not part of *all* section's responsibility and complicated the sharing of information on Goal Area specific interventions, resource mobilization efforts and programme design. In addition, as there is limited gender expertise in other sections, programme staff are heavily reliant on the one Gender Specialist. Coupled with a widespread perception that gender is the responsibility of the Gender Specialist alone, ownership of gender integration could be improved. Capacity building and training is considered too basic and less useful for designing transformative programming and approaches specific to each section.

With limited gender expertise across sections, the overall reliability on the Gender Specialist for planning, reporting, capacity building of staff and partners, technical assistance to implementing partners and stakeholders (including Government), advocacy and field-related activities (including during emergency preparedness and response), results in competing priorities and overlapping commitments. Centralization

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[7] https://unicef.sharepoint.com/teams/ESAR-Gender/Guidance%20Tools%20Briefs/Forms/AllItems.aspx?id=%2Fteams%2FESAR%2DGender%2FGuidance%20Tools%20Briefs%2FThe%20GAP%2FGAP%20Staffing%20Guidance%2013%20Jan%202022%2Epdf&parent=%2Fteams%2FESAR%2DGender%2FGuidance%20Tools%20Briefs%2FThe%20GAP

of accountability on gender is further compounded by the lack of a standardized system or GAP guidance to include gender in sections performance review, either through dedicated indicators, for instance Core Standard Indicators (CSIs), or gender inclusion in sections staff PER.

In terms of partnerships, UNICEF Mozambique has introduced gender and PSEA to all partnership documents including proposals, that are not approved unless mandatory requirements are met. This highlights UNICEF Mozambique's strong commitment to integrate gender into programming. UNICEF has developed some partnerships with local organizations that work on gender equality as well as youth-led organizations (including through its programmes for adolescent girls empowerment). The CO has been actively assisting these partners to address and include gender related issues in their respective areas with a focus on implementing gender responsive and transformative approaches. However, UNICEF rules and regulations on the establishment of partnerships with the non-governmental sector, as well as a reliance on informatic tools that require IT literacy and a good level of English, and the length and complexity of administrative process for the formulation and approval of programme documents and the disbursement of funds (as per HACT), hamper the establishment of more, direct partnerships with local and grassroot women-led organizations and girl-led organizations.

UNICEF Mozambique has a strong partnership with the Government and is responsive to their commitments and agenda. UNICEF is perceived as a key influencer in advocating for gender and child responsive policies and legislation, which has led to solid results such as the National Strategy to Prevent and Eliminate Child Marriage 2016; the Law for the Prevention and Combat of Premature Unions 2019; and the Multisectoral Mechanism for the Prevention, Reporting, Referral and Response to Violence Against Children in Schools in 2022. In addition, UNICEF Mozambique plays a role in enhancing the capacity of Government to integrate gender into national systems and structures.

The CO implements five joint programmes with sister agencies[8]. In gender-related areas, three joint programmes have been implemented: The Spotlight initiative (until 2023), the Global Programme to End Child Marriage (GPECM) and Rapariga Biz (RB), on adolescent empowerment, sexual and reproductive rights, with GPECM and RB having been renewed and ongoing. Overall, relationships are marked by effective coordination, joint planning and collaborative decision-making, ensuring synergy for optimal utilization of scarce resources. However, lack of clarity and misperceptions on UN agency mandates and leadership on GBV has affected resource mobilization efforts in this area.

UNICEF has progressive human resource (HR) gender related policies with an equal opportunity policy that has resulted in gender parity across all sectors, including management. Parental leave and flexible and remote working policies are used to ensure that all staff can have a good work-life balance while providing opportunities for personal development that can be used to leverage skills and address some constraints historically faced by women to be able to compete in the work force.

Programmatic results for gender equality:

The CO is actively working to integrate gender equality across programmes which is yielding some positive gender equality outcomes across all Goal Areas. These efforts encompass a range of results across the gender continuum including both at the responsive and transformative levels in relation to changes in social and cultural norms. The CO approach to gender-transformative and adolescent-responsive programming places a strong emphasis on promoting gender equality and empowering adolescent girls through comprehensive, multisector initiatives while challenging socio-cultural norms.

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[8] These programmes are carried out in partnership with the United Nations Population Fund (UNFPA), United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Entity for Gender Equality and Women Empowerment (UN Women), UNDP, the International Labour Organization (ILO) and WHO. Additionally, the CO engages in collaborative efforts with sister agencies such as UNFPA during emergency response.

The three flagship programmes, mentioned above, significantly contributed to adolescent girls' empowerment and transforming socio-cultural norms. Currently the CO is implementing a multisector approach to girls' agency that combines gender equal power dynamics, girls empowerment (including financial literacy and entrepreneurship), prevention of violence and harmful practices, and connection to available services (social protection, GBV response). The interventions engage actors across different layers of the socio-ecological model (SEM), for changing behaviours and norms in a safer and conducive environment. An increased focus on engaging with men and boys including on positive masculinities, also reflects efforts to improve the use of transformative approaches across sectors, although the CO would benefit from a strategic plan on its transformational interventions.

KEY CONCLUSIONS AND LESSONS LEARNT

The GAP and the Gender Policy set out an ambitious agenda for UNICEF that is relevant to the country context, but the current provisions and arrangements for implementation and monitoring do not fully respond to the intentions of these frameworks and curb the potential of what is being delivered on the ground. This is due to a combination of overarching challenges in how GAP staffing, implementation and monitoring provisions fit COs of different shapes, and in very diverse contexts (including the presence of humanitarian action, Government and implementing partners capacities, quality and outreach of service provision in country, prevailing social norms and practices, and CO specific factors).

Conclusion 1 (related to findings 1.1 and 1.2): There is limited operational guidance on roles and responsibilities for GAP implementation at the CO level, including in humanitarian contexts, resulting in a centralization of gender-related interventions on Gender Specialists; limited buy-in from staff at different levels; a curbing of the effectiveness of gender integration across sections and phases of programme design, implementation and monitoring; all of which ultimately affects the outreach of results achieved. The coexistence of the GAP with the gender CCCs and the Adolescent Girls Strategy (2022-2025) has also created ambiguity on their operationalization at the CO level.

Conclusion 2 (related to finding 1.2): There is an unclear repartition of responsibilities on GBV interventions (prevention, risk mitigation, response, GBV in emergencies (GBViE) and lack of accountability from sections on GBV risk mitigation results creating ambiguity on GBV leadership in COs and hampers full appropriation of sections on GBV commitments in their area. There are also differing interpretations of UNICEF's mandate in relation to UNFPA global mandate on GBV vis à vis UNICEF mandate on GBV risk mitigation in emergency. These have led to challenges in implementing GBV initiatives and in supporting partners.

Conclusion 3 (related to finding 2.4): UNICEF partnership rules and due diligence make it challenging to establish more partnerships with grassroots organizations. The CO is actively working to strengthen partners' capacity to meet the partnerships standards and requirements, but a gap remains in meeting demand.

Conclusion 4 (related to finding 2.7): The identification and calculation of gender transformative allocation is not homogeneous across countries and can penalize COs in contexts that require important supply, infrastructure and system-strengthening resources.

Conclusion 5 (related to findings 2.1, 2.2, 2.3 and 2.9): The CO has progressed in terms of addressing institutional enablers: gender analysis, research, data is increasingly being used to guide programming; and a roll out of gender training and progressive HR gender related policies. However, there are gaps - the level of demand for gender expertise outstrips supply, especially as there is still a widespread perception that gender is the responsibility of the gender specialist alone, exacerbated by the positioning of the Gender Specialist within SPRING, limited evidence of gender being integrated in performance reviews, limited capacity in the sections (with reports that the training is not suitable for a gender transformative approach) as well as insufficient resources to respond to the gender needs.

Conclusion 6 (related to finding 2.8): There is limited accountability for gender results under different Goal Areas. More could /be done to strengthen capacity of and commitment from staff at all levels, reduce resistance to the adoption of gender responsive/transformative tools and approaches and enhance resource mobilization for gender. In addition, there is a need to improve reporting on results.

Conclusion 7 (related to findings 3.1, 3.2, 3.3 and 3.4): The CO has shown great progress in the integration of gender into programming across Goal Areas in development and humanitarian contexts, showing results at different levels of the gender continuum – mostly at the responsive and transformative levels (especially through the flagship and adolescent girls programming especially in terms of enhancing adolescent girls' knowledge, skills, leadership abilities, decision making skills, and awareness of rights. The evaluation found that there has also been an increased focus on engaging men and boys (e.g. related to feeding practices, gender norms and socialization), although partners can struggle with implementing this more transformative approach. Institutional and CO tools tracking the contribution and investment of the CO to gender transformative work do not do justice to the work on gender, as the extent of achievements is not being properly documented and built into reporting. Reviewing monitoring systems and accountability mechanisms to better capture this contribution could help UNICEF better understand what is working (and not working and why) and refine approaches to achieve greater gender equality outcomes.

LESSONS LEARNT

Key lessons that may be useful for other country programmes include 1). Gender specialists provide valued senior level gender expertise and must have a voice at the decision-making table to ensure that gender is integrated across sectors; 2) Coherence among guiding frameworks and strategic documents cannot be assumed and they must be aligned and communicated to staff so that the broader vision and the practical application is available. Developing a national GAP that makes explicit links to those guiding frameworks may aide coherence and make them more locally-relevant; 3) The use of evidence and gender analysis are critical for both targeting and integrating gender in a humanitarian and development nexus, but they must be used to inform programme design, adapt and scale up interventions; and 4) Both upstream and downstream enabling environments are needed for gender transformative results. This includes forward-looking policies for gender equality across all sectors as well as a community-based socio-ecological approach to challenge harmful gender practices and norms.

RECOMMENDATIONS

1.3 For the CO

Recommendation 1: (related to conclusion 1) Strengthen the operational framework to improve implementation of the GAP

- Developing a national GAP to set out the priorities for the UNICEF Mozambique in delivering gender results for gender in each Goal Area, that is accompanied by a user-friendly cross-sectoral time-bound workplan should improve operationalization at the country level.

Responsible: CO Management, Section Chiefs, Programme Managers, Gender Specialist

Priority: High

Timeframe: Within the next year

Cost implication: Minimal as it doesn't involve more recruitment

Recommendation 2: (related to conclusions 1,5 and 6) Strengthen the gender architecture in the CO

- Identifying Gender Focal Points in each section to guide gender integration; this person should be mid / senior level staff (and could be Section Chiefs themselves) and have clear deliverables and accountability for embedding gender in the sector reflected in their PER.
- Involving the Gender Specialist in the design process for fundraising to ensure financial resources are earmarked for gender initiatives.

- Ensuring the Gender Specialist attends decision making meetings such as PMT, CMT meetings, Section Chief meetings.
- Realigning the Gender Specialist's reporting structure back to the Deputy Representative (or the Country Representative) within the organizational chart to adhere to GAP gender staffing guidance, and increase influence, decision making and institutional accountability.
- Including responsibility for gender results in PERs including for Heads of Section

Responsible: CO Management, Section Chiefs, Programme Managers, Gender Specialist

Priority: High

Timeframe: Within the next year

Cost implication: Minimal

Recommendation 3: (related to conclusion 5 and 7) Improve staff capacity

- Improving understanding of both programme and monitoring staff on tagging and gender reporting requirements
- Integrating sessions that tackle organizational and individual biases and attitudes into training. Some initiatives such as Gender Action Learning have proven effective with people with no gender background

Responsible: CO Management, Section Chiefs, Programme Managers, Gender Specialist, M&E staff, HR

Priority: High

Timeframe: Within the next year

Cost implication: Minimal as it doesn't involve more recruitment

Recommendation 4: (related to conclusion 7) Strengthen programming approaches and tracking of results

- Developing more focused capacity building for partners on how to engage with community stakeholders on gender norms and values to also ensure a do no harm approach is taken.
- Strengthen the M&E framework to track achievements of gender results including at the transformative level.

Responsible: Section Chiefs, Programme Managers, Gender Specialist, M&E Officer

Priority: High

Timeframe: Within the next year

Cost implication: Minimal

1.4 For HQ

Recommendation 5: (related to conclusion 2) Promote an interagency dialogue at an upstream level to clarify leadership, mandates and responsibilities on gender and the GBV agenda, which would simplify agreements at country level.

Responsible: UNICEF Management, Gender Specialists at different levels, Section Chiefs

Priority: High

Timeframe: Within the next year

Cost implication: Minimal

Recommendation 6: (related to conclusion 3) Review partnership agreement and management systems

Programme Cooperation Agreements should be adapted to suit grassroot organizations with limited literacy, IT and absorption capacities, to ensure that UNICEF own funding opportunities do not create pockets of exclusion among the most vulnerable, and that COs are able to meaningfully engage with women and adolescent-led organizations.

Responsible: UNICEF Management, Legal Office, HQ Gender Team

Priority: High

Timeframe: Within the next year

Cost implication: Staff time (related to ongoing processes)

Recommendation 7: (related to conclusion 4) Simplify and rationalize the calculation system for gender expenditures.

The system should be amended in vision and GEMs should be automatically calculated for the outputs based on the expenditure levels (vs manually set, by a person that should be mindful of the "at least 60% gender expenditures" rule). The system should also allow for a progressive tagging of activities (for instance a 0-3 rating instead of Y/N), so a certain level of gender-responsiveness is associated to each activity, and the gender expenditure of a country should be calculated based on the sum of all activities with a tag 3 (or higher level), irrespective of the output GEM level.

Responsible: UNICEF Management, DFAM in collaboration with Gender Team and DAPM, Programme Group Director

Priority: High

Timeframe: Within the next year

Cost implication: Minimal

1. INTRODUCTION

1.1 Purpose of the country case study

The purpose of the case study is to explore the implementation of UNICEF's Gender Action Plan (GAP) 2 and 3 and Gender Policy in Mozambique, looking at both the contribution to shifts within the organization, as well as the gender-related programmatic results for women and girls. It is a learning exercise to support the Country Office (CO) to improve its work on gender. In parallel, the findings from this case study will be compared with those from the five other country case studies[9] and triangulated with other data sources to write the main evaluation report.

The analysis of programmatic results on adolescent girls draws extensively on the findings of the *Formative [Evaluation of Gender Transformative Programming Through Investment in Adolescent Girls Leadership in Eastern and Southern Africa](#)* (2023).

1.2 Reasons for selecting Mozambique as a case study country

An appreciative enquiry approach was adopted to select the countries that would benefit from an in-depth case study. The selection of countries was made during the inception phase. A first phase involved the identification of COs that had effectively brought about institutional shifts in gender work, or countries that had reported gender equality results that were transformative, according to UNICEF reporting mechanisms (GAP Standard Indicators). Regional offices (ROs) were then consulted, and the final selection considered the need to have a sample of COs representative of the spread and diversity of UNICEF programmes (e.g. regional balance, humanitarian and development portfolio, country budget and size, broad gender context in the country, amongst others).[10]

Mozambique was selected due to:

- being a fragile and conflict-affected state (FCAS)
- implementing a Gender Flagship Programme
- emerging gender equality results that are transformative
- scoring less than 70 per cent on the GAP Standard Index
- being a low-income country (LIC) with a mid-range Gender Inequality Index (GII) score
- substantial office size and budget with the highest gender spend from the regional shortlist

1.3 Purpose and structure of the case study report

Section two of the report provides on overview of the country context and UNICEF country programme and priorities. Section three provides more detail on the evaluation objectives, scope and methodology, whilst Section four presents the evaluation findings, organized by research question. Section five presents the conclusions and lessons learnt, and Section six presents the recommendations.

2. BACKGROUND

2.1 Overview of the country context

In the latest United National Development Programme (UNDP) Human Development Report (2022), Mozambique is ranked 138th in the Gender Inequality Index and 185th in the Human Development Index. The country faces significant challenges, including high rates of teenage pregnancy and early motherhood. As per the World Health Organization (WHO) country profile data, 46.4 per cent of adolescent girls aged 15 to 19 have already begun childbearing, and 40.2 per cent of women aged 20 to

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[9] Country case study reports were written for Peru, Bangladesh, BiH, DRC and Egypt. Remote data collection was done in Fiji and Myanmar.
[10] More details on the methodology to select case study countries can be found in the Inception Report.

24 gave birth before turning 18.[11] These factors contribute to elevated risks of maternal morbidity and mortality, with rates standing at 452 per 100,000 live births.[12] Moreover, youth illiteracy rates are alarmingly high, with 22.9 per cent of boys and men and 39.7 per cent of girls and women[13] lacking basic literacy skills. Consequently, youth underemployment rates are at 80 per cent, with young women experiencing the highest levels of unemployment.[14] Mozambique has one of the highest rates of early marriage and forced unions with 48 per cent of women aged 20 to 24 married before turning 18, and 16.8 per cent before reaching 15.[15] This cycle of violence extends into adulthood, with adolescent girls and young women facing elevated levels of violence with a concerning 40 percent of women aged 15 to 49 reporting experiencing emotional, sexual, or physical violence in the year preceding the survey.[16] Additionally, violence permeates educational settings, as evidenced by a Civil Society Learning and Training Centre (CESC) (2017) survey on Students' Perceptions of Sexual Harassment and Sexual Abuse in Secondary Schools. Out of 1200 students interviewed, 64.45 per cent of boys and 59.5 per cent of girls had heard of instances of sexual violence in their schools, leading to a 12 per cent dropout rate due to sexual harassment and abuse .[17] Furthermore, nationally, approximately 43 per cent of girls aged 13 to 17 uphold one or more traditional gender norm, underscoring the persistent challenge of fostering lasting, sustainable change in perceptions, norms, and behaviours.[18]

The challenging circumstances outlined above are a direct result of harmful social and cultural practices deeply embedded in Mozambican society, such as initiation rites,[19] lobolo,[20] early/forced unions, marriage, and other forms of gender-based violence (GBV). These practices are entrenched in a patriarchal system characterized by gender inequality and discrimination. Consequently, girls and women are disempowered and hindered from realizing their full potential, perpetuating cycles of poverty that have adverse effects on their well-being, as well as on social and economic development.

