



# Evaluation of the implementation of the UNICEF Gender Policy and Gender Action Plans (GAP 2 and GAP 3):

## Peru Country Case Study

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## Acronyms and abbreviations

<b>ADAP</b>	Adolescent Development and Participation	<b>IOM</b>	International Organization for Migration
<b>CCC</b>	Core Commitments for Children	<b>KII</b>	Key Informant Interview
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination against Women	<b>LACRO</b>	Latin America and Caribbean Regional Office
<b>CO</b>	Country Office	<b>LGBTIQ+</b>	Lesbian, Gay, Bisexual, Transgender, Intersex, Queer and more
<b>CPD</b>	Country Programme Document	<b>LNOB</b>	Leave No One Behind
<b>CRC</b>	Convention on the Rights of the Child	<b>MIMP</b>	Ministry of Women and Vulnerable Population
<b>CRPD</b>	Convention on the Rights of Persons with Disabilities	<b>MINEDU</b>	Ministry of Education
<b>CSE</b>	Comprehensive Sexual Education	<b>MINSA</b>	Ministry of Health
<b>CSO</b>	Civil Society Organization	<b>M&amp;E</b>	Monitoring and Evaluation
<b>DNH</b>	Do No Harm	<b>NGO</b>	Non-Governmental Organization
<b>EO</b>	Evaluation Office	<b>PER</b>	Performance Evaluation Report
<b>EQ</b>	Evaluation Question	<b>OECD-DAC</b>	Organisation for Economic Co-operation and Development Assistance Committee
<b>ERG</b>	Evaluation Reference Group	<b>RAM</b>	Results Assessment Module
<b>FGD</b>	Focus Group Discussion	<b>RO</b>	Regional Office
<b>GAC</b>	Global Affairs Canada	<b>SDD</b>	Social Development Direct
<b>GAP</b>	Gender Action Plan	<b>SDG</b>	Sustainable Development Goal
<b>GBV</b>	Gender-Based Violence	<b>SEM</b>	Socioecological Model
<b>GEM</b>	Gender Equality Marker	<b>SGBV</b>	Sexual Gender-Based Violence
<b>GESI</b>	Gender Equality and Social Inclusion	<b>SRHR</b>	Sexual and Reproductive Health Rights
<b>GFP</b>	Gender Focal Point	<b>STEM</b>	Science, Technology, Engineering, and Mathematics
<b>GII</b>	Gender Inequality Index	<b>ToC</b>	Theory of Change
<b>GPR</b>	Gender Programmatic Review	<b>ToR</b>	Terms of Reference
<b>GSNI</b>	Gender Social Norms Index	<b>UN</b>	United Nations
<b>HR</b>	Human Resources	<b>UN-SWAP</b>	UN System-wide Action Plan on Gender Equality and the Empowerment of Women
<b>HQ</b>	Headquarters		
<b>ILO</b>	International Labour Organization		
<b>INGO</b>	International Non-Governmental Organization		

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<b>UNEG</b>	United Nations Evaluation Group
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNFPA</b>	United Nations Population Fund
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>WHO</b>	World Health Organization

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## Executive summary

### Introduction

The purpose of this evaluation case study, developed as part of the global evaluation of the UNICEF Gender Policy 2021-2030 and Gender Action Plans (GAPs), was to explore the implementation of the UNICEF Gender Policy and GAP 2 and GAP 3 in the UNICEF Peru Country Office (CO). It examines the contribution to shifts in workplace culture and accountability and interrogates gender-related programmatic results for women and girls. Conceived as a learning exercise, it aimed to support the Peru CO to improve its work on gender. In parallel, the findings from this case study will be compared with those from other countries, as well as analyses triangulated with additional data sources (review of global secondary and primary data sources and follow-up global interviews) to help formulate and write the overarching evaluation report.

In terms of gender equality, the Peruvian context is characterized by harmful gender norms particularly prevalent in rural areas that normalize adolescent pregnancies and early unions. Of all adolescent girls aged 15-19 years, over 8 per cent are pregnant or mothers, and is considerably higher in rural areas (17 per cent) than in urban areas (6 per cent). In 2023, over 93 per cent of survivors and victims of sexual violence were girls and adolescent girls. There have, however, been improvements in this situation in recent years: the rate of women aged 15-29 years who

experienced physical and sexual violence in the last 12 months decreased from 13.6 per cent to 8.4 per cent between 2011 and 2023, and the adolescent birth rate has halved since 2003 to 33.7 per 1,000 women aged 15-19 years in 2021. Peru's social context is marked by a backlash from some sections of society and political forces against gender equality and the rights of women, girls and lesbian, gay, bisexual, transgender, queer/questioning and intersex (LGBTQI+) people. An 'anti-Agenda 2030' civil society movement exists, amplified by social media denouncing comprehensive sexual education and abortion rights.

The Peru CO comprises 68 staff and 48 United Nations (UN) volunteers and has a budget of US\$4.25 million (regular resources) and US\$40.75 million (other resources) for the period 2022-2026. In addition to the main office in Lima, there are field offices in Loreto, Huancavelica, Lima Norte, Tumbes and Ucayali. The CO includes a dedicated gender team under the oversight of the deputy representative. This team implements flagship programmes on gender equality which target adolescent girls, such as ChicasTec, a programme aimed to bridge the digital gender divide, and Más Poder Adolescente, which works to empower adolescent girl leaders to access their rights. There are interventions implemented by various programme sections geared at promoting equal access to services between boys and girls in education, health, child protection and social protection.

## Purpose, objectives and scope

The case study aimed to assess UNICEF's performance and results in implementing the Gender Policy GAP 2 and GAP 3 in Peru between 2018 and 2023, including progress made in the course of 2024. It is a learning and accountability exercise and is part of the evaluation of the UNICEF Gender Policy and Gender Action Plans. The global evaluation report<sup>1</sup> will be presented to the UNICEF Executive Board in 2025.

The specific objectives of the evaluation were:

1. To assess the relevance and coherence of the current Gender Policy, GAP 2 and GAP 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) on Gender Equality and the Empowerment of Women, as captured in the Strategic Plan in development and humanitarian settings.
2. 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.
3. 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.

The case study covered three main components: the Gender Policy and the GAP conceptual framework; institutional enablers and their implementation in Peru; and programmatic results and integration of gender equality across programmes.

As per the Terms of Reference (ToR), the case study report's primary user is the Peru CO – in particular senior leadership and the gender team – and government, other UN agencies, and implementing partners, as well as other stakeholders in the region – to strengthen gender integration in policies and programmes.

## Methodology

The evaluation used an analytical framework described in the Theory of Change (ToC) model developed during the inception phase, and the country case study in Peru offered an opportunity to test whether the logic and assumptions of this model are verified in practice.