To address some of the challenges presented, the Government of Mozambique (GoM) made significant progress approving policies, strategies, and legislation as well as ratifying regional and international frameworks relevant to youth and gender issues such as the Strategy for Gender Inclusion in the Health Sector 2018-2023; the Law for the Prevention and Combat of Premature Unions 2019; the Multisectoral Mechanism for the Prevention, Reporting, Referral and Response to violence against children in schools and its operational plan 2022; and the Inclusive Education and Development of Children with Disabilities Strategy 2020-2029. Moreover, it has established gender focused mechanisms such as gender units and designated gender focal points in some Ministries including the Ministry of Gender, Children and Social Action (MGCAS) and the Ministry of Health (MISAU), establishing youth friendly health services (SAAJ)[21] as well as integrated service centres for GBV survivors.[22]

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[11] World Health Organization: Mozambique Contraception within the context of adolescents' sexual and reproductive lives: Country profile, link: https://iris.who.int/bitstream/handle/10665/339472/WHO-SRH-20.21-eng.pdf accessed on 25th June 2024
[12] UNICEF Mozambique, link https://www.unicef.org/mozambique/en/survive-and-thrive, accessed on 25th June 2024
[13] Statistics National Institute, Household Budget Survey, 2019/20
[14] UN Office of the Secretary-General's Envoy on Youth, link https://www.un.org/youthenvoy/2016/01/youthstart-youth-economic-opportunity-ecosystem-analysis-country-report-mozambique/, accessed on 25th June 2024
[15] DHS 2022-2023
[16] National Library of Medicine, link https://www.ncbi.nlm.nih.gov/pmc/articles/PMC6534299/, accessed on 26th June 2024
[17] UNICEF. Plano Operacional do Mecanismo Multissectorial para a Prevenção, Denúncia e Encaminhamento e Resposta à Violência Contra as Crianças nas Escolas, incluíndo Assistência às Vítimas. 2022
[18] UNICEF. Protecting Girls and Women From Gender Based Violence In Mozambique: Strengthening Agency In Safe And Supportive Communities. 2024
[19] Initiation rites are a traditional practice used to mark and celebrate the transition from childhood to adulthood as well as an educational experience that introduces and reinforces gender norms and expectations and has the power of social inclusion or exclusion. Boys are taught that to be 'true men/good men' they must be heads of the family, owners of family property, intolerant of rebellious attitudes expressed by their wives, and they legitimately hold the power to make decisions and maintain the family order. Link: https://www.wlsa.org.mz/wp-content/uploads/2014/11/Ritos2013.pdf
[20] Lobolo represents the transfer of the wealth from the groom's family to the brides to acknowledge the cost of raising her and to formalize her transfer to the groom's family lineage. It solidifies the reassignment of the women and the fruits of her productive and reproductive labour and her offspring to her husband family. Link: https://scholar.harvard.edu/files/nunn/files/bride_price_manuscript_01.pdf
[21] UNFPA Report on Needs Assessment of programme Geração Biz (2015 data).
[22] UNFPA, "Eu não conseguia reconhecer o meu próprio rosto." Empoderada a recuperar a sua identidade.(2019) link https://mozambique.unfpa.org/pt/news/eu-n per centC3 per centA3o-conseguia-reconhecer-o-meu-pr per centC3 per centB3prio-rosto-empoderada-recuperar-sua-identidade, accessed on 25th June20234

2.2 Overview of UNICEF work in the country

Table 1: CO overview

Size of the office (staff)	Over 160 people (44 per cent women and 56 per cent men)
CPD years and budget	2022-2026, 107,000,000 USD (regular resources) and 280,000,000 USD (other resources)[23]
Field offices	Sofala, Nampula, Zambezia and Cabo Delgado

UNICEF's Country Programme Document (CPD) (2022-2026) is aligned with the GoM Five-Year Plan 2020–2024, the National Development Strategy 2015–2035 and relevant sector policies and programmes related to UNICEF's Goal Areas. Furthermore, it is harmonized with the 2030 Agenda for the Sustainable Development Goal (SDG) targets and commitments to respect, protect and fulfil the rights of children and in line with the Convention on the Rights of the Child and the Core Commitments for Children in Humanitarian Action (CCCs). It derives from the United Nations Sustainable Development Cooperation Framework (UNSDCF), 2022–2026 and aligns the country programmes to contribute to UNSDCF strategic priorities 1 on human development; 3 on climate resilience and sustainable use of natural resources; and 4 on peacebuilding, human rights and inclusive governance.

The CO's main gender programmes focused on adolescent girls are outlined in Table 2 below. There are two ongoing programmes: the Global Programme to End Child Marriage, Rapariga Biz and Spotlight Initiative was closed in 2023. the pilot initiative on "Strengthening adolescent girls' agency in conflict affected areas" has been implemented since 2023 in Nampula. In addition, the CO implements a Civil Registration and Vital Statics (CRVRs) programme and a Child Grant 0-2 Joint Social Protection Programme. The CO partners with sister agencies such as the United Nations Population Fund (UNFPA), United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Entity for Gender Equality and Women Empowerment (UN Women), UNDP, the International Labour Organization (ILO) and the World Health Organization.

Table 2: CO gender programmes

Programme	Focus	Geography	Funder(s)	Duration
Global Programme to End Child Marriage	Addressing harmful practices and norms with a focus on child marriage of adolescent girls (10-19 years old)	Nampula and Zambezia	Government of Belgium, Canada, Netherland, Norway, United Kingdom (UK) and European Union (EU)	2016-2019 2020-2023
Rapariga Biz Programme	Promoting and protecting the sexual and reproductive health and rights (SRHR) of adolescent girls and young women (AGYW) aged 10-24 years	Nampula	Sweden, UK and Canada	2016-19, extended to 21--23
Spotlight Initiative	Addressing sexual and gender-based violence	Nampula	EU	2018-2020

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[23] Mozambique Country Program Document. 2022-2026

	(SGBV) and harmful practices (HP) of AGYW (10-24 years old)	Manica Gaza		2020-2022
Strengthening adolescent girls' agency in conflict affected areas	Empower adolescent girls agency, economic autonomy, improve GBV prevention and response	Nampula	Gender Thematic Fund	2023-(ongoing)

According to the latest Country Office Annual Report (COAR), key gender equality reach indicators for 2023 were as follows:

- 2,500 women benefited from interventions targeting mother-to-child transmission of the human immunodeficiency virus (HIV).[24]

- 3,607 students (~50 per cent girls) were engaged through violence against children (VAC) multisectoral mechanisms in schools, 725,349 children's (51 per cent girls) gained access to birth registration and 362,873 children (~50 per cent girls) accessed to mental health and psychosocial support services. Moreover, initiatives contributed to the well-being of 2,946 children placed in institutions, facilitated the placement of 658 children placed in alternative family-based foster care and referred 3,000+ vulnerable caregivers of young children as well as more than 8,000 children affected by VAC and child marriage to case management for access social services and psychosocial support.

- 36,000+ maternity inpatients and 42,600 schoolchildren (45 per cent girls) benefited from improved Water, Sanitation and Hygiene (WASH) services and infrastructures. Additionally, 1300 schoolgirls received menstrual hygiene kits.

- 35,000 children (aged 0-2 years) received financial support along with access to social services and psychosocial support for vulnerable caregivers of the young children, thereby enhancing the impact of the assistance on community households' wellbeing and resilience[25].

UNICEF's main partnerships with GoM institutions include but are not limited to the MISAU, Ministry of Education and Human Development (MINEDH), MGCAS, the Ministry of Justice, Constitutional and Religious Affairs (MJACR), the Ministry of Public Works, Housing and Water Resources (MOPHRH), SEJE, Instituto Nacional de Gestão e Redução do Risco de Desastres (INGD); the National and Provincial Assemblies. Additionally, the CO establishes partnerships with national organizations such as Núcleo das Organizações Femininas da Zambézia (NAFEZA)[26], Coalizão da Juventude Moçambicana (Coalizão)[27], Fundação para o Desenvolvimento da Comunidade (FDC)[28], Nweti - Comunicação para a saúde,[29] International Child Development Programme (ICDP), Be Girl[30], Associação Cultural Horizonte

[24] Country Office Annual Report 2023, link https://www.unicef.org/media/152271/file/Mozambique-2023-COAR.pdf, accessed on the 29th of June.
[25] Country Office Annual Report 2023, link https://www.unicef.org/media/152271/file/Mozambique-2023-COAR.pdf, accessed on the 29th of June.
[26] NAFEZA is a feminist NGO which carry out a wide range of activities in areas such as education, HIV and AIDS, gender, gender-based violence, advocacy for human rights, particularly women's rights, among others.
[27] COALIZÃO is youth organization that supports adolescents to become active agents of change. The organization works to ensure that young people can fully exercise their sexual and reproductive rights by empowering girls to reduce the prevalence of child marriage and teenage pregnancy.
[28] FDC is a CSO, working to build the capacity of communities with the objective of overcoming poverty and promoting social justice in Mozambique.
[29] Nweti – Comunicação para Saúde is a CSO operating in the area of communication for health, using communication for social and behavioral change aiming to contribute to better health for Mozambican citizens and communities.
[30] Big Girl is a social enterprise that works with menstrual hygiene management providing hygiene kits as well as access to information and raising community awareness while tackling myths and taboos regarding MHM

Azul (ASCHA)[31], Girl Move[32]), to name a few. Furthermore, the CO has partnerships with international non-governmental organizations (NGOs) such as Action contre la Faim, Plan International Inc., Save the Children Norway among others, along with engagements with the private sector, foundations and UNICEF national committees.

In 2022, the CO expenditure was 112,229,074 USD and 122,037,248 USD in 2023 respectively. The CO has received generous support from various development partners including the Government of Canada (GAC), the European Commission (EC), USAID, Global Fund to Fight Aids, Global Thematic Humanitarian Response, Sweeden, France, Norway, United Nations Joint Programme, and several others.

3. EVALUATION PURPOSE, OBJECTIVES AND SCOPE

3.1 Overall evaluation purpose and objectives

The evaluation aimed to assess UNICEF's performance and results in implementing GAP 2 and GAP 3 and the new Gender Policy, from 2019-2023, in both humanitarian and development settings. It is a learning and accountability exercise and is part of the plan for Global Evaluations linked to the Strategic Plan. The global evaluation report[33] will be presented to the UNICEF Executive Board in 2025.

The specific objectives of the evaluation are:

- To assess the relevance and coherence of the current Gender Policy and GAP3 in supporting gender equality and adolescent girls' empowerment from the point of view of UNICEF's mandate (i.e., CRC, CEWAD, CRPD, CCCs) and the organization's commitments to the UN-SWAP, as captured in the Strategic Plan in development and humanitarian settings.
- To assess the coherence, effectiveness, efficiency, and sustainability of implementing gender-related organizational changes and performance enablers of the GAPs across UNICEF policies, practices, systems, programming processes, organizational commitments, and accountability mechanisms.
- To determine the extent to which UNICEF meets the programmatic results set for all children, adolescents and women on gender equality across the five Goal Areas of the Strategic Plan and in both development and humanitarian settings.

3.2 Scope

This evaluation is global in scope, with in-depth case studies in a sample of countries, including Mozambique, and spans the period from 2019 to 2023, covering the implementation of GAP 2 and half of GAP 3.

The evaluation covers the following three components:

- Gender Policy and GAP conceptual framework: The evaluation examines the strategic positioning of gender in UNICEF's new Strategic Plan, analyzing the Gender Policy, GAP conceptual framework and theory of change (ToC).
- Institutional enablers and their implementation: The evaluation assesses how the GAP is implemented, including programming processes, monitoring systems, financial resources, leadership and accountability, at the headquarters, regional and country levels.

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[31] ASCHA is an association of young people, in particular young girls, who militate on behalf of the women human rights and gender equality. It has a feminist identity, still under construction and uses transformative approaches and community feminism, artivism to educate, train, communicate and engage in the fight against all forms of discrimination, oppression, violence against children, adolescents and young people and early unions, with a view to making schools and communities safe and friendly for children, girls and young women.

[32] Girl Move is a Portuguese NGO, with an association in Mozambique is a leadership and innovative academy that develops innovative models (e.g. circular and intergenerational mentoring methodology) for female leadership and inspire that more girls continue studying (transition from primary to secondary as well as with university students to link them to employment opportunities).

[33] Based on the triangulation of several sources of data, including this Case Study (as well as 4 other case studies, quantitative and qualitative data, a comparative study)

- Programmatic results and integration of gender equality across programmes: The evaluation examines overall programmatic results based on available indicators and implemented activities and assesses the outputs and the contribution to outcomes as defined in the GAPs in the selected case studies. In particular, the evaluation assesses to what extent UNICEF has mainstreamed gender equality across its five Goal Areas in the Strategic Plan.

The evaluation ToC is included in **Annex 1.** The ToC guided the design of the data collection tools, by ensuring that interviews, focus groups and workshops with a variety of stakeholders, from within and outside the organization focused on key outputs, outcomes and assumptions.

3.3 Audience and use

As per the ToR, the primary users of this evaluation are UNICEF employees at all levels, government and partners working with UNICEF to advance the rights of women and girls, women and girl-led organizations, and young people. This case study country report aims to help the Mozambique CO, in particular senior leadership and the gender team, to strengthen gender integration in policies and programmes. It also aims to provide strategic guidance for the in-country GAP, the remaining two years of implementation of the CPD, and the formulation of the next CPD. The case study country report also provides an opportunity to share learnings on how to integrate gender equality in programmes and organizations, and on building a culture of accountability, with Government, other UN organizations, and implementing partners, including women and girl-led organizations.

4. EVALUATION CASE STUDY DESIGN AND METHODOLOGY

4.1 Evaluation criteria and questions

Error! Reference source not found.below describes the criteria applied to the Gender Policy and GAPs evaluation, drawing on the Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC) criteria as well as UNICEF's definition of Impact. The evaluation questions and sub questions (and corresponding criteria) are outlined in the evaluation matrix in Annex 4.

Table 3 DAC criteria applied to the evaluation

Relevance	Extent to which the GAP is responsive to the various contexts in which UNICEF operates (development or humanitarian, low-middle income countries (LMICs) or middle-income countries (MICs) and various continents), and to the diverse gender realities and needs; extent to which it is grounded in evidence of what works.
Coherence	Internal coherence focuses on the alignment, synergies and interlinkages between the GAP and other UNICEF normative frameworks, including the coherence between the GAP and the Gender Policy. External coherence examines the alignment of the GAP with broader UN commitments and to governments.
Effectiveness	The extent to which the results intended by the GAPs 2 and 3 have been realized (as far as feasible to discern at this stage) and whether contribution has been demonstrated towards results which could have been reasonably expected. Analysis of the varying importance of the results and differential results across groups and sectors and understanding the enabling and hampering factors that influence results.
Impact	The evaluation adopts UNICEF definition of impact and seek to identify the plausible contribution to impact results.[34]

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[34] The "positive and negative, direct or indirect, primary and secondary, short, medium or long-term change in the lives of children and families produced by an intervention". UNICEF (2023). UNICEF Evaluation of Impact Strategy and Action Framework 2022-2025.

Sustainability	The robustness of the institutional enablers gives an indication of the sustainability of the changes observed, as well as the strength of UNICEF partnerships with governments and the civil society sector.

4.2 Evaluation Methodology

Our approach is theory-based.[35] During inception, an analytical framework described in the ToC,[36] was designed to help refine the change pathways that were implicit in the existing GAP ToC; define explicit causal assumptions linking GAP support to identifiable results at the output, outcome and goal levels; and refine the evaluation questions to be investigated, against which findings and conclusions are reported. The ToC and assumptions developed have informed the development of the evaluation matrix, including sources of information and data collection tools. It reflects a shared understanding among key UNICEF stakeholders and the evaluation team of the intended causal chains underpinning the UNICEF Gender Policy and GAPs. It provides the theoretical framework for applying contribution analysis to assess causal linkages and infer the contribution UNICEF has made to the observed outputs and outcomes.

Appreciative inquiry, an approach to organizational culture change, that focuses primarily on strengths, was adapted to evaluate the GAPs and Gender Policy, identifying lessons on what is working well to inform recommendations to accelerate organizational change.

The case study used a mixed methods approach, drawing on both primary and secondary data sources, and drawing heavily on participatory and qualitative methods.

- **Desk review** was done which analyzed over 50 key programme documents and quantitative data sources, which encompassed research findings, gender analysis, concept notes, evaluations, programme reports, financial and programme results data.

- **Key informant interviews** (KIIs) were carried out with 26 people, including 18 UNICEF staff members, three representatives from civil society organizations (CSOs) (Be Girl, Girl Move and ICDP), three personnel from UN Agencies (UNFPA and UNESCO), one donor (GAC) and one representative from a government institution (SEJE).

- **A participatory workshop** involving UNICEF CO staff to explore attitudes, perceptions, norms, barriers and enablers internally and externally was planned. 17 women and 15 men were invited however, only three from each group responded. Consequently, due to insufficient attendance, interviews were conducted in-lieu with four out of the six respondents.