The case study took a mixed method approach, drawing on both primary and secondary data sources, including: a desk review of over 70 documents; monitoring and financial data from the CO; responses to the evaluation staff survey from the Peru CO; 38 individual key informant interviews (KIIs) of which 28 were women and 10 were men. The respondents were from UNICEF, government stakeholders, UN and other development partners, donors and implementing partners from civil society, private sector and academia; five gender-segregated workshops with UNICEF staff (16 women; 7 men) on organizational culture on gender equality; and four gender-segregated adolescent workshops (21 adolescent girls and 11 boys) to discuss the contribution of the programmes to transformative results for gender equality. Data collection involved a field visit to Peru, including Lima and two decentralized locations, Lima Norte and Iquitos. Following the mission, a debrief session was organized to discuss emerging findings with the CO; the regional office (RO) and the evaluation office both participated.

The evaluation was informed by ethical and safety considerations for research and informed by the UN Evaluation Group (UNEG) and UNICEF evaluation and ethical guidance. Additionally, external ethical clearance was obtained for the overall evaluation from an independent review board. Limitations included the limited (or lack of) participation in and contribution to the evaluation of some interviewees suggested by the CO; despite this, the evaluation team surpassed the target number envisaged in most stakeholder categories.

## Key findings

The main evaluation findings are presented along the three overarching objectives and questions that frame the evaluation.

### 1. Gender Policy and GAP 3 conceptual framework

The Peru CO has a longstanding commitment to global GAP implementation. It has conducted a gender programmatic review (GPR), on the basis of which a Gender Strategic Note was developed using the GAP 3 framework. From this exercise prioritized outputs were included in the current country programme document (CPD) and has served to develop four programmatic strategic notes to support the integration of a gender equality approach for transformative results across priority areas in UNICEF Goal Areas. Progress remains to be made in terms of ownership, shared understanding and tailored technical support for the implementation of these priorities, as well as the integration of a gender lens across CO programmes. For staff that were cognizant of the documents, they were perceived as useful for describing UNICEF's approach to transformative results for gender equality and supporting advocacy and programmatic work. Global frameworks remain at a conceptual level and are not specific enough in terms of how transformative results are to be achieved through integrating gender equality in the work of different programme sections, including in emergency settings, as well as UNICEF's positioning on how to approach sensitive rights issues.

### 2. Gender-related organizational changes and performance enablers of the GAPs

The Peru CO scores highly on the GAP Standard Index and has a dedicated gender team focusing on implementing adolescent empowerment programmes which have benefited a large number of adolescents from vulnerable backgrounds. For example, ChicasTec targeted over 9,000 adolescent girls and Más Poder Adolescente targeted 10,000 girls. Gender analysis is regularly conducted and used for both programmatic and advocacy purposes and several key studies related to gender equality have been published by the Peru CO. Programme sections' monitoring and evaluation (M&E) frameworks do not adequately reflect gender-transformative results. The Peru CO has consistently met GAP criterion on gender equality expenditure since 2018, except in 2022, with

variations in the level of investment in gender equality results between Goal Areas. Data on gender equality expenditure however, does not accurately reflect the full range of investment due to reporting issues in the tagging system. Effective allocation of funds for gender equality among programmes has been hampered by siloed working and competition for resources. The Peru CO has also developed strong partnerships with women-led organizations as well as grassroots adolescent networks through civil society partners. Women-led organizations are more closely involved in programme design while grassroots adolescent networks and their umbrella organizations are focused on implementation of pre-designed interventions. UNICEF's reference ministry for work on gender equality, and with whom it has built a strong partnership is the Ministry of Women and Vulnerable Populations (MIMP) at both central and decentralized levels. Integrating gender equality considerations with other ministries such as the Ministry of Health (MINSA) and Ministry of Education (MINEDU) has been challenging in the current context of backlash against gender equality and rights. However, UNICEF has been able to leverage children's health and education rights as entry points to promote gender equality in those settings.

While there have been successful joint advocacy initiatives with other UN agencies, programmatic collaboration on gender equality have been limited. The level of ambition and positioning of the Peru CO on gender equality, especially in advocacy, appears to be highly dependent on the personal motivation of CO leadership. Whilst this speaks to the power of staff commitment, it brings into question the degree to which accountability mechanisms and incentives are effective in ensuring a harmonized approach over time and across UNICEF. There is strong consensus among all staff consulted in UNICEF that gender equality is an important part of their work, and staff across sections described different strategies they employ to integrate a gender lens in their work. However, there are diverging views among staff on what gender equality results should be pursued and how gender equality translates into practice in their area of work. Similarly, there have been several initiatives undertaken by management and human resources (HR) to promote gender equality in the workplace following concerns raised in the global staff survey and pulse check survey. Building on those efforts, there is room to further address the persistence of some elements of a machismo culture where voice, agency and leadership of women are not always considered on par with that of male colleagues. This is compounded by

a lack of trust in the mechanisms in place to redress instances of abuse of power and discrimination in the workplace. There are active networks in the Peru CO such as the staff association and young UNICEF that offer avenues to further address these concerns.

Overall, the staff composition appears to have a higher proportion of female staff, over 70 per cent. Based on a change in the GAP Standard Index benchmark of parity defined as having between 47 and 70 per cent of female staff in 2023, the Peru CO did not meet the indicator on gender parity in 2023, which has encouraged the CO to prioritize the recruitment of men to reach a more balanced staff composition. However, these efforts may need to be re-examined to ensure that they do not feed into existing factors of gender inequality and to consider parity at all levels of seniority. For example, parity at the chief of section level has not been achieved with most specialist positions being occupied by men.

### 3. Programmatic results for gender equality

Gender equality has been successfully promoted in priority areas within the different sections. Achievements include supporting MINSa and MINEDU to design and implement a programme on early pregnancy; piloting and supporting MINEDU to scale up the training of teaching personnel in gender equality, gender-based violence (GBV) prevention and comprehensive sex education; offering referral services and support to girls survivors of sexual violence in detention centres; and developing a programme on menstrual hygiene for girl migrants. Peru CO has conducted successful advocacy campaigns on key gender equality issues. It has, in recent years, advocated with other UN agencies to ensure the rights of adolescent girls to access safe therapeutic abortion and contributed to the adoption of a law prohibiting child marriage in 2023 with the United Nations Population Fund (UNFPA). Peru CO has established a coordination space and strong partnerships on gender with the government at the national level, in particular with MIMP and the Ministry of Development and Social Inclusion. These partnerships allow UNICEF to use its programmatic experience to provide evidence-based technical assistance and scale up good practices through the government. There are, however, concerns about the sustainability and scalability of the results of UNICEF interventions, given the short-term nature of its project cycle and the focus on demonstrating programmatic results in those timeframes. Peru CO

achievements on gender results are most evident in dedicated programmes for adolescent girls implemented by the gender team, such as ChicasTec and Más Poder Adolescente which have a strong regional footprint in Loreto, Ucayali, Huancavelica and Lima Norte. These programmes have reached vulnerable adolescent girls such as Venezuelan migrants and girls from socially deprived areas, and participants have benefitted from capacity building in professional skills as well as life skills on leadership and gender equality. Rapid results in terms of adolescent girls' empowerment can, however, fall short of leading to transformative changes in gender equality if adverse socio-cultural conditions are not successfully addressed. Changes in capacities, attitudes and practices in the broader community, family, schools and services providers with which the adolescent girls interact daily happen over a longer timeframe and require sustained, multisectoral interventions. UNICEF has dedicated part of its gender resources to these aspects, but this stream of work has not been as prominent as the interventions focused on individual-level change with girls. The adolescent girls-focused programmes would benefit from better integration at a regional level with the work undertaken by sections in UNICEF to address the root causes of gender inequality. Consultations with relevant stakeholders such as local government, private sector actors, non-governmental organizations and development partners reveal that programmes are unevenly integrated into existing adolescent and youth participation structures at the local level, which could help sustain and institutionalize the benefits of UNICEF programmes beyond their implementation.