- **Quantitative data** included analysis of the GAP Standard Indicators, the Programmatic Indicators and Expenditure using the Gender Equality Marker (GEM) and gender tagging. Data on gender expenditure is obtained via two types of tagging implemented at two different phases. the evaluation team developed an all-staff survey which was disseminated by the Evaluation Office (EO) to headquarters (HQ), all Ros and COs. The survey was anonymous and piloted for accessibility (including for screen reader use)[37] and in five languages (English, Spanish, Russian, Arabic, and French) by several UNICEF staff. It was open between 13 March and 8 April 2024.[38] 20 staff from the CO completed the survey (three people interviewed referenced having filled out the survey beforehand). Figure 1 below illustrates the different stakeholder groups involved in the case study. Most stakeholders were UNICEF staff, followed other UN agencies and CSOs.

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[35] Drawing on a methodology described in: Mayne, John, 'Contribution Analysis. An approach to exploring cause and effect', ILAC Brief 16, 2008.; Mayne, John, 'Revisiting Contribution Analysis', Canadian Journal of Programme Evaluation, December 2019.
[36] The process to develop the ToC is described in section 1.2
[37] A separate, more suitable version for screen reader users was also circulated. This was likely used by a lot more users than those using screen readers – 159 in total.
[38] Reminders were sent to encourage participations, including through gender, M&E and other networks.

Figure 1 Stakeholders involved in the Evaluation
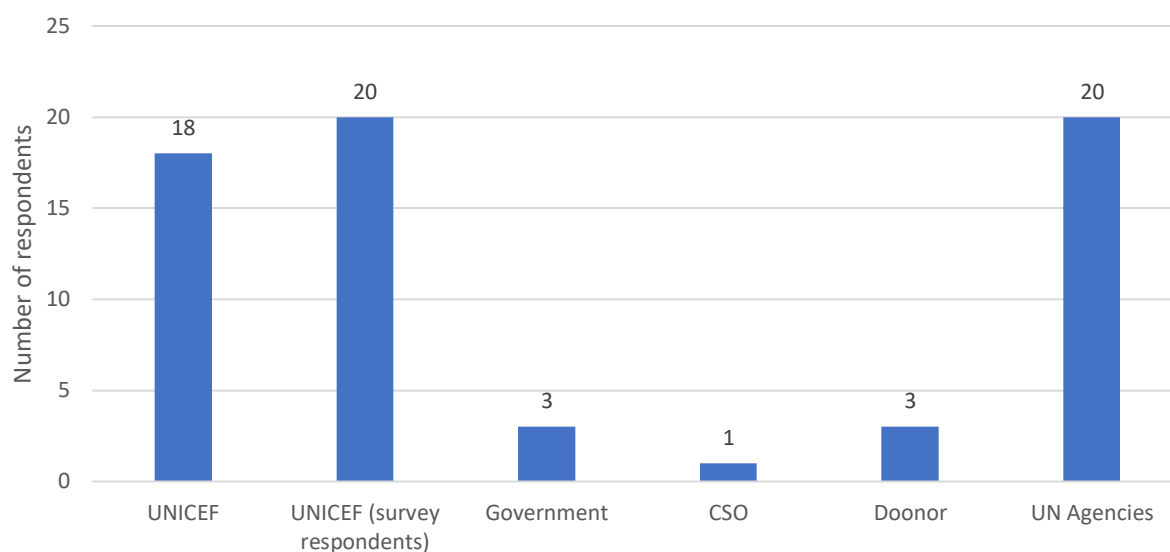
Table 4 List of stakeholders met during the evaluation

Stakeholder type	Purpose	Method (KII/FGD/ Workshop)	# Overall	# women	# men
UNICEF CO Staff (includes programme staff, gender focal points, HR staff and management)	To gather information on the understanding and implementation of the Gender Policy and GAP, as well as results, enablers and hindering factors and whether this has contributed to gender equality results that are transformative	KII	18	13	5
Programme staff, gender focal points, HR staff and management)	To gather information on understanding and implementation of the Gender Policy and GAP, as well as results, enablers and hindering factors and whether this contributed to gender equality results that are transformative	Survey	20		
UN agencies	To explore the scope and nature of interagency collaboration and the extent to which it contributes to better gender equality results, as well as their perceptions on UNICEF's contribution to gender equality and their comparative advantage	KII	3	2	1
Partners (including implementing partners, academia and private sector)	To explore the nature of partnerships between UNICEF and civil society, examining the scope and quality of these partnerships, their contribution to gender equality results.	KII	3	2	1
Government Stakeholders	To examine political will to support gender equality and explore their perceptions of UNICEFs contribution to gender equality.	KII	1		1
Donors	To explore the role of donors in supporting gender equality and their perceptions of UNICEF's contribution to gender equality	KII	1	1	

Selected sites for case study locations and sampling

Sites for data collection were identified in the preparatory phase of the case study; these were Maputo and Cabo Delgado to enable the evaluation to capture the contribution of UNICEF on gender equality in different contexts and programmes. However, due to security concerns, data was only collected in Maputo capital, where the CO and key stakeholders, including central government bodies, are located.

Data collection and analysis

Data collection was done in the first two weeks of June. The Evaluation Team used a thematic analysis approach[39] to analyse qualitative data from KIIs to identify key trends and patterns. Both inductive and deductive coding were used against a base coding framework aligned to the evaluation matrix, including new thematic codes as trends were identified during analysis. Qualitative data from KIIs was assessed using Dedoose, a qualitative and mixed-methods data software. Documents provided by the CO and other stakeholders involved in the case study were coded using Excel. Triangulation across quantitative and qualitative findings took place following the coding of the qualitative data. Where possible, sub-group analysis was done to ensure that an intersectional lens was applied.

All data collected during the case study was disaggregated where possible by gender and age, to ensure representation of a diverse range of voices and allow for sub-group analysis.

A virtual emerging findings presentation was conducted with the CO, where the evaluation team presented emerging findings on achievements and areas for improvement. After the draft report was shared, a final validation and co-creation of recommendations workshop took place to help finalize the report.

4.3 Ethical considerations

The case study was guided by a set of ethical principles to minimize the risk of doing harm, while seeking to maximize the benefits of the evaluation. The principles translated into practical measures to ensure confidentiality, informed consent, data protection, reduction of direct and indirect risks to interviewees, and safe and meaningful participation. This ensured that core principles such as Do No Harm and Leave No One Behind (LNOB) were adhered to whilst ensuring that human rights, gender equality and equity considerations were built into the evaluation approach

All the research was informed by ethical and safety considerations for research and informed by the UN Evaluation Group (UNEG) Ethical Guidelines, WHO's ethical research guidance[40], UNICEF Procedure on Ethical Standards in Research and Evaluation and UNICEF's Ethical Research Involving Children, UNICEF Guidance on Gender Integration in Evaluation, as well as SDDirect's Ethical Policy and Child Protection and Vulnerable Adults (Safeguarding) Policy. All staff involved in this assignment received an induction on these policies[41].

4.4 Limitations and mitigation measures

- The CO mobilization for a conflict related emergency in Cabo Delgado and Nampula, required a rescheduling of the CO-level interviews, which meant not all informants were then available during this phase of the evaluation. Nonetheless, this evaluation draws on the findings from the East and Southern Africa Regional Office (ESARO) evaluation which involved other CSO implementing partners, representatives from government institutions and staff, thereby providing a complementary sample.

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[39] Thematic analysis involves identifying and analysing patterns or themes within qualitative data. It is a flexible and adaptable approach that can be used to analyse data from various sources, such as interviews, focus groups, and open-ended survey responses.
[40] See UNEG Code of Conduct for UN evaluation (2008) and WHO (2016) Ethical and Safety Recommendations for Intervention Research on Violence Against Women and UN Protocol on Sexual Exploitation and Abuse.
[41] The national consultant involved in data collection activities attended an online workshop which covered all ethical principles and procedures in the evaluation. The training included SDDirect's safeguarding policies and code of conduct, including how to report suspected safeguarding concerns and how to act if a participant discloses situations of violence and/or abuse.

- Focus Group Discussions (FGDs) with adolescent girls and boys involved with UNICEF were initially planned. However, these were not undertaken given that FGDs and interviews with adolescents were recently conducted under the Formative Evaluation of Gender Transformative Programming through Investment in Adolescent Girls Leadership in Eastern and Southern Africa.[42]

- It was not possible to conduct the workshop with UNICEF staff. Consequently, the Evaluation Team faced challenges delving deeper into certain information provided during the interviews and survey responses concerning office culture, policies, trainings, practices, and the extent to which people know and use them. Nonetheless, the evaluation was able to conduct in-depth interviews with several UNICEF staff and explored some of the issues that would have been discussed in the workshop.

5. EVALUATION FINDINGS

EQ1: Gender conceptual and policy frameworks

To what extent are the current Gender Policy and the GAP 3 conceptual framework well-designed, relevant, and coherent to respond to the various needs of all children, adolescents and women, national government priorities, UNICEF normative framework (i.e., CRC, CEWAD, CRPD, CCC) and the organization's commitments to the UN-SWAP on gender equality?

SUMMARY FINDINGS

1.1 Many CO staff are aware of the GAP and Gender Policy, and the CO use them to guide its gender focused initiatives across all Goal Areas, in the absence of a national GAP. However, several staff requested more operational guidance on how to implement the GAP at the CO level and highlighted the chasm between the ambitious intentions outlined in the framework and the resources and frameworks that are made available for its implementation

1.2 The dual context in Mozambique has brought to light a need for strengthened alignment and synergy between the GAP and the gender Core Commitments for Children in Humanitarian Action (CCCs), In addition, the absence of clearly defined roles and responsibilities regarding GBV as a cross-cutting issue under the GAP, has led to challenges to ensure ensuring a standardized approach in Mozambique, as in other countries. There are differing interpretations of UNICEF's mandate on GBV, both internally in setting GBV priorities for each Goal Area, and externally, leading to challenges in implementing GBV initiatives in Mozambique.

1.1 Knowledge of the GAP and Gender Policy, relevance in the context, use and references in key CO frameworks

Figure 2 below shows that 70 per cent of respondents to the evaluation's all staff survey reported being aware of the GAP and Gender Policy; this can be attributed to the presentation of the frameworks by the Gender Specialist in a reflection meeting involving Chiefs of Section and technical and programme staff. Implementing partners were found to have limited awareness of both the Gender Policy and the GAP frameworks, which is unsurprising given they are largely internal documents

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[42] 3 FGD involving 20 girls and 10 boys, as well 14 adolescent girls and boys interviewed by an adolescent panel (3 girls and 1 boy) were conducted under this separate exercise in 2023.

Figure 2 Knowledge of GAP and Gender Policy

Knowledge of GAP and Gender Policy chart. Legend: No (orange), Yes (blue). Y-axis: Survey question.

- Have you heard about UNICEF Gender Action Plans? — No: 6, Yes: 14
- Have you heard about UNICEF Gender Policy 2021-2030? — No: 6, Yes: 14

X-axis ranges from 0 to 15.
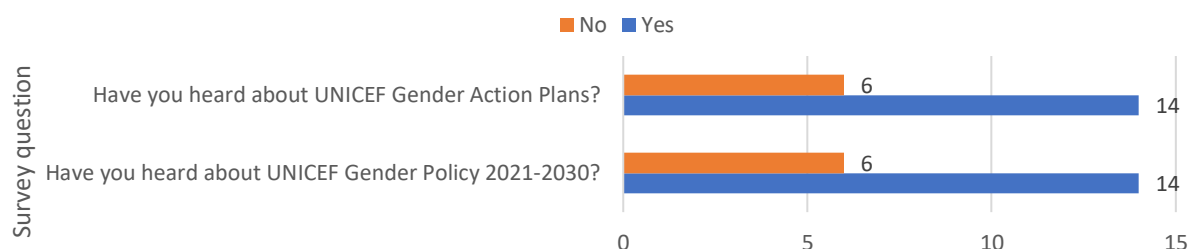
While most staff are aware of the existence of the GAP, a much smaller proportion, 22 per cent of survey respondents were knowledgeable about the content of these frameworks. This lack of in-depth familiarity may be attributed to a perception among stakeholders that the Gender Specialist holds the ultimate responsibility for overseeing the implementation of the GAP and ensuring that all the gender related initiatives are properly implemented. The following quote from a UNICEF staff member is indicative:

"I don't know it (GAP) as such, but I've heard of it, and I took part in a survey [under this evaluation] that was sent out a while ago. My familiarity with the instrument comes from that and I don't use it in my day-to-day work, so I don't know it. (…) As we have the gender specialist, if I have a question, I go to her to facilitate and give us direction. That's my expectation and that's how it works". (KI, UNICEF staff).

UNICEF CO staff interviewed by the Evaluation Consultant who are aware of the frameworks expressed that the GAP and the Gender Policy are highly pertinent to the country context as they serve as a roadmap to addressing the country specific gender issues, which are identified as top priorities for the country, and were instrumental in shaping guiding frameworks like the CPD. Other observations from staff members included that both the Gender Policy and the GAPs are wide-ranging and cater to the needs of adolescent girls and women comprehensively, and that the adolescent girl agenda is clearly outlined and relevant to their work. Illustrative quotes from staff are set out below to demonstrate how these key documents are applied:

"The Gender Policy and GAP are reference frameworks that informed the work regarding gender barriers in immunization to increase immunization intake, equitable access to education and addresses VAC, addressing menstrual hygiene in WASH, Child Protection (looks at civil registration and GBV), Social Protection (Child grant for young mothers)" (Key informant (KI), UNICEF staff).

"The Gender Policy 2021-2030 is a comprehensive framework aimed at addressing gender disparities and promoting gender equality in various sectors and domains. In the context of education, this policy provides valuable guidance and direction for us to ensure that education systems in Mozambique are inclusive, equitable and conducive to the holistic development of all boys and girls". (KI, UNICEF staff).

However, evidence from the document review and input collated during discussions with UNICEF KIs suggest that there is a significant discrepancy between the ambitious intentions set out in the Gender Policy and GAPs and what is being delivered on the ground due to limitations in the resources and systems that are in place for its operationalization, including:

- According to the ToC underlying the GAP, it aims to integrate gender equality programming for transformative results in all areas of work across the humanitarian-development nexus. However, no link has been made between the GAP and the CCCs resulting in misalignment and confusion for UNICEF and its partners in their humanitarian action.
- The GAP is not explicit about responsibilities for its implementation particularly in terms of engagement from the different sections. As a result, some sections/staff have the misperception that if any gender-related activity is included in their sector, implementation and reporting will be led by the Gender Specialist. This misperception not only increases the workload on one person but opposes the very concept of integrating gender in a Goal Area".
- The GAP positions GBV as a crosscutting responsibility, however there are different interpretations concerning what UNICEF's programmatic focus should be across Goal Areas, with knock-on consequences on resourcing, focus and implementation. Several factors underpin these different

viewpoints, including a lack of clarity regarding the expected contributions of the different sections to GBV programming and the specific focus areas or priorities they should address. This ambiguity is particularly significant as GBV seems to programmatically 'sit' under child protection at the CO level; leading to varied interpretations of the division of responsibilities between child protection and gender personnel. Currently, discussions and capacity building (for staff and implementing partners) related to GBV are primarily led by the Gender Specialist. The fact that GBV is meant to be cross-cutting across all Goal Areas, necessitate an active engagement of all sections to enhance ownership and accountability.

- The GAP advocates for a comprehensive institutional approach where the advancement of gender equality and the eradication of all forms of discrimination are expected from every individual at UNICEF, irrespective of their role, title or position. The organization further commits to implement gender equality accountability mechanisms across all levels. However, the framework does not clearly state the roles and responsibilities at various levels to ensure that gender is a shared responsibility and that accountability mechanisms are effectively established. In the absence of clearly delineated roles for all, the staff tend to consider that the implementation GAP is solely reliant on the Gender Specialist.

1.2 Gender guiding framework used in the country

The document review as well as interviews with UNICEF KIs suggest that the CO uses the global Gender Policy, GAPs and gender CCCs to guide its gender focused initiatives across all Goal Areas. In addition, the gender initiatives are underpinned by evidence based on gender analysis, research, assessments and evaluations tailored to address the diverse gender realities and needs of all children, adolescents and women across the country.

EQ2: Gender-related organizational changes and performance enablers

How well are the gender-related organizational changes and performance enablers of the GAPs implemented across UNICEF policies, practices, systems, organizational commitments and accountability mechanisms at all levels?

SUMMARY FINDINGS

2.1 UNICEF Mozambique has been actively prioritizing gender analysis, with the identification of clear gender results in key documents such as the CPD. In addition, the CO commissions and uses research, assessments, reviews, and programme evaluation to informs its gender work in all Goal Areas.

2.2 There is a dedicated Gender Specialist who is responsible for the implementation of gender thematic projects, technical advice to sections and cluster on gender-responsive and transformative approaches, capacity building on gender and GBV for staff and implementing partners and providing technical assistance to staff and partners to integrate gender in development and humanitarian response efforts. However, the level of demand for gender expertise outstrips supply. There is a widespread perception that gender is the responsibility of the Gender specialist alone, and the positioning of the Gender Specialist within a section is not in line with the gender staffing guidance, has exacerbated the perception that gender is separated from the other sections planning, implementation and monitoring. In addition, the Gender Specialist does not attend the country management team (CMT) meetings or Section Chief meetings, which creates a further barrier from including gender considerations in decision making.

2.3 Mandatory gender capacity building is perceived as too basic, and as not resonating with sections staff needs and work leading to challenges to integrate gender and use transformative approaches within their sections, leading to missed opportunities.

2.4 UNICEF Mozambique has robust partnerships with women-led organizations as well as youth- and girl-led organizations which are instrumental to advancing gender equality and girls' and

women's empowerment. The CO has been actively assisting programme partners to address gender-related issues in their respective areas with a focus on implementing gender responsive and transformative approaches, for example, gender and PSEA issues are integrated into key partnership documents such as proposals. However, there are challenges to establishing partnerships with grassroots groups due to UNICEF partnership processes and requirements.