## Conclusions and lessons learned

The longstanding commitment to the Gender Policy and GAP implementation by the Peru CO is reflected in the Gender Strategic Note and other tools that have been put in place. However, the socialization and use of such tools require more support to build a common understanding as well as value clarification on gender equality programming among staff. Beyond the targeted interventions led by the gender team and executed in coordination with both sections and multiple government counterparts that have a clear gender equality focus, there is need for a stronger focus in this area in interventions implemented by programme sections, that mostly adopt a gender-responsive approach.

Having a gender team placed under the deputy representative has allowed Peru CO to develop strong programmes targeting adolescent girls' empowerment and collaborative efforts between the gender team and programme sections has led to prioritized outputs to address barriers to accessing services for adolescent girls and ensure a conducive, service delivery environment. The articulation of these efforts with girls' empowerment work in intervention areas should be further strengthened to ensure that transformative changes can be sustained by local actors beyond the timeframe of the project. This requires the gender team and programmatic area team leads to collaborate closely to develop these synergies.

Reporting according to gender financing guidance and the global GAP M&E framework does not fully capture the CO's gender work or reflect gender equality results as the GAP monitoring system largely focuses on quantitative, process-focused measures. While output indicators on implementing a gender equality approach for transformative results in the Goal Areas were developed as part of the Gender Strategic Note, these are inconsistently captured in regular reporting. Processes that track financial investment on gender are complex, and the Peru CO would benefit from more support from the RO and headquarters (HQ) to fully reflect gender equality spending.

The Peru CO has built partnerships with women's rights organizations (WROs) and works with adolescent groups and networks to promote gender equality results. UNICEF programmes appear effective at fostering adolescent participation in programme monitoring and implementation, but less so in programme design. Although the Peru CO has established long-term partnerships with WROs and umbrella organizations, the short timeframe of interventions is at odds with the transformative ambition of the programmes, so engagement with adolescent groups is often short-lived.

Although there has been an improvement in the workplace culture on gender, there remains gender equality, diversity, equity and inclusion issues as reflected in pulse check and staff survey results for Peru. There is a consensus among staff who participated in staff workshops that current conciliation and global redress mechanisms are not effective or trustworthy, leading to under-reporting of cases of misconduct. CO management has strived to promote more diversity in the composition of national staff to better reflect the socio-cultural profile of Peru's

population. While gender parity is achieved overall, there remains gender imbalances in favour of men at senior level. The Peru CO did not meet the GAP Standard Index parity indicator target in 2023 due to 70 per cent of staff being female, and concerns were raised about redressing the gender imbalance through preferential recruitment of male candidates.

Peru CO has been able to use its specific mandate on the rights of the child and adolescent girls as an entry point to promote gender equality through its programmes and on issues such as child marriage, GBV and therapeutic abortion. There is scope to extend partnerships, including with other UN agencies, to capitalize on influencing and advocacy opportunities and tackling sensitive topics (such as joint advocacy with UNFPA). UNICEF has a particular added value on the issues of the girl child and adolescent sexual and reproductive health rights (SRHR), including in schools.

In conclusion, addressing the root causes of gender equality is complex and changes in the enabling environment require a multi-sectoral approach. Currently, emphasis is placed on individual girls' empowerment as this yields fast results which are instrumental for advocacy and fundraising with donors. Work has been initiated by the Peru CO via outputs prioritized in the current CPD on preventing teenage pregnancy, early unions, and sexual violence, integrating equitable parenting into gender roles and establishing a national care system. However, more remains to be done to articulate the targeted programmes on girls empowerment with the different sections' work in the CO, to ensure stronger integration in intervention areas.

Overall **lessons learned** from this country case study include:

- ▶ Having a dedicated gender team placed under the deputy representative with a dedicated budget to implement targeted programmes allows the CO to fulfil its niche role on girl leadership and empowerment. This set-up is, however, insufficient to ensure adequate support and integration of a gender equality approach across programmatic work. This requires strong capacity and accountability from the sections, as well as dedicated technical assistance time from the gender team and leadership oversight.
- ▶ Peru CO positioning on gender equality from a child rights perspective, together with its influence and convening power with the government, gives the organization a unique position

and added value. The CO can further its goals through fully employing these levers in joint advocacy initiatives with other UN and like-minded organizations.

- ▶ Parity conceived as a numerical issue can lead to obscuring the question of women's voices, agency and leadership. In particular, the HQ decision to consider that a CO with over 70 per cent female staff is no longer meeting the parity indicator from 2023 must be carefully understood in terms of its implications on HR management. In addition, parity should be envisaged not only at the overall CO level but also by positions according to decision-making power.

## Recommendations


These recommendations are presented in order of priority and were derived from the evaluation's findings and conclusions. They were validated with the CO and the RO during a workshop in October 2024. The recommendations are addressed to the Peru CO and LACRO.

**Recommendation 1: UNICEF should ensure better integration between the gender team and programme sections on gender equality.**


For the CO:


- ▶ Maintain targeted programming on adolescent girls' empowerment as the flagship contribution of the Peru CO to gender equality results.
- ▶ Ensure the implementation of the agreed priorities in the Gender Strategic Note by integrating agreed activities in respective workplans and other relevant documents such as biannual plans and proposals.
- ▶ Review priority areas for technical assistance in each of the sections on gender equality.
- ▶ Increase the level of technical support on gender equality integration to the different sections. Technical assistance may be provided by the UNICEF Latin American and Caribbean Regional Office (LACRO), the gender officer and/or external consultant services.

- ▶ Revitalizing the gender task team under the leadership of the deputy representative. Outline the role and responsibilities of specialists in the programme sections in implementing the common gender equality outputs, with the technical support of gender focal points, including this responsibility in their workplan and performance review, and dedicating a percentage of their time to this function.
- ▶ Continue to strive to distribute gender funding among sections to reflect the priority given to addressing the socio-economic factors of gender inequality and effectively leverage the breadth of UNICEF programmes to advance gender equality.