2.5 UNICEF Mozambique has a strong partnership with the GoM and is responsive to their commitments and agenda. UNICEF is perceived as a key influencer in shaping a number of policies and legislation on gender equality and in enhancing the capacity of Government and Parliament to be more gender responsive in terms of systems and approaches.

2.6 UNICEF Mozambique collaborates with other UN agencies through joint programming, which is characterized by effective coordination, joint planning and collaborative decision-making, ensuring synergy for optimal utilization of scarce resources.

2.7 Data on Mozambique CO gender transformative expenditures fails to reflect its important investments on gender-responsive and transformative programme due to how the system for tagging has been set up. This particularly affects outputs and COs with important expenditures on infrastructures, supplies and system strengthening, that increases the overall allocation to the outputs making it more challenging to reach a 60% of gender related expenditures. There are also inconsistencies in how the tagging system is applied across countries.

2.8 There are challenges with monitoring gender results as the GAP indicators are predominantly quantitative which limits the extent to which social norms change, and transformative results can be measured. There is also a lack of a system to appreciate progress on gender results in Goal Areas under the section reporting.

2.9 UNICEF has progressive human resources (HR) gender related policies with an equal opportunity policy that has resulted in gender parity across all sectors, including management. Parental leave and flexible and remote working policies are used to ensure that all staff can have a good work-life balance while providing opportunities for personal development that can be used to leverage skills and address some constraints historically faced by women to be able to compete in the work force.

2.1 Enablers for gender responsive work

UNICEF Mozambique has consistently met the GAP Standard Index introduced with the GAP 2 to monitor and measure the organization's performance on key institutional elements for gender responsive planning and programming, except for 2022. In 2022, a more nuanced and challenging GAP Standard Index was introduced resulting in Mozambique falling short by 20 per cent of the 100 per cent threshold for achievement. It should be noted that there is a lack of alignment between criteria indicators of GAP 2 and GAP 3. In 2023, the CO had the lowest scores in areas of leadership and accountability, and capacity (50 per cent).

Table 5 GAP Standard Index results for Mozambique

CRITERIA and INDICATORS	YEAR				
	GAP 2			GAP 3	
GAP 3 **1) Culture**	**2019**	**2020**	**2021**	**2022**	**2023**
Have a system in place to prevent and respond to sexual exploitation and abuse.				1.00	1.00
Percentage of staff who agree with the gender equality statement.				0.39	0.39
At least one senior staff trained on in gender equality.				0.00	NA
Overall				46%	70%

GAP 3 **2) Staffing**	GAP 2			GAP 3	
	2019	**2020**	**2021**	**2022**	**2023**
Meeting the GAP staffing guidance	1.00	1.00	1.00	1.00	1.00
Virtual parity at all IP/NO/GS levels	1.00	1.00	1.00	1.00	1.00
Overall	100%	100%	100%	100%	100%

GAP 3 **3) Capacity**	GAP 2			GAP 3	
	2019	**2020**	**2021**	**2022**	**2023**
At least one staff GenderPro Credentialed				0.00	1.00
At least 50 percentage of staff took the mandatory foundational gender (pro) training				0.00	0.00
Overall				0%	50%

GAP 3 **4) Leadership and accountability**	GAP 2			GAP 3	
	2019	**2020**	**2021**	**2022**	**2023**
CO has a Gender Action Plan	1.00	1.00	1.00	0.00	0.00
CO has the leadership, oversight and accountability at an appropriate management level (Dep Rep)	1.00	1.00	1.00	0.00	0.00
CO Programme Management Plan defines accountabilities to achieve gender results across sectors				1.00	1.00
CO organizes regular meetings on the implementation of the gender priorities				0.00	1.00
Overall	100%	100%	100%	25%	50%

GAP 3 **5) Partnerships**	GAP 2			GAP 3	
	2019	**2020**	**2021**	**2022**	**2023**
Partnership with women and youth groups in programme design and monitoring				0.00	1.00
Partnerships with grassroots girls' and women's rights groups				0.00	0.00
Integration of gender issues in key partnership documents (proposals, RFPs, PCAs etc.)				1.00	1.00
CO has a joint programme on gender equality with other UN entities				1.00	1.00
Overall				50%	75%

2.1.1 Staff capacity and gender architecture

The gender architecture within the CO comprises a dedicated Gender Specialist positioned in the SPRING section. There are two GFPs assigned to two Goal Areas: education, and water, sanitation, and

hygiene (WASH), and education section has a dedicated staff for girls' education portfolio. Additionally, there is an Adolescent Development and Participation (ADAP) specialist in SPRING, and a PSEA Specialist dedicated to PSEA (who sits in the Emergency Team reporting to the Chief of Field Operations[43]). In line with global PSEA guidance, there are PSEA Focal Points in each field office that support the implementation of the Annual PSEA Action Plan. In addition, each programmatic section has nominated a PSEA Resource Person who collects data from PSEA indicators and ensure dissemination of information on PSEA within the section primarily through regular section meetings

The Gender Specialist reports to the Chief of the SPRING Section[44], rather than the Deputy Representative (as recommended by GAP staffing guidance) which challenges the principle that gender is a cross-cutting responsibility, both at programmatic and institutional level. The Gender Specialist has a broad portfolio that includes the implementation of projects under the gender thematic funds, on top of providing technical assistance to staff and partners to better integrate gender.

One KI expanded on this point and said that *"The perceived weight that people attach to gender is less [than PSEA]. When we receive a request/invitation to PSEA training, we receive the invitation from the PSEA team and there is a strong reinforcement/endorsement from the Representative and people's participation and commitment is ensured! The Gender specialist paddles the boat alone"* (KII with UNICEF staff)

UNICEF runs a mandatory gender training through the GenderPro certification with George Washington University, and training can also be freely accessed on AGORA. On top of these more formal trainings, the document review and KIIs show that the Gender Specialist runs a series of trainings, for example, in 2023 and 2024 the Gender Specialist ran training sessions on gender and GBV in emergencies (GBViE)[45].

New staff are required to complete a mandatory online training on PSEA. Additional, compulsory annual in-person PSEA sessions are conducted to further discuss and enhance staff capacity to prevent and report cases of sexual exploitation and abuse effectively[46].

Regarding staff capacity on gender related issues, Table 5 above shows that the CO has scored quite low, as reflected in the indicator "at least 50 per cent of staff took the mandatory foundational GenderPro training" which has not been met since 2018. This may stem from varying interpretations of the mandatory nature of the gender training, as well as a lack of enforcement (for example, 65 per cent of UNICEF KIs indicated that gender training is not mandatory; 35 per cent suggested that although it is labelled as mandatory, it is not enforced and there is little follow up or consequences of not completing it).

2.1.2 Gender analysis, use of data research and evaluation to inform policies and programmes

The CO has been actively prioritizing gender analysis and the identification of clear gender results in key documents such as the CPD. Since 2022, the CO has been integrating UNICEF's minimum standards for gender in the CCC's in emergencies and core package of GBV risk mitigation activities. Notably, since 2023, the CO has been consistently conducting comprehensive rapid gender analysis during emergency situations. Furthermore, the document review showed that the CO commissions and uses research, assessments, reviews, and programme evaluation to inform its gender work. For example:

- The country Gender Programmatic Review (GPR) 2021[47] evaluated the effectiveness of the GAP 2, assessed the progress of various sections towards gender equality goals and UNICEF's contributions to gender equality in the five main joint UN Programmes in Mozambique. It identified UNICEF's comparative advantage and opportunities for enhancing impact and collaboration within the joint UN

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[43] The PSEA Specialist has a direct line to the Representative for the handling of SEA cases only. The Representative is the only in-country reporting channel for SEA complaints.
[44] SPRING Section is the one that addresses the cross-cutting issues (SBC, Gender Equality, Adolescent Participation, Innovation and Disability Inclusion)
[45] A data collection tool for GBViE and PSEA has also been developed and shared with all staff.
[46] This requirement comes from the national PSEA Network's Action Plan endorsed by UNCT/HCT.
[47] Burger, Lara. Gender Programmatic Review Mozambique CO. 2021

work. The recommendations from the review played a crucial role in shaping the CPD (2022-2026) and the CO programmes.

- A gender analysis of barriers and drivers to immunization [48] was conducted combining existing evidence and data collected in four provinces (September to November 2023) to explore the gender related dynamics that affect immunization uptake, both in the demand for and access to services. This review yielded recommendations for enhancing the planning, design, implementation, evaluation, and continuous refinement of initiatives aimed at generating demand for immunization services. Insights from the review fed into a pilot of experimental approaches designed to overcome the barriers and tackle the root causes limiting the access and use of health services under Goal Area One.

- The gender review of Mozambique's civil registration and vital statistics (CRVS) systems[49] was conducted to identify obstacles to physical access to registration for women, girls, boys, and men. This review examined the challenges facing women, including both implicit and explicit gender biases and discriminatory practices, in accessing civil registration services. The findings led to evidence-based recommendations that enhanced the gender perspective of Mozambique's CRVS within Goal Area three.

- A survey on VAC in Mozambique[50] was undertaken to gain insights into the nature and repercussions of violence experienced by Mozambican children and young people. The outcomes of this survey shaped violence prevention strategies and child protection initiatives. Moreover, the survey provided stakeholders with an evidence base to guide the development of policies and programmes aimed at preventing violence and strengthening national child protection systems under Goal Area three.

- Formative research on attitudes and experiences of school-age girls in Mozambique regarding menstrual hygiene management (MHM) in Mozambique[51], was conducted to understand the challenges faced by school-age girls (10-14 years) in managing menstrual hygiene. This research provided information and evidence that informed the development of relevant and meaningful MHM interventions on under Goal Area four.

- A gender study of the Basic Social Subsidy Programme[52] (PSSB), the largest social assistance programme in Mozambique, is underway, pending final government approval. This study aims to explore social norms and their impact on gender roles and intrahousehold dynamics as well as access to assets and resources. It will delve into beliefs, perceptions, needs, priorities, and the institutional framework, laws, and policies influencing girls' and women's choices. The findings will help shape the PSSB with a focus on equity and inclusiveness, while providing insights for future support and technical assistance to the GoM informing Goal Area five.

- A rapid gender assessment was carried out in Nampula[53] to understand the different needs, capacities and response strategies of women, men, boys and girls affected by the crisis. In addition, an adolescent girl needs assessment was conducted in Cabo Delgado[54] to identify the challenges faced by adolescent girls, assess the capacity of UNICEF's CP implementing partners to meet their specific needs and evaluate existing services.

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[48] UNICEF and GAVI. Gender and Immunization Demand, Final Report and Recommendations.2022
[49] Carvalho, Patricia. Gender Review of Mozambique's CRVS Systems - UNICEF. 2022
[50] Instituto Nacional de Saúde (INS), Ministério da Saúde (MISAU), Ministério do Género, Criança e Acção Social (MGCAS), Instituto Nacional de Estatística (INE) e Centros de Controlo e Prevenção de Doenças dos EUA (CDC). Relatório Final Inquérito sobre Violência contra Crianças e Jovens em Moçambique, (InVIC 2019). 2022
[51] UNICEF. Pesquisa Formativa Sobre Gestão da Higiene Menstrual nas Províncias de Inhambane, Nampula e Tete-Moçambique. 2020
[52] Gender review of the UNJP – SP Joint response to recommendations
[53] UNICEF. Rapid Gender Analysis Erati (Nampula) Mozambique .2024
[54] UNICEF. Adolescent Girls Needs Assessment Report-Cabo Delgado.2023

Evaluations of the flagship programmes have led to improvements in integrating gender transformative approaches. For instance, under the GPECM, a gender transformative accelerator process was conducted to identify priority areas of focus for Gender Transformative Programming (GTP). These areas include working across the SEM to address girls' agency, skills and empowerment, with specific emphasis on economic empowerment and livelihood opportunities, addressing masculinities and engaging men and boys, while also addressing the enabling environment through community mobilization efforts.

*"When we were going to start the interventions on MHM, we did formative research to get an idea of the real needs of girls and areas that we should embrace in the community. It was useful and they [UNICEF] integrate men who were not involved in the components, and we included boys and teachers in school activities so that they can support the girls. They also integrated awareness-raising interventions that link messages given at school and those given to girls at home, especially in areas with initiation rites so that there is no clash between information received in different spaces". (*KI, Implementing Partner)

"*When we are developing a programme document (of activities with partners); it goes to a review committee which includes analysis from a gender perspective and every monitoring visit we make we have to look at gender issues, action plans, reporting mechanisms in place and training partners".* (UNICEF staff, KI)

"(…) when partners submit proposals there are certain aspects of the gender markers that they need to incorporate in their plans". (UNICEF staff, KI)

The research, reviews and assessments demonstrate good quality and have provided relevant evidence that has informed programmes and/or its components to improve gender related aspects across the Goal Areas..

2.1.3 Resource mobilization

UNICEF's goal for the UN -SWAP is to dedicate 15 per cent of overall expenditure to gender transformative programming. Due to the specific calculation method adopted by UNICEF globally to calculate GT expenditures, and the related tagging system, Mozambique was far from meeting that requirement for 2022 and 2023. Figure 3 shows that for both years, that percentage is 2 per cent, despite a slight increase of overall expenditure from $112,229,074 USD in 2022 to $122,037,248 in 2023. In terms of expenditure by type of funding, 3 per cent of regular resources (RR), which amounted to $25,835,822 USD in 2023, were spent in gender transformative activities. There were no gender transformative expenditures sourced from other resources (emergency), which amounted to $ 30,253,581 USD in 2023, and they amounted to 3% for other resources, which amounted to $ 65,947,845 USD in 2023.

Figure 3 UNICEF expenditure and gender transformative expenditure 2022 and 2023, total (USD)
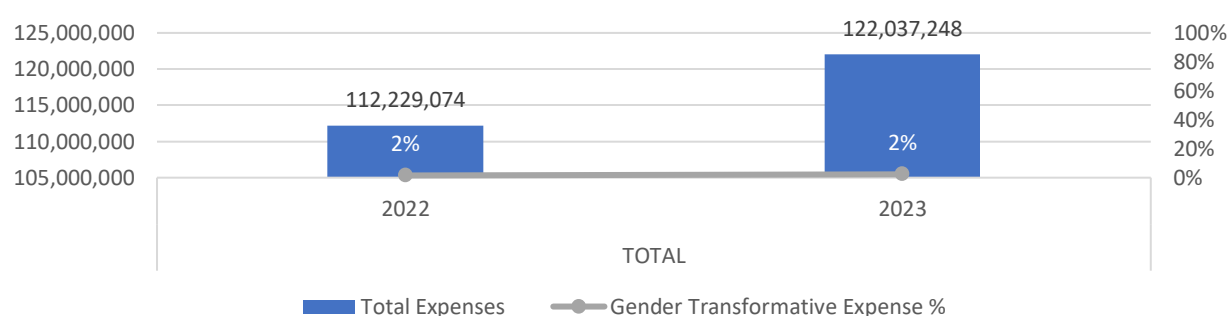
Source: UNICEF Strategic Plan expenditure cube, 2022-2025, authors' calculation

Outputs are tagged on a four-point GEM scale (0 to 3) during the planning stage and indicate to what extent the outputs will contribute to gender results. Corporate requirement of assigning a GEM 3 only to outputs with Gender SIC expenditures reaching at least 60% of the output value made it challenging for MCO to attribute GEM 3 in its planning phase. This is because gender transformative expenditures are

often part of outputs where there are large allocations for infrastructures, system strengthening and supplies, which expands the denominator and hampers the 60% threshold. Gender transformative expenditures were therefore mostly in GEM2 outputs, therefore not computed in the system calculations: in Mozambique, GEM2 expenditure– amounted to 63 per cent and 48 per cent in 2022 and 2023 respectively. The Goal Area with the highest GEM 3 allocation is Goal Area 3, with 8 per cent in 2023. Goal Area 1 and Goal Area 4 only have 5 per cent and 1 per cent planned GEM 3-tagged expenditure respectively in 2023, despite jointly amounting to two-thirds of absolute expenditures of the CO. In 2024 a revision of the overall country programme tagging is ongoing, to better reflect noteworthy investment in gender transformative approaches and in alignment with other CO practices.