 **Priority:** Very high


 **Timeframe:** Within the next year


 **Responsible units:** Peru CO management, programme management team, section chiefs (programme) and gender team


 **Cost implications:** Cost implications are staff time to fulfil focal point functions, other implications are neutral/cost-saving


For LACRO:

- ▶ Support the Peru CO in reviewing the Gender Strategic Note and starting the process of revitalizing the Gender Task Force.
- ▶ Facilitate access to capacity strengthening resources to support tailored integration of gender in programme sections (both specific "how to" guidance for each section and generic gender and value clarification work to foster a common approach).
- ▶ Engage with the gender team at HQ as well as with gender staff in COs in a reflection session on how the M&E system can better capture outcome and output level gender equality results.

 **Priority:** Very high

 **Timeframe:** Within the next year

 **Responsible units:** LACRO, regional gender team, regional programme planning and monitoring team, and regional evaluation team


 **Cost implications:** Cost implications are staff time to fulfil focal point functions, as well as contracting consultant services if this option is retained to offer additional support to the sectors


**Recommendation 2: UNICEF should maintain and expand the advocacy and influencing work of the Peru CO on gender equality through both advocacy campaigns and programmes.**


For the CO:

- ▶ Based on UNICEF's unique mandate on the rights of the child and adolescent, define a common approach and level of ambition to drive gender equality work in all sections.
- ▶ Capitalize on existing partnerships to enhance advocacy efforts on gender equality, in particular with other UN agencies and development partners and well as civil society organizations.

 **Priority:** High

 **Timeframe:** Within the next year


 **Responsible units:** Peru CO management and gender team

 **Cost implications:** Neutral, potentially supporting UNICEF Peru's fundraising efforts on gender equality


For LACRO:

- ▶ Support dialogue with UNFPA at the regional level to ensure that respective roles on gender equality and modalities of collaboration are clearly outlined for the respective COs as part of current dialogue.
- ▶ Share good practices from the Peru CO on advocacy initiatives on gender.

 **Priority:** High

 **Timeframe:** Within the next year

 **Responsible units:** LACRO gender team


 **Cost implications:** Neutral, potentially leading to cost saving through more efficient allocation of resources


**Recommendation 3: UNICEF should maximize the contribution of programmes to the capacity and sustainability of adolescent networks with which UNICEF partners.**


For the CO:

- ▶ Building on existing experiences, ensure that the intervention design includes improving the organizational capacity of adolescent networks and umbrella organizations alongside the implementation of project activities.
- ▶ Ensure the involvement of adolescent groups in the design phase of interventions, that the existing structures can support them, for example in local government, academic institutions or national and international NGOs beyond UNICEF implementing partners. Ensure that those structures are engaged in referral systems so that adolescents have access to continued support after the project timeframe. These efforts should be framed as a continuation of UNICEF long-term engagement with MIMP and other key ministries at the national level.

 **Priority:** High





 **Timeframe:** In the next two years

 **Responsible units:** Programme management team, section chiefs (programme) and gender team

 **Cost implications:** Neutral does not require additional resources but affects the design of programmes

For LACRO:

- ▶ Support the CO to develop ToCs with milestones on the path towards sustainable change as part of programme design, so that short term projects can be leveraged to contribute to longer term goals and transformative change.
- ▶ Review partnership modalities to encourage capacity building of umbrella organizations and networks that can work with adolescent girls and youth groups sustainably.





 <b>Priority:</b> High
 <b>Timeframe:</b> In the next two years
 <b>Responsible units:</b> LACRO gender team, regional programme planning and monitoring team, regional evaluation team
 <b>Cost implications:</b> Neutral, does not require additional resources but affects the design of programmes

**Recommendation 4: UNICEF should maintain and increase efforts on improving workplace culture on gender equality, inclusion and diversity**

For the CO:





- ▶ Taking stock of the global staff survey and pulse check survey, continue to provide and increase management support and visibility to the efforts made by staff representation groups such as the staff association and young UNICEF in addressing gender equality and other concerns among staff and empower them to provide safe spaces for female and male staff to express their views and propose ways forward.
- ▶ Promoting women’s voices, agency and leadership in the CO beyond ensuring numerical parity, including through consistent messaging from senior management on this and looking to promote and support female staff in positions of chief of section.
- ▶ Implementing a capacity building plan including externally facilitated value-clarification work on gender equality and other concerns in the workplace under the oversight of the HR section.

- ▶ Ensuring that HR staff are better equipped to adequately support personnel to use redress mechanisms when needed, through mediation at CO level to improve confidence and understanding on how conflicts, cases of abuse and discrimination are handled.

 <b>Priority:</b> High
 <b>Timeframe:</b> Within the next year
 <b>Responsible units:</b> Peru CO management, HR team, and gender team
 <b>Cost implications:</b> Costs associated with capacity building in terms of staff time

For LACRO:

- ▶ Support the CO to develop and monitor the implementation and effectiveness of its capacity building plan on gender equality, including by identifying specific training resources and technical products on gender integration relevant to each programmatic area.
- ▶ Consider providing clear guidance on parity in staffing, including paying attention to parity in decision-making positions and across functional areas, and providing strategic guidance on how to appropriately foster gender equality in the workplace in a context where the majority of CO staff are female.

 <b>Priority:</b> High
 <b>Timeframe:</b> Within the next year
 <b>Responsible units:</b> LACRO gender team, and regional HR team
 <b>Cost implications:</b> Limited cost implications relating to staff time to follow up on the capacity building plan and identifying relevant technical resources



# 1

## Introduction

This evaluation case study forms part of the evaluation of the UNICEF Gender Policy and Gender Action Plans (GAPs). The purpose of the case study was to explore the implementation of the Gender Policy and the GAP 2 and GAP 3 in Peru, looking at both the contribution to shifts within the organization, as well as gender-related programmatic results for women and girls. Conceived as a learning exercise, it aimed to serve the Country Office (CO) to improve its work on gender. As part of the evaluation of UNICEF Gender Policy and GAP, the findings from this case study were compared with those from other countries, and analyses triangulated with other data sources to contribute to the global evaluation report.

An appreciative enquiry approach was adopted to select the countries for an in-depth case study. The selection of countries was made during the inception phase. COs that have effectively brought about institutional shifts in gender work, or countries that have reported gender equality results that are transformative were first identified, according to the UNICEF reporting mechanisms (GAP Standard Indicators). Regional Offices (ROs) were consulted, and the final selection also took into consideration the need for a sample of COs that was 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).<sup>2</sup>

Peru was selected as an upper middle-income country with a low Gender Inequality Index (GII) score, a development context, a medium-sized CO and mid-range budget, and the highest gender spending in the region. The Peru CO also implements gender flagship programmes, reports transformative gender equality results, and met the GAP Standard Score in 2023.

The case study report presents the findings of the evaluation of UNICEF performance and results in implementing the Gender Policy and the GAP 2 and GAP 3 in Peru CO. In terms of the structure, section 2 provides key data on the country context, since this is an important framing for understanding the programme focus and spend. It also gives an overview of UNICEF country programme and priorities and detail on objectives and scope; section 3 elaborates the methodology; section 4 presents the evaluation findings, organized per evaluation question; section 5 presents conclusions and lessons learned; and section 6 contains the recommendations. The report is also supplemented by nine annexes which are included in a separate document.