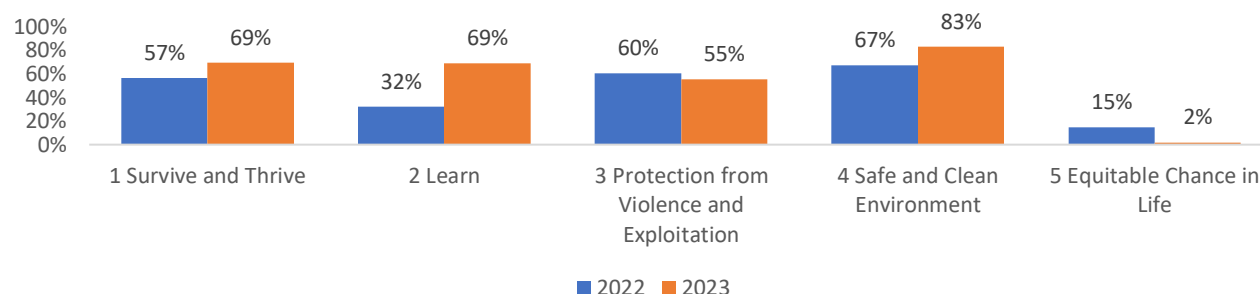*Figure 4 GEM allocation, 2022 and 2023, Source: UNICEF Strategic Plan expenditure cube, 2022-2025, authors' calculation*
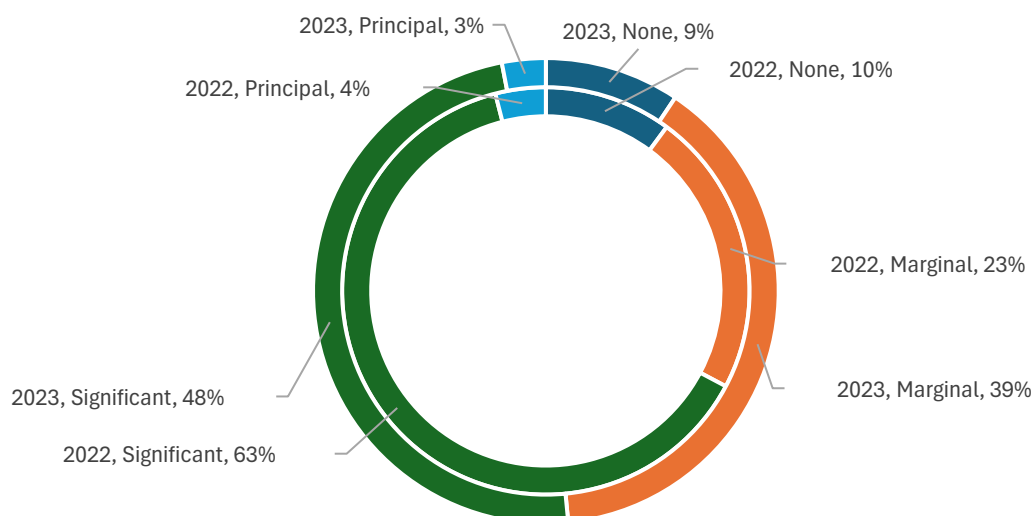
When looking at the proportion of planned expenditures under GEM 2 and 3 (significant and principal), there was an increase between 2022 and 2023 in Goal Area 1, Goal Area 2 and Goal Area 4. Goal Area 3 and 5 experienced a reduction as outlined in Figure 5 below.

Figure 5 Proportion of GEM tagging for 2022 and 2023 expenditure by goal area, total. Source: UNICEF Strategic Plan expenditure cube, 2022-2025, authors' calculation

Between 2022 and 2023, UNICEF Mozambique experienced a budget increase that led to higher investment in Goal Areas 1 and 4. Meanwhile, Goal Area 3 and 5 maintained the same level of investment, and Goal Area 2 saw a reduction, as indicated in the figure 6. The proportion of gender transformative expenditure as a proportion of overall expenditure only saw a slight increase in Goal Area 1, from 2 per cent to 4 per cent, and in Goal Area 5, for 0 per cent to 1 per cent.

Figure 6 UNICEF Mozambique Goal Area expenditure and Gender Transformative expenses out of total expenditure, by Goal Area, 2022 and 2023.

Legend: ■ 2022 GA % out of total ■ 2023 GA % out of total ○ 2022 GT % within GA ○ 2023 GT % within GA
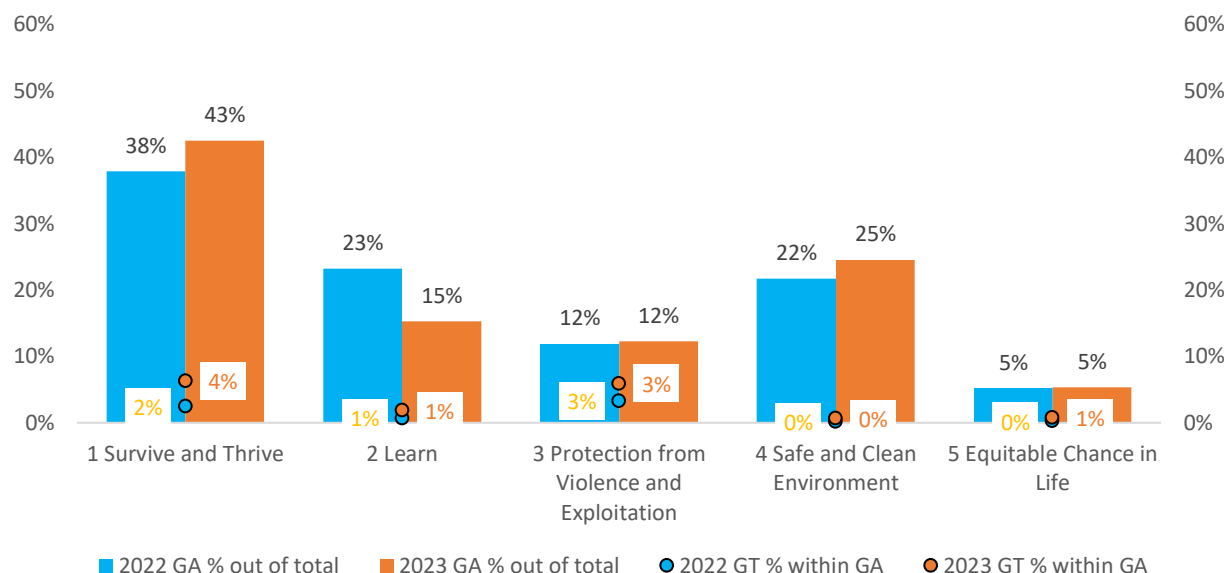
Source: UNICEF Strategic Plan expenditure cube, 2022-2025, authors' calculation

Figure 7 below shows the actual expenditure for activities tagged as gender activities at reporting stage. On average, those increased from 43 per cent to 49 between 2022 and 2023, and only decreased in Goal Area 5 (by about 36 percentage points), with good increases in Goal Area 2 and 3 (by about 10 and 20 percentage points respectively).

Figure 7 Proportion of expenditure tagging for 2022 and 2023, total.

Legend: ■ 2022 ■ 2023

Source: UNICEF Strategic Plan expenditure cube, 2022-2025, authors' calculation

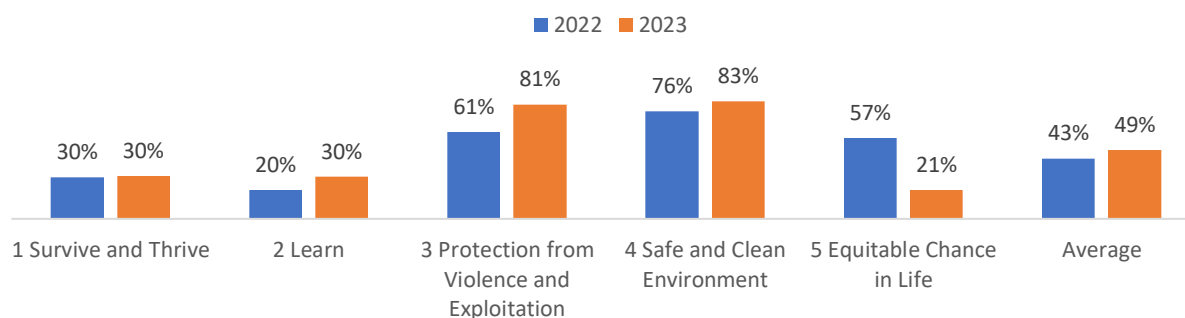Discrepancies between the gender transformative figures and CO actual investments in gender transformative interventions are due to a combination of a lack of understanding of the gender tagging requirements for staff responsible for tagging (output holders and monitoring focal points in sections); limited awareness of staff on the gender dimension of activities during the tagging phase and the complexity of the tagging system for outputs and activities (SIC).

This indicates more training for relevant staff and rigorous quality checks are required to ensure an accurate representation of the expenditure. COs with large budgets and infrastructural/supply expenditures, which are normally not tagged as gender, are impacted negatively by the calculation of gender-transformative investment as percentage of the overall expenditure.

Nonetheless, there is still an issue regarding the availability of resources and funding predictability, impacting implementing partners' gender work. A KI reported that "*resources are insufficient; when UNICEF approves tenders, we have to have a part for gender but it's limited. Last year, within the framework of PSEA, we had more money for child marriage and issues of menstrual kits. This year we received less money.*" (Implementing partner, KI)

Lastly, Table 6 below shows the top ten funding sources in terms of expenditure volume for 2023, and the total and the proportion of gender transformative expenditure. The flagship programmes provide significant investment in transformational approaches, yet data analysis does not indicate high proportions of gender transformative expense for funding originating from Canada, Sweden and Norway.

Table 6 Ten major sources of funding and proportion of gender transformative expenditure, 2023, (USD)

	Donor	Expenses	GT expense	Proportion of GT expense
1	UNICEF (FOR GR ALLOCATIONS ONLY)	22,709,900	579,757	3%
2	UNITED NATIONS MULTI PARTNER TRUST	2,424,440	373,773	15%
3	USA USAID	4,731,892	215,647	5%
4	GLOBAL - HIV AND AIDS	240,197	166,980	70%
5	UNITED KINGDOM COMMITTEE FOR UNICEF	128,709	111,022	86%
6	NORWAY	3,071,737	60,064	2%
7	UNITED NATIONS JOINT PROGRAMME	4,468,661	37,180	1%
8	GLOBAL - GENDER EQUALITY	31,743	31,743	100%
9	GLOBAL - THEMATIC HUMANITARIAN RESP	4,361,406	30,686	1%
10	THE GLOBAL FUND TO FIGHT AIDS	29,269	29,269	100%

Source: UNICEF Strategic Plan expenditure cube, 2022-2025, authors' calculation

2.2 Partnerships

A key point to highlight is that UNICEF Mozambique has introduced gender and PSEA to all partnership documents including proposals that are not approved unless mandatory requirements are met. This highlights UNICEF Mozambique's strong commitment to integrate gender into programming. In addition, the CO released guidance in 2022 on how to integrate gender into partnership documents.

2.2.1 With girl, youth and women-led organizations

UNICEF GAP highlights the importance of fostering partnerships with girls and women's rights grassroots groups. A major constraint for Mozambique to expand partnerships with these types of women and youth led organizations is the low level of fundraising capabilities, weak management/financial systems, lack of proficiency in programme /project cycle management and in English, and limited access and use of technology. These constraints hinder their ability to comply with UNICEF partnership processes, HACT requirements and platforms.

"*The procedures aren't easy; the Electronic Programme Document (EPD) isn't user friendly. Normally when you design a proposal you have a word document that you can work together (simultaneously) online and the EPD doesn't allow that. You have to do everything outside the platform and then go back to the platform. They could make it more flexible.*" (Implementing partner, KI)

"*Procedures are also very complicated and demanding. We have advantages that we've known them for a long time but translating them to the technical staff in the field is complicated. Reporting isn't easy - each project is almost an organization*". (Implementing partner, KI)

Furthermore, one UNICEF KI mentioned that calls for proposals are typically advertised on UNICEF portal, providing easy access for professional associations, CSOs, and national and international NGOs but smaller organizations face challenges accessing these platforms, and when they do access procurement documentation, they face significant capacity gaps to write proposals.

"Smaller organizations are swallowed by the larger ones because they have a robust machine with the capacity to develop proposals and the competition is unequal. It's a transparent process but an eliminatory procurement process for small organizations". (Implementing partner, KI)

Despite these challenges, UNICEF Mozambique has established robust partnerships with women led and youth-girl led organizations, as well as feminist organizations, such as NAFEZA and ASHA, and youth led organizations such as COALISÃO. These partnerships are instrumental for advancing gender equality and girls' and women's empowerment. The CO has been proactive in its efforts to involve them in the programme design and monitoring processes recognising their valuable contributions to achieving results. As one implementing partner noted "*yes, we design the project together and the Gender Specialist is hands on"*. Furthermore, the document review and interviews show that the CO has been actively assisting programme partners to address gender related issues in their respective areas with a focus on implementing gender responsive and transformative approaches. Noteworthy initiatives include the involvement of CSO partners in the gender transformative accelerator process (2021)[55], followed by training of 150 individuals from 44 partners organizations and trainers in positive masculinities (2023)[56]. These efforts have fostered a shared understanding among implementing partners to promote male engagement in supporting gender equality and equity. The training further contributed to addressing stereotypes and unconscious bias among the trainers to promote equitable approaches that intentionally foster positive gender socialisation.

The CO has also supported capacity-building through the Gender Pro training and the launch of an online course on Adolescent Girls' Agency, Safety and Well-Being. Furthermore, the CO has played a key role strengthening partners capacity to address GBViE and PSEA during humanitarian action which has positively influenced internal policy development and practice within partner organizations. As mentioned by a UNICEF KI they provide "*technical support for partners to improve PSEA capacity; mandatory assessments for all partners with standards which they must follow certain quality points".*

While UNICEF is actively working to strengthen partners' capacity, there remains a gap in meeting the demand and UNICEF requirements. "*The training of trainers doesn't work well because they were new people with no gender bases and needed more training (5 days isn't enough). They don't have enough capacity (post-test showed that most of them didn't have a good understanding of the themes and needed more training time to be able to effectively be trainers)".* (UNICEF staff, KI)

"*In partnership with X organization, we've done trainings for partners to see how they can incorporate men's and boys' engagement in gender equality programming. However, the organization has little outreach capacity because they don't have a lot of staff themselves. We have to explore more partnerships in order to move forward because it's difficult to say that we do GBV prevention without talking to men because most of the time they are the perpetrators".* (UNICEF staff, KI)

Lastly, in 2022[57] UNICEF collaborated with the Fórum das Associações Moçambicanas de Pessoas com Deficiência (FAMOD), an umbrella organization dedicated to advocating for the rights of people with disabilities. Together, they co-chaired the National Disability Technical Working Group, offering technical guidance to the Humanitarian Clusters. This collaboration led to the enhancement of the Humanitarian Response Plan with a stronger emphasis on disability inclusion. Additionally, UNICEF partnered with the National Institute of Social Action (INAS) to develop the Methodology and Procedures for Disability Assessment for Eligibility of the Basic Social Support and Other Social Services Programme in Mozambique. The main objective of this partnership was to improve the inclusive enrolment of beneficiaries for the child grant and other social support systems.

2.2.2 With Government

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[55] UNICEF and UNFPA; Gender Transformative Accelerator Mozambique Country Report, 2022
[56] COAR 2023
[57] COAR 2022

UNICEF Mozambique has a strong relationship with the GoM and is responsive to their commitments and priorities to advance gender equality and effectively promote the rights of all children, adolescents and women within development and humanitarian contexts. External stakeholders, including Government stakeholders, interviewed for this evaluation view UNICEF Mozambique as a key influencer in shaping policies and legislation on gender equality through advocacy efforts. Some examples include the National Strategy to Prevent and Eliminate Child Marriage, 2016; the Law for the Prevention and Combat of Premature Unions, 2019; the Multisectoral Mechanism for the Prevention, Reporting, Referral and Response to VAC in schools, 2022 and the Inclusive Education and Development of Children with Disabilities Strategy, 2020-2029.

"We work with the ministry of health and agriculture (nutrition) and we have annual plans, we transfer money, we execute and we account - we align the annual plan with the priorities of the government to have complementarity, see where we have space to contribute and fill a gap for them and it is part of our mandate." (UNICEF staff, KI)

UNICEF Mozambique has also undertaken activities to build the capacity of the GoM and parliament. For instance, according to the document review and interviews with UNICEF staff, the CO provided training in gender sensitive planning and budgeting to the National and Provincial Assemblies. This training was aimed at empowering them to oversee policies, plans and budgets that promote and protect children's rights. Furthermore, the CO also contributed to strengthening the capacity of government officials and school GFPs in areas such as the promotion of positive masculinities and male engagement, gender data collection and developing skills to respond to GBViE.

Despite UNICEF Mozambique's significant contributions in this area, there are ongoing challenges within GoM institutions that limit the impact of their work, including a limited prioritization for gender in strategic planning, which is perceived by some stakeholders as coming from a place of limited understanding and because of the complexities involved in addressing norms, rather than any kind of deliberate decision to not engage in this work. One UNICEF KI explained it this way:

"At the technical level there is an appetite for the discussion. For example, there is progress in discussing GBV issues, but elements related to some social norms (related to child marriage or HIV) are more difficult to discuss with government partners. Even if at the highest levels, there is commitment. In the implementation there is not enough, and some people are not open yet, as some discussions are perceived to be sensitive". (UNICEF staff, KI)

The institutional and strategic framework on gender and GBV have not been updated: the current national gender policy, adopted in 201 lacks a solid performance framework, and is characterized by objectives that don't reflect transformative ambitions. The GBV National Plan (Plano Nacional De Prevenção E Combate À Violência Baseada No Género - 2018-2021) expired in 2021 and has not yet been updated. The Gender Coordination Group (GCG) led by MGCAS has been meeting with heterogeneous regularity but mostly focused on the organization of commemorative events.

There are also challenges with PSEA:

"*Government has a total lack of knowledge. PSEA seems to be something exotic and eccentric from the UN and (government) has no idea that it's within Mozambican legislation, although using different terms, but the content is the same".* (UNICEF staff, KI)

Moreover, certain limitations seem to arise from a kind of institutional "fragmentation" whereby the gender department within a Ministry (e.g. MGCAS) may not collaborate closely with other departments within the same sector to mainstream gender in the whole Ministry. As noted by a UNICEF KI, the child grant programme 'sits' in both the children's department and the social action department, and although it mainstreams gender, the gender department is not involved. This constitutes a missed opportunity for internal collaboration between departments and effective gender integration. In addition, there is limited capacity on gender across line ministries at the GoM level (with some exceptions e.g. MISAU and MINEDH).

With regards to disability inclusion, ongoing efforts are being made to improve the situation, however, the evaluation identified some challenges in relation to this. These include a lack of comprehensive official statistics pertaining to people with disability as well as limited staff capacity to identify these harder to

reach groups. Furthermore, the tendency for people with disabilities to be concealed by their families contributes to their restricted access. These comments from UN KIs are illustrative:

"*There's openness at a central level. We have a national directorate for cross-cutting issues (emergency, gender, etc.). It makes a difference because inclusive education is so important. However, census enumerators (inquiridores de censo) don't have the capacity to identify people with disabilities (unless visible). In addition, lack of statistics related to people with disability leads to a lack of funds to support this group".* (UNICEF staff, KI)

"*Discrimination and myths contribute to people with disability being hidden and hence not being reached".* (UNICEF staff, KI)

It is crucial for UNICEF Mozambique to continue working with the GoM to strengthen their capacity to address gender, as this is essential for delivering impactful and transformative outcomes. Moreover, since UNICEF staff collaborate with various departments within the MGCAS, they could undertake internal advocacy to promote improved coordination of gender mainstreaming initiatives within the Ministry, thereby ensuring better results.

2.2.3 With other UN agencies and development partners

As mentioned earlier, the CO implements five joint programmes with other UN agencies, including the GPECM, RB, the Spotlight Initiative (finished in 2023), the CRVRs programme and the Child Grant 0-2 Joint Social Protection Programme. These initiatives are carried out in collaboration with UNFPA, UNESCO, UN Women, UNDP, ILO and WHO. In addition, UNICEF collaborates with sister agencies through clusters and the members of the Humanitarian Gender Working Group -chich UNICEF is co-chairing since March 2022- during emergency response. The document review and UN interviews highlight the positive relationships between these organizations marked by effective coordination, joint planning and collaborative decisions-making, ensuring synergy for optimal utilization of scarce resource. For example, the Spotlight Initiative had a steering committee co-chaired by the Resident Coordinator and the MGSCA, and the RB programme operates with a national level steering committee including all partners and government representatives, alongside multi-sectoral committees at all levels that provide a strategic framework for leadership and coordination of the programme. Regular bi-monthly coordination meetings are also held between UNFPA and UNICEF as well as a High-Level Policy Group to End Child Marriage which includes a group of donors

According to UN KIs, other strategies are also employed to promote coordination and prevent duplication including geographic separation whereby various UN agencies operate in distinct locations or engage the same partners in different programmes. For instance, both UNFPA and UNICEF partner with ASCHA, although one on the RB Programme and the other on the GPECM. In addition, when addressing the same issues e.g. child marriage, one agency targets groups already impacted by the problem while the other focuses on groups at risk. As noted by one UN KI, "*As one UN we have consolidated annual plans which avoids duplication and mandate wars. For example, the adolescent portfolio is a delicate area because we overlap but we have conversations and we try to do division of labour with harmonized approaches, money is scarce, so we have to divide geographically".* Another UN KI started that "*UNESCO is responsible for the curriculum component (sexuality education in schools helping MINEDH to identify and train teachers to deal with these issues) while UNICEF works with school health corners (Cantinho de Saúde Escolar) where adolescents go to get information about health in schools and also with SMS Biz chat service".*

However, despite these great efforts to improve coordination and deliver joint programming, some UN KIs said there are still overlaps, often linked to power dynamics influenced by funding considerations ('competition') especially when it involves a particular issue, such as adolescence, which holds significant importance for all agencies, especially at the community level. A KI highlighted the following:

"*It is not easy at times, (there is) competition, which is a symptom on how funds are used. For example, when one has funds for a programme it creates opportunities for others, and it is less competitive. But most funds are marginal and project-based and there is competition". (UNICEF staff, KI).*

One area of contention is related to GBV programming. A particular challenge is that some staff do not think GBV falls within UNICEF mandate but is rather the mandate of UNFPA. For example, one KI

mentioned that "*it's challenging for UNICEF to respond to its crosscutting mandate on GBV, due to a combination of limited resource mobilization (because we're not perceived as a GBV actor, and because COs themselves are sometimes shy when mobilizing resources in an area that they perceive as not their mandate) and limited clarity of roles and responsibilities, and in-country competition with other UN and non-UN actors*". *(UNICEF staff, KI)*. UNICEF, however, is a global lead on GBV risk mitigation in emergency settings, although this role has not been formalized in any document, communication or platform. This lack of formalization has raised questions when UNICEF assumes this leading role as it appears to be in contrast with UNFPA's GBV coordination role. The situation is further complicated by the division of responsibilities where UNICEF coordinates the CP area of responsibility (AoR), while UNFPA has the coordination of the GBV AoR. Therefore, it is expected that the latter should oversee the GBV component. Consequently, this perceived overlap makes it challenging to provide support to clusters and humanitarian implementing partners on GBViE and GBV risk mitigation without raising concerns about duplicating the efforts of other agencies and sector groups. As mentioned by a UNICEF KI, *"The lack of clarity between GAP and CCCs and lack of official recognition of UNICEF role on GBV programming, means that operationalizing gender CCC #1 on GBV might face internal (it's not our mandate) and external (it's the GBV AoR mandate) resistance. While it's relatively simple on paper, it's sometimes complex to support clusters and humanitarian implementing partners on GBViE and GBV risk mitigation without raising concerns of duplication with what other agencies and sector groups are doing". (UNICEF staff, KI)*

"*It would be helpful to overcome rivalry between agencies. In some programmes, the roles are clear but in others it's tricky because it's a joint programme and everything should be done jointly but sometimes it's not clear who has the final responsibility in certain areas". (UNICEF staff, KI)*

Furthermore, UN agencies actively engage in strategic and operational working groups such as the Gender Coordination Group, the Gender Thematic Group of the UNCT, the Humanitarian Gender Working Group (co-chaired by UNICEF and Plan International), as well as the Youth Partners Group and the Gender Equality Coalition of the Willing, which focus on core thematic areas around child marriage, GBV and humanitarian response, among others. UNICEF Mozambique also led the establishment of an inter-agency PSEA network after the Idai emergency, which is currently co-chaired by the World Food Programme and Plan International. The interagency network supports over 30 agencies and NGOs and has trained over 800 humanitarian personnel on PSEA across agencies and partners.[58].

They also play a crucial role in shaping strategic documents and policies leading to effective collaboration. In line with this, UN KIs mentioned that:

"*UNESCO and UNICEF participate in the Gender Coordination Group and support policies and strategies. We are part of the Education Working Group with partners to define policies and strategies".* Another KI noted that *"in the UN cooperation framework that establishes the partnership with the government we are part of a Strategic Priorities 1 Group: human development (social inclusion, gender, etc.) with UNICEF and we work together to complement our actions in the area of children but also adolescents".*

2.3 Accountability and leadership

2.3.1 GAP M&E system utilization

The key GAP M&E contribution regarding gender equality programme monitoring has been to push for more systematic data disaggregation by sex and the incorporation of gender analysis in programme development. The CO uses the Results Assessment Module (RAM)[59] and the Core Standard Indicators (CSIs) within the programming platform. However, the document review and staff interviews showed that while sex disaggregated data is collected, it is not consistently done. According to KIs, this inconsistency may be attributed to the system not mandating disaggregation during reporting:

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[58] Ibid
[59] RAM is UNICEF's programme performance management and reporting platform and facilitates planning, tracking and reporting of results for UNICEF offices at all levels

"*Even (when we) have disaggregated data, it isn't always done well. The system itself, the way it's designed can be disaggregated at the time of planning but at the time of reporting it doesn't force you to put in the disaggregated data.*"

"*They (staff) report gender issues unconsciously or they don't report it as gender activities because they think it's not their area and it's not their responsibility*".

Furthermore, the document review shows that the indicators are predominantly quantitative which limits the extent to which social norms change, and transformative results can be measured. In addition, while indicators rightly focus on girls and women, UNICEF aims to catalyze transformative change in gender norms by engaging boys and men as well. The fact that the indicators mostly focus on girls and women limits UNICEF's capacity to effectively monitor shifts within gender relations and constrains the organization's ability to comprehensively capture transformative gender equality outcomes in its institutional reporting.

In addition, the CO does not make full use of the entire GAP indicator matrix. This results in some indicators that are in GAP indicator matrix not being included in the RAM system and are therefore not accounted for. This is explained by a UNICEF KI:

"*The CPD indicators are the ones in RAM platform which provides a list of mandatory indicators that the country has to report and does not include all GAP indicators. (…) I'm not using all the tools that have been developed with GAP - there are GAP indicators, but I haven't used much because some indicators appear in the systems that we have to fill in (RAM) and some GAP indicators don't.*" (UNICEF staff, KI)

2.3.2 Accountability mechanisms

The GAP framework embodies a whole institutional approach where the promotion of gender equality and the eradication of all forms of discrimination are viewed as collective responsibility within UNICEF, regardless of roles, titles or positions. Furthermore, gender equality should be mainstreamed into internal policies and practices, accompanied by accountability mechanisms at all organizational levels. However, it seems that the current structure is missing clearly defined roles and responsibilities for this across all positions, which has resulted in a gap that may limit the establishment of robust accountability mechanisms. Furthermore. only 16.6 per cent of interviewees noted having gender indicators in the PER.

UNICEF JKIs in interviews and the survey highlighted the significance of gender at all levels within UNICEF, while underscoring that the ultimate responsibility often falls on the Gender Specialist. Several examples were shared:

"*People don't look at gender as a serious issue, even within UNICEF. I don't know if it's the way it was introduced in the country, and they look at gender as a country issue and here it's like that too. People do it and have gender components. No performance objectives for gender*". (UNICEF staff, KI)

"*Even in my case, sometimes things are so rushed that we don't always send for review to Gender Specialist, (…), and don't include these (gender) aspects. In the end, it depends on people's understanding of the issues and those who are sensitive call the Gender Specialist and those who aren't don't. And the Gender Specialist won't be in all meetings, she won't be everywhere when we discuss projects, etc. and she can't be present in every goal area all the time – it's not physically possible.*" (UNICEF staff, KI)

2.3.3 Senior leadership commitments to gender equality

Senior management is generally seen as supportive of gender equality, amidst numerous other office priorities. According to all UNICEFKIs, the gender integration support focuses on programmatic issues and, at the institutional level, to ensure that there is gender parity in the office. They further explained that this approach has significantly contributed to achieving a gender balance at decision-making levels as well as an overall increase in female staff within the organization.

Nevertheless, while there is a strong and important emphasis on programmatic issues, its essential to align this focus with institutional efforts, which currently lack visibility as reflected in the gender architecture - the absence of accountability systems for gender and the limited systemic communication on gender issues.

When questioned about the visibility of gender issues at the institutional level, UNICEF KIs expressed a sentiment that communication about gender within the CO is predominantly delegated to the Gender Specialist and GFPs. KIs alluded to the fact that emails concerning PSEA sent by the team are endorsed by the Country Representative, whereas those related to gender are not. UNICEF KIs further noted that, conversations about gender issues predominantly take place within specific sections and are programme-focused rather than at the institutional level.

2.4 Staffing and culture

2.4.1 Ownership of the gender mandate at all levels

As highlighted earlier, the GAP expects gender equality to be a shared responsibility across the agency. All UNICEF KIs and survey participants acknowledged that gender should enable all aspects of their work, highlighting that gender should be a collective concern. However, the practical operationalization at the institutional level reveals a different scenario.

2.4.2 Gender equality in the workplace: Human resources policies, inclusion, PSEA

UNICEF CO staff appreciate the progressive work on HR gender related policies. The CO implements an equal opportunity policy to promote gender balanced recruitment and ensures gender balanced interview panels to mitigate bias. This has resulted in gender parity across all sectors, including management roles, where five out of seven Chiefs of Section are women as well as the Country Representative. One KI noted that the gender balance in the office is fairly good except when considering the wider country geography, as female field officers are not easy to recruit.

In addition, UNICEF offers work-life balance policies that include flexible working hours and remote work options which are widely appreciated and used by UNICEF staff. Efforts are continuously made to explore additional incentives, beyond remote working options, aimed at encouraging the recruitment of more female applicants to field positions.

Furthermore, UNICEF provides a progressive parental leave policy offering six months for women and four months for men. According to both female and male UNICEF KIs, staff members have used this benefit. In this regard, one male staff member shared a positive experience which enabled him to develop a strong bond with his son. This demonstrates the organization's commitment to supporting employees to balance their personal and professional responsibilities and ensure a more balanced gender distribution of roles and positive parenting for male staff.

UNICEF upholds a zero tolerance PSEA policy, supported by a well-established reporting mechanism that all UNICEF staff interviewed were aware of. While none of those interviewed reported using it personally or knowing of any colleagues who have used it, many highlighted the significance of the PSEA annual global report. This report outlines reporting rates, responses and implementation measures, fostering a positive perception that the policy is enforced promptly and fairly. As shared by a UNICEF KI:

"We receive reports regularly that tell us, without names (confidentially) about the state of play of the number of employees investigated for alleged misconduct and the sanctions taken against offenders. They [offenders] are downgraded if it's a mild situation; but for confirmed cases of sexual abuse and abuse of authority they are dismissed. There are focal points and in the event of an occurrence, we know who to report the situation to and who will take care of the investigation - mechanisms are in place (you can speak directly to the Representative, and we have an Integrity Office of Internal Audit and Investigation)". (UNICEF staff, KI)

UNICEF also provides a wide range of professional development opportunities that present an opportunity to address some of the historical barriers that have hindered women from attaining leadership positions and enhancing their skill sets. For instance, according to a UNICEF KI, staff members can access programmes designed to enhance their leadership skills and other competencies.

In addition, UNICEF has intranet groups on disability and LGBTIQ+, providing a platform for staff to engage in discussions relevant to these groups. The evaluation consultant was unable to assess the extent to which these opportunities and groups were widely known across the office and used by the staff.

UNICEF has made great strides to ensure gender parity at the institutional level; however, it seems that this may inadvertently create the perception that by having gender parity in the office, that gender issues will automatically be addressed in the various sectors. As one UNICEF KI mentioned, *"most of our leaders are women - chief of section - and then we look around and see women and think that it's solved"*. While it is crucial to have women represented at all levels of the organization, including in leadership positions, to effectively implement gender integration at the institutional level, this is just the first step. It is essential to implement measures that equip women, and men, in their respective roles to effectively address and be accountable for gender issues in their respective roles.

EQ3: Programmatic Results

To what extent have UNICEF's programmatic results for gender equality throughout the life course been met across all five Goal Areas, particularly to advance adolescent girls' leadership and well-being, in both development and humanitarian settings?

SUMMARY FINDINGS

3.1 The CO is actively working to integrate gender equality across programmes which is yielding some positive gender equality outcomes across all goal areas as demonstrated below for each Goal Area. These efforts encompass a range of results across the gender continuum.

3.2 The CO approach to gender-transformative and adolescent-responsive programming places a strong emphasis on promoting gender equality and empowering adolescent girls through comprehensive, multisector initiatives while challenging socio-cultural norms. Three flagship programmes significantly contributed to adolescent girls' empowerment and transforming socio-cultural norms.

3.3 Notably, the inclusion of work on positive masculinities in 2022 and the increased engagement of boys and men in gender related interventions across all goal areas reflects this progress and is contributing to the emergence of more transformative shifts in gender relations.

3.4 The adoption of a multisector approach to girls agency (through the GAIA[60] toolkit) has the objective of addressing the multifaceted dimensions of girls empowerment (self-esteem, collective action, awareness on rights, intent to change, economic autonomy), while adopting a "whole of ecosystem" approach to shifting social norms, and connecting girls and communities to better services. The approach therefore combines mentorship, economic opportunities, male engagement, community intergenerational dialogues, and strengthen the connection with social protection (cash transfer programme "child grant") and available services for GBV response. The approach is designed to match demand generation with access to service, promote individual change and create conducive environments where positive deviation from harmful social norms has the collective buy-in.

3.1 Gender equality across all Goal Areas

The document review, which included the 2021 GPR[61], and the KIIs, revealed that the CO is actively working to integrate gender equality and yielding strong gender equality outcomes across programmes in all goal areas, as detailed below. These efforts include a range of results, across the gender continuum at both the responsive and transformative levels, in relation to changing social and cultural norms. Furthermore, the GPR and various programme evaluations such as the GPECM[62] and RB[63] Programmes have generated recommendations that have been integrated in the programmes. For instance, notably, the inclusion of work on positive masculinities in 2022 and the increased engagement of boys and men in gender related interventions reflect this progress and is contributing to the emergence of more transformative shifts in gender relations. Furthermore, these outcomes are strengthened by the CO's

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[60] Girls Are In Action
[61] Burger, Lara. Gender Programmatic Review Mozambique CO. 2021
[62] UNFPA and UNICEF; Global Program to End Child Marriage Joint Evaluation Report, 2029
[63] Rapariga Biz Action for Girls and Young Women's Sexual and Reproductive Health and Rights in Mozambique Annual Report 2023

intersectoral approach to girls agency which has created stronger synergies and enabled a more comprehensive and holistic approach. Moreover, by operating across the different socio ecological levels, from policy to community, family and individual levels, while strengthening partners' (CSO & Government institutions) capacity, better outcomes are achieved.

Goal Area 1: Every child, including adolescents, survives and thrives

UNICEF Mozambique strives to promote equitable maternal, neonatal, child and adolescent health, support nutrition, immunization and the prevention of mother-to-child transmission of HIV.

Adolescent health, which includes SRHRs of adolescents implemented under the RB Programme, plays a pivotal role in promoting transformative outcomes for gender equality in this Goal Area and is addressed below under the section on results for adolescent girls (3.2).