## 2

## Background

### Context of the evaluation

#### Overview of the country context

Peru is an upper middle-income country which ranks 87 out of 193 countries in terms of human development index. In terms of the gender equality context, Peru presents average scores on international indices. It is ranked 85 out of 166 in terms of GII which includes indicators on reproductive health, empowerment, and labour market access<sup>3</sup> and ranks 36 out of 91 countries in terms of the gender social norms index (GSNI). The country also achieves one of the four indicators of the Sustainable Development Goal (SDG) 5 on gender equality.<sup>4</sup>

However, gender equality issues and related forms of violence and discrimination are still prevalent in the country, with strong regional differences. Harmful gender norms normalize adolescent pregnancies and early unions<sup>5</sup> and of all adolescent girls aged 15-19 years, over 8 per cent are pregnant or mothers, which is considerably higher in rural areas (17 per cent) than in urban areas (6 per cent).<sup>6</sup> Almost a third of survivors of violence who accessed women's emergency centres were under 17 years of age,<sup>7</sup> and over 93 per cent of survivors and victims of sexual violence were girls and adolescent girls. Femicides and missing girls, adolescent girls and women are still pervasive issues.<sup>8</sup>

The evolution of this situation over time shows a mixed picture, with key improvements over the past ten years while other aspects appear to worsen. In terms of improvements, the rate of women aged 15-29 years who experienced physical and sexual violence in the last 12 months by a spouse or partner decreased from 13.6 per cent in 2011 to 8.4 per cent in 2023<sup>9</sup> and the adolescent fertility rate halved between 2003 and 2021 to 33.7 per 1,000 women aged 15-19 years.<sup>10</sup> However, there is evidence that early unions may be slightly on the rise, with 19.2 per cent of women aged 20-24 years reportedly having been married or in a stable union before the age of 18 years of age in 2023, compared to 18.8 per cent in 2011 (the figure is 2.9 per cent in 2023 and 2.6 per cent in 2011 when considering the age of 15).<sup>11</sup> There are also specific population groups where women and girls may face increased risk of being exposed to GBV and discrimination due to other intersectional factors. A key factor in this respect has been the Venezuela crisis. At the end of 2023, Peru hosted 1.61 million Venezuelan refugees and migrants, of which almost two thirds need assistance<sup>12</sup> and over a third are under 19 years of age and roughly half are women.

MIMP is the main ministry working on women and girls' rights in Peru and focuses on sexual and gender-based violence (SGBV) against adolescent girls, violence against adolescent girls and early pregnancies. Key policies include the 2019 National Policy on

Gender Equality and the National Multisectoral Policy for Girls, Boys and Adolescents by 2030. Peru also enjoys a relatively advanced legislative framework in support of gender equality. Relevant legislative texts include a 2023 law against child marriage (n. 31945); a 2018 bill promoting education for teenagers who are pregnant or have children (n. 02391/2017-CR); and a 2015 law to prevent, eradicate and punish all forms of violence against women and against members of the family group (n. 30364), which resulted in the creation of the National Programme for the Prevention and Eradication of Violence Against Women and Family Group Members (Programme Aurora). The Supreme Court of Justice confirmed the constitutionality of abortion on therapeutic grounds – however this is the only case where abortion is legal in the country. In terms of human rights, the government accepted and committed to implementing 190 of 202 recommendations issued as a result of the 2023 Universal Periodic Review. Accepted recommendations cover

areas like human trafficking; gender equality; the fight against GBV; and the effective protection of the rights of women and children and adolescents.<sup>13</sup>

Despite these advances, there appears to be a context of backlash in the country from some sections of society and political forces against gender equality and the rights of women, girls and LGBTQI+ people. Across data collection, respondents described Peruvian society, particularly in rural areas, as very conservative and depicted the current dominant ideology in MINEDU and MINSA as ultra-conservative. An 'anti-Agenda 2030' civil society movement exists, amplified by social media critiquing comprehensive sexual education (CSE) and abortion rights. This complex context, together with the frequent changes in ministers, presents challenges to UNICEF's mandate and work on gender equality, making it very sensitive to discuss and engage on certain issues such as CSE with government counterparts.

## Overview of UNICEF work in Peru

UNICEF has worked in Peru for 75 years.

**Table 1.** CO overview

<b>Size of the CO (staff)</b>	68 staff, 48 UN volunteers and 7 interns (July 2024).
<b>CPD years and budget</b>	2022-2026, US\$4.25 million (regular resources) and US\$40.75 million (other resources and other resources emergencies)
<b>Field offices</b>	Loreto, Huancavelica, Lima Norte, Tumbes, Ucayali

**Source:** UNICEF Internal Database System: inSight

The CPD is aligned with the vision of Peru for 2050, and specifically with two of its goals: (a) People reach their potential with equal opportunities and without discrimination and (b) A democratic, peaceful society, which is respectful of human rights and free from fear of violence. It is also aligned with the strategic priorities of the United Nations Sustainable Development Cooperation Framework through strategic priority 1, people's well-being and equal access to opportunities, and strategic priority 4, effective democratic governance and equitable exercise of citizenship, as well as with the UNICEF Strategic Plan 2022-2025, through its Goal Areas, and the UNICEF GAP 2022-2025. In accordance with the GPR, the programme focuses on transformative programmatic actions in five areas: the care system; completion of secondary education; adolescent pregnancy/motherhood and early unions; SGBV against women, girls and

adolescents; and empowerment of adolescents in science and technology.<sup>14</sup>

In terms of programmes targeting adolescent girls, ChicasTec aims to reach 9,150 young women and girls by 2025, and Más Poder Adolescente 2022-2025 targeted 10,000 girl leaders during its implementation. In terms of gender equality results integrated across Goal Areas, key reach indicators for Peru are:

- ▶ Between 2018 and 2023, 138,809 children who had experienced violence, exploitation, abuse and neglect were reached by health, social work or justice/law enforcement services through UNICEF-supported programmes (International Organization for Migration (IOM), UN High Commissioner for Refugees (UNHCR), UN Office on Drugs and Crime, World Health Organization (WHO)).

- ▶ In 2023, 1,362 women, girls and boys in humanitarian situations were provided with risk mitigation, prevention and response interventions to address GBV, through UNICEF-supported programmes.
  - ▶ In 2023, 30,000 adolescents (aged 10-19 years) had access to a safe and accessible channel to report sexual exploitation and abuse by humanitarian, development, protection and other personnel.
  - ▶ In 2023, 4,200 adolescent girls (aged 15-19 years) reached through UNICEF-supported programmes had their menstrual health and hygiene needs addressed.
- Peru CO's main gender programmes focused on adolescent girls are outlined below (*see Table 2*).

**Table 2.** Overview of Peru CO gender programmes

Programme	Focus	Geography	Funder(s)	Budget	Duration
<b>ChicasTec/ +GirlsTECH</b>	Empowering adolescent girls and women in science, technology, engineering and mathematics (STEM)	Lima Norte	UNICEF 2022-2025 Gender Equality Thematic Pool - Global	US\$365,000 (second phase)	2020-2022 (Phase 1) 2023-2025 (Phase 2)
<b>+ Más Poder Adolescente</b>	Adolescent girls' empowerment and leadership	Loreto, Lima Norte, Ucayali, Huancavelica	UNICEF Set-Aside	US\$950,000	2022-2025
<b>Education and Rights for Marginalized Adolescents in Peru (De Adolescentes)</b>	Support to and opportunities for adolescent girls	Carabayllo, Huancavelica, Loreto, and Ucayali	Global Affairs Canada	US\$14 million (first five years) plus US\$102,000 (last year)	2017 – 2024
<b>+Voces En Acción</b>	Adolescent girls' agency and leadership around climate change	Loreto, Lima Norte, Huancavelica	UNICEF 2022-2025 Gender Equality Thematic Pool - Global	US\$65,000	2022-2023
<b>Strengthening capacities and opportunities for Venezuelan migrant adolescent girls' entrepreneurship</b>	Strengthen the skills and knowledge of Venezuelan adolescent migrant girls for independence in decision-making, economic autonomy, agency and leadership to contrast GBV; and achieve the institutionalization of a model network of adolescent migrant entrepreneurs.	Carabayllo, San Martin de Porres, Villa El Salvador	Global Affairs Canada	US\$134,702	2022-2023

<b>Adolescent Girls' Health and Protection in Peru</b>	Rights of indigenous and rural adolescents, especially girls, and respond to their needs by preventing pregnancy, addressing mental health concerns and providing a protective environment from violence	Ucayali, Loreto, Huancavelica and Northern Lima	Zonta International	US\$1,000,000	2020-2022
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**Source:** UNICEF Internal Database System: inSight

UNICEF main government partners include MIMP, MINEDU, MINSA, Public Prosecutor's Office, the National Youth Centre Programme, the Ministry of Justice and Human Rights, Ministry of Development and Social Inclusion, Ministry of Housing Construction and Sanitation, Ministry of Economy and Finance, National Institute of Statistics and Informatics, and National Institute of Civil Defense. UNICEF also engages with congress on advocacy.

The Peru CO collaborates with media organizations, academic institutions, think tanks, and private sector companies. Collaboration also takes place with other UN agencies in emergency response, like Cyclone Yaku in 2023, and on specific initiatives like the national care systems with the International Labour Organization (ILO) and other UN agencies but does not implement joint programmes with other agencies. The Peru CO has numerous implementing partners including CSOs, religious institutions, and local and international NGOs, including Resilience Empowerment Transformation (RET), World Vision, CARE, Hebrew Immigrant Aid Society, Cooperazione Internazionale, Fondazione L'Albero della Vita América, Internazionale Acción contra el Hambre, Ayuda en Acción, Plan International, and SOS International Children's Village, Warmi Wasi, Asociación Benéfica Prisma, Alternativa, Sociedad y Discapacidad (SODIS), Instituto de Desarrollo Económico y Social (IDES), Instituto Peruano de Educación en Derechos Humanos y la Paz, Centro Iberoamericano de Derechos de la Niñez, RED SUMA, Salud Sin Límites, Asociación Kallpa.

Total CO expenditure reached almost US\$13 million and almost US\$19 million in 2022 and 2023 respectively. UNICEF received support from development partners, including contributions from the Government of Canada and UNICEF National Committees in United States of America, Germany, and Spain, Zonta Foundation, and the Spanish Agency for International Development Cooperation. For emergency projects, UNICEF received funding from the Bureau of Population, Refugees, and Migration, European Commission Humanitarian Aid, the Republic of Korea, Canada, and Education Cannot Wait.<sup>15</sup>

## Purpose, objectives and scope

### Purpose and objectives

This evaluation case study aimed to assess UNICEF performance and results in implementing the Gender Policy and the GAP 2 and GAP 3 in Peru from 2018-2023, including the progress made in the course of 2024. It is a learning and accountability exercise and is part of the evaluation of the UNICEF Gender Policy and Gender Action Plans. The global evaluation report<sup>16</sup> will be presented to the UNICEF Executive Board in 2025.

The specific objectives of the evaluation case study were:

- ▶ To assess the relevance and coherence of the Gender Policy, GAP 2 and GAP 3 in supporting gender equality and adolescent girls' empowerment from the point of view of UNICEF mandate (i.e., Convention on the Rights of the Child (CRC), Convention on the Elimination of all forms of Discrimination against Women (CEDAW), Convention on the Rights of Persons with Disabilities (CRPD), Core Commitments to Children (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.

### Scope

The main evaluation was global in scope, with in-depth case studies in a sample of countries, including Peru and spanned from 2018 to 2023, covering the implementation of GAP 2 and half of GAP 3.

The evaluation covered three main components:

- ▶ The Gender Policy and GAP conceptual framework: The evaluation examined the positioning of gender in the UNICEF Strategic Plan by analysing the Gender Policy, GAP conceptual framework and ToC.
- ▶ Institutional enablers and their implementation: The evaluation assessed how the GAP is implemented, including programming processes, monitoring systems, financial resources, leadership and accountability, at the HQ, RO and CO level.
- ▶ Programmatic results and integration of gender equality across programmes: The evaluation examined overall programmatic results based on available indicators and implemented activities and assessed the outputs and the contribution to outcomes as defined in the GAPs in the selected case studies. In particular, the evaluation assessed to what extent UNICEF has mainstreamed gender equality across its five Goal Areas in the Strategic Plan.

The evaluation ToC is included in Annex 8. The ToC guided the design of the data collection tools, by ensuring that interviews, focus group discussions (FGDs) and workshops focused on key outputs, outcomes and tested the assumptions highlighted with a variety of stakeholders, from within and outside the organization.

### Audience and use

As per the Terms of Reference (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". In particular, the case study country report aimed to help the CO – senior leadership and the gender team – to strengthen the integration of gender in policies and programmes. It also aimed 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 provided 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 agencies, and implementing partners – including women- and girl-led organizations.



## 3 Evaluation case study methodology

### Evaluation design and approach

#### Overall evaluation methodology and approach

The evaluation methodology used a mixed methods approach, including qualitative methods such as KIIs, document review, participatory workshops and focus group discussions (FGDs). Quantitative data included an analysis of programme and expenditure quantitative data, survey data (conducted for this evaluation), and the GAP Standard Index.

The approach was theory-based,<sup>38</sup> and an analytical framework described in the ToC, developed during the inception phase, was used, which helped to refine the change pathways that were implicit in the existing GAP ToC; to define explicit causal assumptions linking GAP support to identifiable results at the output, outcome and goal levels; and to refine the EQs to be investigated, against which findings and conclusions were reported. The ToC and assumptions 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 Gender Policy and GAPS and 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 is an approach to organizational culture change that focuses primarily on strengths. This approach was adapted to evaluate the GAP 2, GAP 3 and Gender Policy, identifying lessons on what is working well to inform recommendations to accelerate organizational change.