As evidenced in the document review and KIs, the CO has been actively implementing gender responsive initiatives to address the specific needs of women and girls. This commitment is exemplified by the following examples:

- In 2023[64], UNICEF's efforts in maternal health, focused on reducing the transmission of HIV from mothers to children and benefited 2,500 women. Moreover, the CO played a key role in strengthening the government systems by expanding of Anti-Retroviral Therapy (ART) services, leading to a remarkable 97 per cent achievement in health facilities. UNICEF Mozambique further strengthened the capacity of health workers, by training 20 clinical mentors and 42 health professionals to deliver high quality care to mothers and babies. Similarly, with the view to strengthening community structures such as the community health committee, CO interventions led to a minimum representation of 60% women and strengthened the capacity of the committees to address the needs of both girls and boys in areas such as family planning and antenatal care, immunization, birth certification and school enrolment.
- The CO supported the Global Alliance for Improved Nutrition (GAIN) to implement a pilot programme which included elements of gamification to improve the nutritional status of adolescents by engaging girls. The programme reached 120 girls and their mothers.
- UNICEF Mozambique launched a social behaviour change campaign to raise awareness about appropriate infant feeding practices. As a direct outcome of this campaign, the Bank of Investment and Development of Mozambique (BCI) extended parental leave for mothers and fathers from two to four months and established a breastfeeding room in their HQs demonstrating a tangible commitment to supporting the health and well-being of families.
- In 2023 UNICEF Mozambique made contributions to addressing gender considerations in immunization efforts. This initiative included piloting gender immunization indicators across various domains such as policy, health system and community, parental/caregiver and individual levels, which provided a baseline data for monitoring gender in immunization programmes[65]. Additionally, the CO integrated gender indicators into the Geographic Information System (GIS) platform and supported the inclusion of gender indicators in the Electronic Child Register. It is also developing a capacity building module to strengthen partners capacity to gender mainstream in immunization initiatives[66]. A prototype is also under development to combine gender responsive service delivery with behaviourally informed interventions, to address behavioural and gender barriers in access to immunization.
- Reached a total of 42,067 primary caregivers of children 6-23 months with infant and young child feeding counselling and support in emergency settings.

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[64] Country Office Annual Report 2023
[65] Mozambique Gender Indicator Immunization
[66] ESAR Country Work planning Tool Gender and Immunization, 2022

While progress has been made in improving women's access to health care, particularly through gender responsive initiatives, it does not yet reflect transformative results for gender equality. This is likely to be because transformative changes in gender relations need time, and CO implementation of gender transformative approaches began in 2022.

This Goal Area is demonstrating a gender responsive approach and displaying promising elements that have the potential to drive transformative outcomes over time, providing the right level of intensity and resourcing is in place.

Goal Area 2: Every child, including adolescents, learns and acquires skills for the future

Document review and KIIs show that the CO has been proactively addressing school drop-out, through the implementation of gender responsive interventions to combat VAC in schools and enhanced menstrual hygiene management. Furthermore, UNICEF Mozambique has been implementing innovative strategies to support the completion of primary education and access to lower secondary education for adolescent girls. Some achievements include:

- In 2020[67], the CO supported education through critical initiatives including implementing a school readiness pilot for 2,700 children, capacity building of 24 school councils reaching 798 councils since 2017.
- In 2021[68], the CO directly supported 98,355 children with distance/home-based learning. Additionally, over 100,000 children gained access to education through temporary learning spaces or rehabilitated classrooms. Moreover, 850 adolescents (400 girls) were reached through alternative learning and professional skills trainings. In addition, 313,967 children received essential basic learning materials and personal hygiene kits.
- In 2023[69], interventions in this goal area benefited 13,630 children aged 5-6 years (50 per cent girls) as well as 3,607 students (50 per cent girls) in schools. In addition, approximately 3,607 students (50 per cent girls) were reached through the dissemination of the VAC multisectoral mechanism in schools.

UNICEF Mozambique has played a crucial role in supporting the enhancement of government systems to address gender issues. In 2020[70], MINEDH developed a comprehensive VAC referral and reporting mechanism tailored to address violence against children. Additionally, guidelines have been developed to mainstream gender into the planning and budgeting processes to better assist education staff.

The CO, in collaboration with CSO partners is supporting MINEDH in the development of an innovative mentorship model and female leadership programme to be implemented in schools. The primary aim is to inspire more girls to continue their education, ensuring the successful completion of primary education and improve access to secondary education. According to an implementing partner the model showed a 90 per cent transition rate of girls from grade 6 to grade 7. This marks a 30 per cent increase in the transition rate from primary to secondary. This mentorship model is set to be piloted in in Cabo Delgado, with the support of UNICEF.

Furthermore, UNICEF is strengthening the capacity of the education sector through providing targeted training initiatives to provincial gender coordinators and district GFPs on gender-sensitive planning and budgeting. Over 250 GFPs and members of School Councils[71] have received training related to VAC and child marriage, which has increased their understanding of the impact on girls' education and equipped

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[67] COAR 2020
[68] COAR 2021
[69] COAR 2023
[70] COAR 2020
[71] School Council is the highest consultative, monitoring, and supervisory body of the school, it works in coordination with the respective bodies and is made up of all segments of the school community (head teacher, teachers, administrative staff, students and parents and/or guardians) chaired by a member of the group of parents and/or guardians or a member of the community group)

them with the tools needed to address these critical issues. School councils involve school members, parents and students ensuring a comprehensive approach. This fosters consistency in understanding and contributes to the creation of an enabling environment. Furthermore, the *círculos de interesse'*[72] which are school platform through which students discuss their problems, provide space for meaningful dialogue on gender related issues.

Capacity building on mental health and psychosocial support has been provided to more than 7,600 primary teachers, 67 national, provincial and district education focal points, and 290 pedagogical directors[73]. This training has enabled them to provide essential psychosocial support, introduce interventions to address GBV and VAC, including establishing referral protocols.

Initiatives under this Goal Area include boys and are strategically engaged to address and challenge harmful socio-cultural norms related to VAC, recognizing the heightened vulnerability of girls to sexual harassment and abuse by male teachers. Work also included addressing harmful practices such as child marriage that affects girls contributing to transform socio cultural norms by reshaping societal attitudes regarding the acceptance of child marriage. Moreover, initiatives are challenging prevailing myths, taboos and misconceptions surrounding menstrual hygiene, ensuring girls access to and able to remain in school consistently.

These activities show that UNICEF Mozambique is being responsive to girls needs and providing gender sensitive services. It is also contributing to changing socio-cultural norms around child marriage, alongside implementing approaches to engage boy as part of this process with the potential to transform gender relations over time.

Goal Area 3: Every child, including adolescents, is protected from violence, exploitation, abuse, neglect and harmful practices

UNICEF Mozambique aims to ensure the protection of every child, including adolescents, from violence, exploitation, abuse, neglect and harmful practices. The document review and key informant interviews indicate that UNICEF is actively supporting interventions to safeguard girls, boys and adolescents in all circumstances from such risks. Notably, the GPECM has played a crucial role in transforming socio-cultural norms surrounding child marriage, which will be explored further under the section below on adolescent- focused initiative. Another programme that equally contributes to this Goal Area was the Spotlight Initiative which will also be presented under the results on adolescent girls (see 3.2).

Key contributions include:

- In 2023[74], CO initiatives had a positive impact on 725,349 children's (51 per cent girls) by facilitating access to birth registration. Additionally, 362,873 children (approximately 50 per cent girls) were able to benefit from mental health and psychosocial support services. Furthermore, assistance was provided to 2,946 children in institutions, 658 children placed in alternative family-based foster care arrangements and referred over 3,000 vulnerable caregivers of young children, along with more than 8,000 children affected by violence and child marriage, to case management services. This enabled them to access social services and receive the necessary psychosocial support.
- The CO has made significant efforts in promoting gender-responsive CRVRs in collaboration with WHO, drawing learning from the Gender Review of CRVS Systems.
- Moreover, the CO is actively involved in bolstering the Justice system by strengthening the capacity of female judges through their association, thereby fostering the emergence of more role models within the legal profession.

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[72] Círculos de interesse (Interest circles) are a school platform through which students discuss their problems, those of the school and reflect on possible solutions. One of the structural areas of the interest circle is gender.
[73] COAR 2021
[74] UNICEF Mozambique Results Summary 2023

- The CO has been assisting girls in/survivors of forced unions through providing a comprehensive support package. This package includes essential components such as birth registration (in cases of pregnancy); self-help and psychological support, school reintegration assistance, menstrual hygiene kit, school supplies and uniform, safe shelters, reintegration into their biological family, and access to justice, including through mobile courts organized by UNICEF Mozambique.
- The CO provided assistance to 320,902 children affected by armed conflicts, child marriage, and other forms of violence, offering access to rehabilitation and reintegration services.
- UNICEF partnered with WFP to leverage 'Linha Verde', a tollfree hotline serving as a feedback mechanism for recipients of humanitarian aid. Additionally, the CO initiated the establishment of a child rights monitoring, reporting and response mechanism to identify and report child rights violations in areas affected by armed conflict. It also facilitated the development of personalized Risk Reduction Plans aimed at strengthening partners' capacities to set up secure and accessible community-based complaints mechanisms. This initiative aimed to address allegations of sexual exploitation and abuse, and to promptly and safely refer survivors of SEA to service providers in a timely manner.

Through this Goal Area, UNICEF Mozambique is being responsive to the various needs of girls, implementing a holistic approach which contributes to the achievement of other Goal Areas, given that civil registration enables children to access essential health, education and social protection services. Registration also encompasses recording deaths and marriages, which provides crucial protection for women in matters of property rights, particularly in the case of separation or death of a partner, where traditional and cultural norms may restrict their right to inheritance. Moreover, this Goal Area directly contributes to outcomes in Goal Area two by addressing issues such as child marriage and VAC, which serve as major barriers preventing girls from accessing or completing education. Similarly, it contributes to Goal Area five by ensuring the rescued girls from child marriage have access to social protection services.

Goal Area 4: Every child, including adolescents, has access to safe and equitable water, sanitation and hygiene services and supplies

An essential focus in this Goal Area is the integration of WASH in schools and health-care facilities, with an emphasis on promoting hygiene education and MHM. As a result, the WASH section collaborates closely with the education section to ensure the implementation of minimum standards for WASH in schools.

As per document review and KIIs, UNICEF's contribution in this area includes:

- Supporting the construction of toilets that adhere to defined standards, ensuring separate toilets for boys and girls in schools, while prioritising safety considerations. Additionally, the design of pit latrines allows for proper disposable of menstrual hygiene products.
- In 2023[75], UNICEF reported that these WASH initiatives positively impacted over 36,000 maternity inpatients and 42,600 schoolchildren (45 per cent girls) by enhancing WASH services and infrastructures. Moreover, 1,300 schoolgirls received menstrual hygiene kits, and more than 2,500 school children were educated on menstruation which included addressing myths and taboos surrounding this topic. UNICEF KIs explained that *"part of my job is to procure services and materials and there is a focus on procuring materials that benefit girls e.g. dignity kit so that girls feel safe to go to school and don't drop out".* Another one added that *"construction services (are undertaken) for female sanitary blocks with water so that girls can go to school even during their period".*
- In collaboration with the education section, efforts are made to ensure that MHH topics are included in discussions in school clubs and that training is provided to schoolteachers on *circulos de interesse*

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[75] UNICEF Mozambique Results Summary 2023

activities with a focus on MHH and life skills, among others. The promotion of sanitation and hygiene interventions are followed by sessions which deconstruct menstrual hygiene myths and taboos. School club sessions are also designed to engage boys in MHH discussions to educate and empower them to become allies and supporters, rather than bullies.

- One good example of a programme on MHM includes the Accelerating Sanitation and Water for All (ASWA) programme, that included activities implemented with "Be Girl" organization, that delivered a unique combination of services at school level including provision of sustainable menstrual hygiene products, and education services anchored on the National Menstrual Health Curriculum with a targeted approach that engaged girls and boys, as well as parents and teachers. All project results were achieved with 30 facilitators trained, more than 3,052 girls reached with educational talks, of which 1,300 were provided with menstrual hygiene kits, representing 100% of the expected target. In addition, 3,057 boys received informative talks on menstrual management and hygiene, representing an achievement of 122% of the expected target, of which 2,500 benefited from educational leaflets. In total, the project reached 6,109 beneficiaries[76]

- Extended WASH interventions during humanitarian action, benefiting a total of 3,204,768 people. In collaboration with the Protection section, the WASH section developed a gender mainstreaming checklist for Protection and WASH, with valuable contributions from partners. Nonetheless, additional training is required for partners to effectively implement the checklist.

This Goal Area contributes to the achievement of Goal Area 2 by reducing the likelihood of girls missing school due to menstrual hygiene challenges and contributes to creating a conducive learning environment. In addition, ensuring provision of water is essential for maternity service provision for inpatients, contributing to Goal Area1.

Implementing gender responsive interventions while incorporating approaches, such as engaging boys and men in discussions regarding MHM, has the potential for transformative results.

Goal Area 5 Every child, including adolescents, has access to inclusive social protection and lives free from poverty

The document review and KIIs reveal that efforts were made to ensure gender-responsive social grant programmes through the Joint Social Protection Programme with ILO. This programme is designed to provide support to children aged (0-2) years in impoverished and vulnerable households at risk of malnutrition[77]. It includes offering unconditional cash grants and a case management component that identifies the most vulnerable caregivers, often adolescent girls and women, through a comprehensive vulnerability assessment that considers risks to the child.

While gender is not the primary focus of this assessment, it does cover important issues such as disability, GBV, and child marriage within the household. Caregivers are connected to essential services such as health, education, social protection and birth registration through case management. Interventions may also focus on addressing domestic violence, ending premature unions, guaranteeing access to enhancing parental care/core responsibilities for childcare. Consequently, the CO is making efforts to coordinate access to key services such as health, social welfare, justice, birth registration and education through multisectoral case management for children and their caregivers who experience violence. One implementing partner explained:

"We do intersectoral work referring rescued girls to school (education) or referral to UNICEF partners working under the education component and the same with health. We also provide hygiene kit and school supplies". (Implementing partner, KI)

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[76] UNICEF WASH Field Note: Empowering Adolescent Girls: UNICEF and BeGirl's Initiative for Enhanced menstrual Hygiene Management at School Level in Mozambique, 2024.
[77] Case Management Component Child Grant 0-2 in Nampula Progress Report

With the CO support, 35,000 children (aged 0-2 years) have received financial assistance and access to social and psychosocial support services, benefiting vulnerable caregivers of young children[78]. An impact evaluation of the case management pilot[79] showed positive effects, albeit limited. As a result, the CO plans to enhance the connection between the case management and other programmes. Starting 2024, the CO has been strengthening the link between the social protection programme, and the Cash and care interventions with the multisector approach to girls agency, reinforcing results in both areas : beneficiaries of the Child Grant can receive a comprehensive mentorship that strengthens their empowerment, they gain financial literacy and entrepreneurial skills, and they can count on a conducive environment where men, local leaders and peers are engaged on more gender equitable dynamics.

3.2 Results on adolescent girls

A focus on adolescent girls is a cross-cutting theme within the GAP with results across all Goal Areas, except social protection. The CO's approach to gender-transformative and adolescent-responsive programming places a strong emphasis on promoting gender equality and empowering adolescent girls through comprehensive, multisectoral initiatives, alongside focusing on shifting harmful socio-cultural norms. Three flagship programmes are contributing to adolescent girls' empowerment and transforming socio-cultural norms:

- The Rapariga Biz Programme focuses on promoting and protecting SRHR of AGYW (10-24 years old). The programme empowers adolescent girls to assert their rights and make informed decisions concerning their SRHR. While this programme sits under Goal Area 1 it is overseen by the Adolescent Specialist.
- GPECM aims to address harmful practices and norms, particularly around child marriage among adolescent girls aged 10-19 years old. By engaging adolescent girls and boys through media clubs and producing adolescent-led media initiative, the programme aims to empower them to address these issues.
- The Spotlight Initiative that ended in 2023 targets SGBV and harmful practices (HP) affecting adolescent girls and young women (10-24 years old).

GPECM and Spotlight Initiative fall under Goal Area 3. Nonetheless, due to UNICEF's comprehensive approach, the programmes collectively drive progress towards achieving outcomes in Goal Areas 2 and 5 as highlighted in the discussions above.

In addition to these flagship programmes, the CO is implementing a gender transformative, adolescent-focused pilot *Strengthening adolescent girls' agency in conflict affected areas* in Nampula. The pilot has three main objectives:

1. Enhancing the agency of young adolescent boys' and girls' using the Adolescent Girls and Boys Awareness and Mobilization with Adolescent Kit (Kit for Expression and Innovation + GAIA Kit);
2. Mobilizing communities to create a safe and supportive environment that promotes positive changes in attitudes, behaviours and norms towards non-violent and non-hegemonic gender relations, empowerment of girls and women in decision making and self-determination, the eradication of GBV and harmful practices;
3. Strengthening reporting mechanisms and facilitating access to quality services.

This pilot builds upon the lessons learnt from the flagship programmes and leverages successful approaches to transform socio and cultural norms. It presents strong potential to achieve transformative results. As shared by a UNICEF KI:

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[78] UNICEF Mozambique Summary Report 2023
[79] 24 Month Impact Evaluation of the Child Grant 0-2 in Nampula Province-Mozambique Report.2022

"There are interesting experiments we are doing that will lead in the right direction using the gender thematic fund with ASCHA[80] where we are more comprehensive. We want to create mentorship for girls to develop life skills, financial literacy and entrepreneurship, life skills are not transformative, so we go further; work with communities for change in social norms and the change in behaviour and attitudes because otherwise girls don't have a supportive environment and generate resistance from parents".
(UNICEF staff, KI)

The Formative Evaluation of Gender Transformative Programming through investment in Adolescent Girls Leadership in ESARO revealed that the flagship programmes significantly contributed to the empowerment of adolescent girls[81]. The programmes enhanced their knowledge, skills, leadership abilities, decision making skills, awareness of rights and empowered them to voice their concerns. Moreover, the programmes increased their agency and capacity to make informed decisions as well as improved their access to sexual and reproductive health services, in the case of Rapariga Biz Programme (RBP), done through mentorship approaches. Similarly, both GPECM as well as Spotlight Initiative played a pivotal role in empowering girls for prevention of child marriage and gender-based violence through mentorship. Additionally, the GPECM also contributed to the empowerment of adolescent girls and boys through mentorship and media engagement. The programme facilitated the production of adolescent-led media to promote behaviour change around child marriage, adolescent sexual and reproductive health rights (ASRHR), VAC and other issues concerning adolescents' wellbeing (GPECM).