Mixed methods included collecting data qualitatively from individuals either through interviews, group discussions or workshops (see sampling below). For the participatory workshop with adolescents, youth-friendly tools were used. For the workshop with UNICEF staff, participatory tools were used to elicit information. Quantitative data included the review of more than 70 documents and analysis of country-specific expenditure data, GAP survey, GAP Standard Indicators and programmatic indicators. A survey was also conducted at the global level, and data from Peru was available from this survey. For qualitative tools used, please see annexes.

For the financial and expenditure data analysis, data was extracted from UNICEF's Cube database for 2018 to 2023 and analysed to draw trends in gender expenditure and in gender-transformative expenditure from 2022 (the start of GAP 2) also looking at expenditure by Goal Areas and GEM scores.

## Evaluation criteria and questions

The evaluation addressed three overarching questions related to UNICEF gender conceptual and policy frameworks, gender-related organizational changes and performance enablers and programmatic results:

- ▶ To what extent are the current Gender Policy and 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, CEDAW, CRPD, CCC) and the organization's commitments to the UN-SWAP on gender equality?
- ▶ 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?
- ▶ To what extent have UNICEF 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?

The detailed evaluation questions and sub-questions (and corresponding criteria) are outlined in the evaluation matrix in Annex 7. The evaluation covered the criteria of relevance, coherence, effectiveness, efficiency, impact and sustainability. Annex 5 describes the criteria applied to the Gender Policy and GAPs evaluation, drawing on Organisation for Economic Co-Operation and Development – Development Assistance Committee (OECD-DAC) criteria definitions as well as UNICEF definition of impact. In addition, the evaluation ensures that core principles such as do no harm (DNH) and leave no one behind (LNOB) are adhered to and ensures that human rights, gender equality and equity considerations are built into the evaluation approach.

## Key stakeholder types included in the evaluation

The evaluation aimed to cover the breadth of stakeholder types identified in the overall evaluation methodology, and this framework was enriched through discussions with the Peru CO during the preparation phase to obtain a contextually relevant sample.

Table 3 below describes the sample of respondents consulted in Peru, and a full list of those is included in Annex 3 together with a summary of the breakdown of the different stakeholder categories.

**Table 3.** List of stakeholders met during the evaluation

Stakeholder type	Purpose	Method (KII/FDG/Workshop)	# overall	# women	# men
<b>Peru CO staff (including programme staff, gender focal points, HR staff and management)</b>	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/FGD	16	11	5
	To understand the perceived importance of gender as part of individual roles and as a cross-cutting priority within their work and explore workplace culture in relation to gender identity and inclusion.	Workshop	25	19	6
	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	9	7	2

<b>UN agencies and multilaterals</b>	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 contribution to gender equality and their comparative advantage.	KII	2	1	1
<b>Partners (incl. implementing partners, academia and private sector)</b>	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	6	4	2
<b>Government stakeholders</b>	To examine political will to support gender equality and explore their perceptions of UNICEF's contribution to gender equality.	KII/FGD	7	6	1
<b>Donors</b>	To explore the role of donors in supporting gender equality and their perceptions of UNICEF contribution to gender equality.	KII	2	2	0
<b>Adolescent and youth rights holders</b>	To explore the direct and perceived impact of UNICEF on youth.	Workshop	32	21	11
	To witness the implementation of gender programmes with adolescent girls.	Observation of programme activity	Unknown		

**Source:** Authors' data collection

## Selected sites for case study locations and sampling

Sites were identified to capture the contribution of UNICEF on gender equality in different contexts and programmes. Data was collected in Lima, where the Peru CO and key stakeholders, including central government bodies, are located. Data collection at central level was complemented by travelling to Lima Norte and Iquitos, the capital of the department of Loreto. In Lima Norte, the programme focused on addressing the needs of Venezuelan migrants and refugee girls. In Iquitos, the programme focused on adolescent girls in a context characterized by high rates of GBV against adolescent girls, early marriage and pregnancies. In these two locations, the evaluation team conducted KIIs with staff, local/regional government and implementing partners, adolescent workshops, and a staff workshop. Two additional staff workshops were conducted online for staff based in other field offices not visited by the evaluation team.

## Data collection

The case study took a mixed method approach, drawing on both primary and secondary data sources, including the following:

- ▶ A desk review: An in-depth review of over 70 programme documents, including evaluations, and programme reporting; internal workplace policies and work documents; expenditure metrics and programmatic indicators; global survey data for Peru.
- ▶ KIIs: 38 interviews with UNICEF staff and stakeholders took place both individually and in groups, using a semi-structured format.
- ▶ Adolescent workshops: 21 adolescent girls and 11 boys involved with UNICEF programming participated in four gender-segregated workshops to explore the impact of UNICEF work. This approach utilized participatory methods to build trust and rapport among the group and the facilitators.

- ▶ A participatory workshop: Overall, 23 Peru CO staff (16 female; 7 male staff) participated in five gender-segregated workshops to explore attitudes, perceptions, norms, barriers and enablers internally and externally.
- ▶ An evaluation survey: An all-staff survey was disseminated by the EO to HQ, ROs and COs to collect data on the views of staff on the implementation of GAP institutional enablers, both on organizational change enablers to deliver programmatic results (including the integration of gender equality in programme analysis and planning, use of monitoring data of gender equality, human and financial resources availability, partnerships) and on performance enablers focusing on gender in the workplace.

## Data analysis

The evaluation team used a thematic analysis approach<sup>17</sup> to analyse qualitative data from KIIs, FGDs and workshop outcomes 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, FGDs and the workshops was assessed using Dedoose, a qualitative and mixed method data software. Documents provided by the Peru 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 took place to ensure that an intersectional lens was applied. All data collected during the case study was disaggregated where possible by gender, age and disability, to ensure representation of a diverse range of voices and allow for sub-group analysis.

Evaluation findings are presented along the three overarching questions that frame the evaluation. The level of confidence for each finding is based on the following scale: High level of confidence (based on multiple sources of data and widely supported by stakeholders across the different categories of respondents); medium level of confidence (at least two sources of data, supported by several stakeholders that may be in the same category of respondents); and low level of confidence (single source of data, supported by few stakeholders in the same category of respondents).

A virtual emerging findings presentation was conducted with the CO and RO presenting emerging findings on achievements and areas for improvement.

## 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 DNH and LNOB were adhered to and ensured that human rights, gender equality and equity considerations were built into the evaluation approach.

All research is informed by ethical and safety considerations for research and informed by the UNEG ethical guidelines, WHO's ethical research guidance,<sup>18</sup> UNICEF procedure on ethical standards in research and evaluation and UNICEF ethical research involving children, UNICEF guidance on gender integration in evaluation, as well as SDDirect's ethical policy and the child protection and vulnerable adults (safeguarding) policy, which sets out values and principles and describes how the commitment to creating a positive and safe environment for children and vulnerable adults is met. All staff have received an induction on these policies.<sup>19</sup>

Additionally, ethical clearance was obtained for the overall evaluation through Health Media Lab<sup>20</sup> Ethics Review Board (ID 863MULT24).