According to the ESARO evaluation, these three programmes (RBP, GPECM and Spotlight Initiative) used key approaches that operate at various levels of the SEM. At the individual level**,** a mentorship approach is used to empower girls, and the approach had been extended to boys to address issues related to positive masculinities. These sessions are followed by the interpersonal dialogues between boys and girls which are facilitated to delve into themes discussed during mentorship sessions and to find common ground. To create an enabling environment and achieve comprehensive outcomes, the programmes incorporate intergenerational dialogue. These dialogues bring together adolescents, young people and community elders to discuss issues affecting the wellbeing of adolescents, address harmful practices and challenge harmful social norms associated with child marriage and violence against girls. Additionally, community dialogues involving community and religious leaders are conducted to discuss and address harmful social norms and practices around child marriage, VAC and to identify local solutions to these issues.

Furthermore, transformative approaches involving men and boys in discussions around positive masculinities challenge socio-cultural norms across all programmes, promoting positive masculinities and driving shifts in discriminatory social norms.

The Rapariga Biz annual report (2020) reports that data revealed that participants in the safe space mentorship programme had significantly lower rates of early and unwanted pregnancies compared to provincial and national rates. Through the engagement of 145,434 parents in 9,316 sessions of community dialogue, positive changes have been observed. The changes include a 37 per cent increase in community members willing to abandon child marriage, a 40 per cent in those recognising the need to change some of the practices such as initiation rites for young girls, and 16 per cent increase of those able to list at least 3 benefits associated with delaying the age of marriage.

Furthermore, UNICEF Mozambique made the following contributions to adolescent results in 2022[82]:

- Provided social protection initiatives which have enabled over 365,000 children and women to access primary health care, including supporting 42,067 primary caregivers of children in emergency settings.

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[80] Associação Cultural Horizonte Azul (Horizonte Azul Socio Cultural Association)
[81] Evaluation reports | UNICEF Evaluation
[82] COAR 2022

- Engaged 4,200 adolescents aged 10-19 (2,520 girls; 1,680 boys) in intergenerational dialogues aimed at addressing harmful practices and changing harmful social norms associated to child marriage and violence against girls.

- Training 2,730 adolescents, comprising of 1,230 media producers and 1,500 adolescent parliamentarians, through media clubs in Nampula and Zambezia. The media programmes produced by adolescents reached an estimated five million adolescents and their families, addressing topics such as adolescent SRHR, VAC, child marriage, among others.

- Supporting the Linha Fala Criança Child Helpline (LFC) in training 375 girls' mentors and 34,857 adolescents to use the referral pathway for cases of violence and child marriage. This led to a 33 per cent increase in helpline calls compared to 2021. Between January and November 2022, the helpline received 158,654 calls with 115,751 requiring specific interventions. A total of 4,661, primarily related to child marriage and violence, involving 5,704 victims, were referred for appropriate action.

- In partnership with IFO (University of Munich), UNICEF developed educational videos and conducted awareness sessions on GBV for grade 7 students in 326 schools in Sofala province. These sessions reached 9,107 children, of whom 4,502 were girls. Additionally, 239 school gender focal points received training on GBV awareness and how to use the LFC helpline to report cases of VAC and child marriage.

- To amplify messaging, a combination of videos, graffiti and community dialogues was employed, reaching 85,394 people (52,411 female participants). Intergenerational dialogues focused on gender transformative approaches, child marriage and peer-to-peer education engaged 55,320 adolescents aged 10-19, 34,429 of whom were girls. Through leveraging art for social change, the CO reached over 5.3 million people through social media platforms with 'Oh Menina', a song addressing sexual exploitation of young girls, produced by young artists from Zambezia.

3.3 Transformative changes in gender norms and systems

UNICEF Mozambique CPD and associated programmes are informed by the GAP, with the overarching objective of integrating gender into all Goal Areas. This has been done through addressing the specific needs of girls and women, ensuring their access to gender responsive services such as education, health, WASH, and social protection services while being protected against violence. In addition, while a significant emphasis on achieving transformative results is evident in adolescent programmes, which actively seek to address gender and socio-cultural norms, the CO is committed to implement transformative approaches in all Goal Areas. Moreover, given that the programme works in a holistic way, interventions in different Goal Areas contribute to outcomes in other areas.

Programme interventions are positioned at both gender-responsive and transformative levels by addressing the socio-cultural norms or with the potential for transformative outcomes by addressing the root causes of gender inequalities.

It's worth noting that the focus on promoting engagement of men and boys and improving gender equality was also included in community mobilization interventions implemented by partners across all Goal Areas as referred under evaluation question two (EQ2) on partnerships with CSOs.

Emerging results with the potential to transform power relations are:

- Both mothers and fathers are empowered to engage in open dialogues about sexual and reproductive health with their children. A key informant from the ESARO evaluation highlighted the importance of promoting positive parenting among fathers, including providing training for fathers who have intervened to rescue their daughter from forced unions: *"starting with positive parenting with fathers and training for fathers who have rescued their daughters from forced unions."*

- Evidence shows shifts in socio-cultural norms regarding child marriage with a notable 37 per cent increase in community members expressing willingness to reject child marriage. This positive change was observed in the results of programmes targeting adolescent girls.

- Programmes focused on fostering positive parenting, have the potential to promote a more equitable distribution of household responsibilities among family members.

- Encouraging boys to share gender roles with their sister plays a crucial role in fostering gender equality as well as to stand up against violence exemplified in the ESARO evaluation.
  - "*I learnt about positive masculinities for boys to engage in what are supposed to be women's activities (washing dish, cooking, childcare)*" (boy, 15)
  - "*During the monitoring it was interesting to listen to parents say that they were surprised that their sons are now doing domestic tasks at home due to their participation in the boys' mentorship sessions*" (implementing partner)

- Boys are encouraged to refrain from bullying girls due to menstrual hygiene and are supporting pregnant girls to remain in school as reported by an implementing partner:
  - *"(we are) working with boys and influencing changes in social norms related to menstruation. We have data that reflects statistical changes in how boys and girls talk and behave about menstruation, and it's already changing".* This was seconded by another implementing partner who explained that *"at the last monitoring in Milange, I tried to find out if there were any dropouts due to violence or pregnancy, I was told that one girl became pregnant and was afraid to go to school and one colleague went to her home to find out what had happened. He discovered she was pregnant and was reintegrated. She was also protected by the boys and young men.".*

- Community and religious leaders are actively taking a stand and fighting against GBV/CM while also championing the promotion of SRHR. Their efforts are instrumental in creating an enabling environment.

3.4 Enabling (and hindering) factors and processes, within and outside UNICEF

The following are some of the enabling and hindering factors regarding gender integration that have been identified during this country case study process, many of these have been explored in more detail in the preceding sections.

Internal /external enabling factors:

- Having an active Gender Specialist that provides comprehensive support across all Goal Areas to effectively mainstream gender.
- Implementation of specific adolescent focus programmes increases visibility of the level of empowerment and transformation of the socio-cultural norms.
- Using an intersectoral approach and implementing interventions across various levels of the socio ecological model ensures a comprehensive approach.
- Strong partnerships with sister agencies with a view to implementing a one UN approach.
- Robust partnership with GoM in all Goal Areas provides an opportunity to implement changes at multiple levels.
- Partnerships with adolescent networks and women-led organizations has been instrumental in achieving tangible results and reaching vulnerable girls in the communities.

Internal / external hindering factors:

- The combination of deeply embedded patriarchal social norms, combined with fragile settings with multiple, overlapping deprivations and polycrises (climate, pandemic and conflict related), creates a challenging scenario for long lasting and accelerated change, where both communities and humanitarian/development actors are compelled to prioritize lifesaving interventions, and where public services suffer disruptions and chronic capacity gaps.

- The absence of a strong policy framework on gender at the national level complicates the strategic alignment to national priorities on gender equality and creates a gap in terms of institutional references for advocacy on transformative change.
- Limited partner capacity for outreach and gender-transformational interventions require geographic prioritizing and continuous capacity building.
- Low public finance allocations for gender and GBV agenda results in a strong reliance on donors-led programme and external financing, including service delivery and for key workforce (for instance social workers), and hampers more capillary coverage at national scale.
- Women-led organizations are a consolidated reality in Mozambique and are well established in all provinces. Their commitment is undeniable but limited managerial and financial capacities constrain their access to funding and curbs their participation in development and humanitarian programming.

3.5 Lessons learnt for UNICEF for broader application in programme design and implementation

The work of the CO on gender equality has generated important learning that could inform other country programmes. The evaluation also identified lessons learnt for UNICEF for broader application, in particular: 1). Gender specialists provide valued senior level gender expertise and must have a voice at the decision-making table to ensure that gender is integrated across sectors; 2) Coherence among guiding frameworks and strategic documents cannot be assumed and they must be aligned and communicated to staff so that the broader vision and the practical application is available. Developing a national GAP that makes explicit links to those guiding frameworks may aide coherence and make them more locally-relevant; 3) The use of evidence and gender analysis are critical for both targeting and integrating gender in a humanitarian and development nexus, but they must be used to inform programme design, adapt and scale up interventions; and 4) Both upstream and downstream enabling environments are needed for gender transformative results. This includes forward-looking policies for gender equality across all sectors as well as a community-based socio-ecological approach to challenge harmful gender practices and norms; by engaging with men, boys, extended family, communities, local leaders.

6. CONCLUSIONS AND LESSONS LEARNT

The GAP and the Gender Policy set out an ambitious agenda for UNICEF that is relevant to the country context, but the current provisions and arrangements for implementation and monitoring do not fully respond to the intentions of these frameworks and curb the potential of what is being delivered on the ground. This is due to a combination of overarching challenges in how GAP staffing, implementation and monitoring provisions fit COs of different shapes, and in very diverse contexts (including the presence of humanitarian action, Government and implementing partners capacities, quality and outreach of service provision in country, prevailing social norms and practices, and CO specific factors).

Conclusion 1: (related to findings 1.1 and 1.2)

There is limited operational guidance on roles and responsibilities for GAP implementation at the CO level, including in humanitarian contexts, resulting in a centralization of gender-related interventions on Gender Specialists; limited buy-in from staff at different levels; a curbing of the effectiveness of gender integration across sections and phases of programme design, implementation and monitoring; all of which ultimately affects the outreach of results achieved. The coexistence of the GAP with the gender CCCs and the Adolescent Girls Strategy (2022-2025) has also created ambiguity on their operationalization at the CO level.

Conclusion 2: (related to finding 1.2)

There is an unclear repartition of responsibilities on GBV interventions (prevention, risk mitigation, response, GBV in emergencies (GBViE) and lack of accountability from sections on GBV risk mitigation results creating ambiguity on GBV leadership in COs and hampers full appropriation of sections on GBV commitments in their area. There are also differing interpretations of UNICEF's mandate in relation to UNFPA global mandate on GBV vis à vis UNICEF mandate on GBV risk mitigation in emergency. These have led to challenges in implementing GBV initiatives and in supporting partners.

Conclusion 3: (related to finding 2.4)

UNICEF partnership rules and due diligence make it challenging to establish more partnerships with grassroots organizations. The CO is actively working to strengthen partners' capacity to meet the partnerships standards and requirements, but a gap remains in meeting demand.

Conclusion 4: (related to finding 2.7)

The identification and calculation of gender transformative allocation is not homogeneous across countries and can penalize COs in contexts that require important supply, infrastructure and system-strengthening resources.

Conclusion 5: (related to findings 2.1, 2.2, 2.3 and 2.9)

The CO has progressed in terms of addressing institutional enablers: gender analysis, research, data is increasingly being used to guide programming; and a roll out of gender training and progressive HR gender related policies. However, there are gaps - the level of demand for gender expertise outstrips supply, especially as there is still a widespread perception that gender is the responsibility of the gender specialist alone, exacerbated by the positioning of the Gender Specialist within SPRING, limited evidence of gender being integrated in performance reviews, limited capacity in the sections (with reports that the training is not suitable for a gender transformative approach) as well as insufficient resources to respond to the gender needs.

Conclusion 6: (related to finding 2.8)

There is limited accountability for gender results under different Goal Areas. More could /be done to strengthen capacity of and commitment from staff at all levels, reduce resistance to the adoption of gender responsive/transformative tools and approaches and enhance resource mobilization for gender. In addition, there is a need to improve reporting on results.

Conclusion 7: (related to findings 3.1, 3.2, 3.3 and 3.4)

The CO has shown great progress in the integration of gender into programming across Goal Areas in development and humanitarian contexts, showing results at different levels of the gender continuum – mostly at the responsive and transformative levels (especially through the flagship and adolescent girls programming especially in terms of enhancing adolescent girls' knowledge, skills, leadership abilities, decision making skills, and awareness of rights. The evaluation found that there has also been an increased focus on engaging men and boys (e.g. related to feeding practices, gender norms and socialization), although partners can struggle with implementing this more transformative approach. Institutional and CO tools tracking the contribution and investment of the CO to gender transformative work do not do justice to the work on gender, as the extent of achievements is not being properly documented and built into reporting. Reviewing monitoring systems and accountability mechanisms to better capture this contribution could help UNICEF better understand what is working (and not working and why) and refine approaches to achieve greater gender equality outcomes.

7. RECOMMENDATIONS

These recommendations, derived from the evaluation's findings and conclusions, were co-designed in a workshop with the CO in December. They are presented in order of priority and split into two sections 1) recommendations for the CO and 2) recommendations for HQ.

For the CO

Recommendation 1: Strengthen the operational framework to improve implementation of the GAP

(Related to conclusion 1)

- Developing a national GAP to set out the priorities for the UNICEF Mozambique in delivering gender results for gender in each Goal Area, that is accompanied by a user-friendly cross-sectoral time-bound workplan should improve operationalization at the country level.

Responsible: CO Management, Section Chiefs, Programme Managers, Gender Specialist

Priority: High

Timeframe: Within the next year

Cost implication: Minimal as it doesn't involve more recruitment

Recommendation 2: Strengthen the gender architecture in the CO

(Related to conclusions 1, 5 and 6)

- Identifying Gender Focal Points in each section to guide gender integration; this person should be mid / senior level staff (and could be Section Chiefs themselves) and have clear deliverables and accountability for embedding gender in the sector reflected in their PER.
- Involving the Gender Specialist in the design process for fundraising to ensure financial resources are earmarked for gender initiatives.
- Ensuring the Gender Specialist attends decision making meetings such as PMT, CMT meetings, Section Chief meetings.
- Realigning the Gender Specialist's reporting structure back to the Deputy Representative (or the Country Representative) within the organizational chart to adhere to GAP gender staffing guidance, and increase influence, decision making and institutional accountability.
- Including responsibility for gender results in PERs including for Heads of Section

Responsible: CO Management, Section Chiefs, Programme Managers, Gender Specialist

Priority: High

Timeframe: Within the next year

Cost implication: Minimal

Recommendation 3: Improve staff capacity and self-reflection at the organizational and individual level

(Related to conclusion 5 and 7)

- Improving understanding of both programme and monitoring staff on tagging and gender reporting requirements
- Integrating sessions that tackle organizational and individual biases and attitudes into training. Some initiatives such as Gender Action Learning have proven effective with people with no gender background

Responsible: CO Management, Section Chiefs, Programme Managers, Gender Specialist, M&E staff, HR

Priority: High

Timeframe: Within the next year

Cost implication: Minimal

Recommendation 4: Strengthen programming approaches and tracking of results

(Related to conclusion 7)

- Developing more focused capacity building for partners on how to engage with community stakeholders on gender norms and values to also ensure a do no harm approach is taken.
- Strengthen the M&E framework to track achievements of gender results including at the transformative level.

Responsible: Section Chiefs, Programme Managers, Gender Specialist, M&E Officer

Priority: High

Timeframe: Within the next year

Cost implication: Minimal

For HQ

Recommendation 5: Promote an interagency dialogue at an upstream level to clarify leadership, mandates and responsibilities on gender and the GBV agenda, which would simplify agreements at country level.

(Related to conclusion 2)

Responsible: UNICEF Management, Gender Specialists at different levels (HQ, RO and CO)

Priority: High

Timeframe: Within the next year

Cost implication: Minimal

Recommendation 6: Review partnership agreement and management systems

(Related to conclusion 3)

Programme Cooperation Agreements should be adapted to suit grassroot organizations with limited literacy, IT and absorption capacities, to ensure that UNICEF own funding opportunities do not create pockets of exclusion among the most vulnerable, and that COs are able to meaningfully engage with women and adolescent-led organizations.

Responsible: UNICEF Management, Legal Office, HQ Gender Team

Priority: High

Timeframe: Within the next year

Cost implication: Staff time (related to ongoing processes)

Recommendation 7: Simplify and rationalize the calculation system for gender expenditures.

(Related to conclusion 4)

The system should be amended in vision and GEMs should be automatically calculated for the outputs based on the expenditure levels (vs manually set, by a person that should be mindful of the "at least 60% gender expenditures" rule). The system should also allow for a progressive tagging of activities (for instance a 0-3 rating instead of Y/N), so a certain level of gender-responsiveness is associated to each activity, and the gender expenditure of a country should be calculated based on the sum of all activities with a tag 3 (or higher level), irrespective of the output GEM level.

Responsible: UNICEF Management, DFAM in collaboration with Gender Team and DAPM, Programme Group Director

Priority: High

Timeframe: Within the next year

Cost implication: Minimal