## Limitations and mitigation measures

Several limitations impacted the scope and depth of the evaluation:

- ▶ Several interviewees (in particular from the private sector/academia) proposed by the Peru CO had had very little collaboration with the CO on gender equality and had limited contributions to make.
- ▶ Several adolescents who participated in workshops had not been engaged in programmes for some time.
- ▶ The evaluation team's requests for interviews with other UN agencies and the resident coordinator's office were unanswered.
- ▶ Not all participants completed the descriptive data monitoring form, which restricted the level of data disaggregation.
- ▶ Less UNICEF staff identifying as male joined staff workshops compared to their female counterparts, partly due to the gender-skewed composition of the CO.
- ▶ The survey response rate was low with only 9 out of 123 responding. As such, the survey results are only indicative and are only used to complement findings based on other sources of evidence throughout the report.
- ▶ Given the time and resources available to conduct the case study, some more in-depth analysis will be conducted as part of the final evaluation report at an aggregated level, for example, applying the gender continuum as an analytical framework across programmatic results.

Despite these limitations, the evaluation team was able to secure participation from all stakeholder groups envisaged in the case study design, surpassing the targeted number in most categories. Strong participation and documentation made available by the Peru CO means that the case study was informed by a strong evidence base.



# 4

## Evaluation findings

### EQ1 – Gender conceptual and policy frameworks

**To what extent are the current Gender Policy and 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, CEDAW, CRPD, CCC) and the organization’s commitments to the UN-SWAP on gender equality?**

#### In summary

The evaluation noted that awareness and common understanding of UNICEF’s ambition for gender equality results as laid out in the Gender Policy and GAP 3 was uneven within the Peru CO. For the staff that were cognizant of those documents, the Gender Policy and GAP were perceived as useful for describing UNICEF’s approach to transformative results for gender equality and supporting advocacy and programmatic work. *(High level of confidence)*

However, these global frameworks remain at a conceptual level and are unspecific in terms of providing indications on how gender equality results are to be achieved in the different programme section’s work, in emergency settings and on organizational positioning on how to approach sensitive rights issues. *(Medium level of confidence)*

The Peru CO has a longstanding commitment to global GAP implementation. It has conducted a GPR on the basis of which the CO has developed a Gender Strategic Note based on the GAP 3 framework; from which prioritized outputs were included in the current CPD and served to develop four programmatic strategic notes to support the integration of a gender-transformative approach across priority areas in UNICEF Goal Areas. *(High level of confidence)*

Progress remains to be made in terms of ownership, shared understanding and tailored technical support for the implementation of these priorities, as well as the integration of a gender lens across the programmes. *(High level of confidence)*

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

The level of familiarity of Peru CO staff of the Gender Policy and GAP 3 appeared variable. While most interviewees had some knowledge of the GAP, most considered their understanding of its content to be limited. This situation was more pronounced in the case of the Gender Policy, of which most staff beyond senior management and the gender team had no knowledge of. These findings are supported by the survey results which are based on a limited number of respondents in Peru: 44 per cent of respondents heard about the Gender Policy, and 55 per cent about the GAP. Interviews with partner agencies revealed that those frameworks are largely unknown externally. Several external respondents from UN agencies and other development partners expressed interest in knowing more about the UNICEF gender equality framework to understand their scope of work and focus of the organization on this issue.

Peru CO gender team respondents considered the global GAP a useful high-level guiding document, which helps emphasize transformative gender results as part of UNICEF mandate for both internal and external stakeholders. For the gender team, the Gender Policy and GAP also provide a sound basis to describe the dual approach to gender – that is, both integration across programme work and targeted gender results for adolescent girls. Respondents to individual interviews who had some knowledge of the GAP also considered it a useful document to frame the development of CO plans on gender based on a context-specific gender analysis for the country.

Nevertheless, respondents identified several aspects that the Gender Policy and GAP should provide more guidance on:

- ▶ While the documents clearly state the ambition of UNICEF on transformative results for gender equality, they are perceived as abstract and conceptual. In particular, Peru CO programme staff considered that specific gender-transformative results and how to measure those were not sufficiently articulated for each Goal Area.
- ▶ The GAP is not tailored to support the integration of swift and feasible actions in emergency contexts, where the urgency and complexity of the situation demand clear and actionable guidance. This lack of specificity limits the effectiveness of the framework in addressing gender equality challenges during crises, where rapid and targeted interventions are crucial.
- ▶ How to implement the Gender Policy and GAP guidance using UNICEF's current programming modalities. The way UNICEF programmes are delivered is at odds with the transformative ambition of the GAP. The timeframe of projects, often over a few months, especially in humanitarian settings, allows for awareness raising and possibly changes in individuals' perception of gender equality but can present challenges when aiming for, at-scale, long-term transformative changes in engrained harmful cultural norms.
- ▶ The global framework remains somewhat vague on certain contentious issues with which the Peru CO grapples, such as abortion, sexual violence and abuse, early unions, gender identity and SRHR of children. The lack of clear messages on the institutional positioning regarding such issues means that, in the words of a UNICEF respondent, "the CO needs to play on very fine lines; it makes it really hard for us to expose ourselves and choose our battles". On the other hand, a balance may need to be found between providing clear guidance on the gender equality and rights agenda and the need to provide flexibility for UNICEF COs to navigate these issues in a contextually sensitive way.
- ▶ Internal and external stakeholders consider that the GAP does not put enough emphasis on 'positive masculinities'<sup>21</sup> and the involvement of boys and men, especially fathers, in gender equality.
- ▶ The GAP does not include key intersectional thematic areas such as decolonial and anti-racist agendas.
- ▶ Other intersectional issues would benefit from being more visible in the GAP, such as the rights of LGBTIQI+ adolescents.

## Gender guiding framework used in the country

According to the evaluation ToC, the relevance and coherence of the GAP and Gender Policy are determined by the extent to which those have been translated or have inspired UNICEF national level policies and plans. This is reflected in the following assumption: A1. There is coherence between the GAP and Gender Policy, and between the GAP and other policies and plans across UNICEF. In the case of Peru, this assumption appears fully verified as the CO has a longstanding experience in using the GAP to guide its gender framework in both GAP 2 and GAP 3.

The Peru CO has developed a country level framework on gender equality, based on a GPR and a Gender Strategic Note inspired by GAP 3 that informed the development of the CPD. According to Peru's 2021 annual report<sup>22</sup>, this framework was developed through a consultation process with the sections, involving a series of meetings to discuss the content of the Gender Strategic Note. This process was supported by the LACRO gender team with the participation of staff from all areas of the Peru CO, as well as other stakeholders including adolescents. This exercise allowed for the prioritization of gender results of GAP 3 in the new CPD. The Gender Strategic Note identified 16 outputs, of which four have been prioritized in the CPD. In this way, the presence of outputs addressing structural gender issues in the CPD demonstrates alignment with GAP 3, as well as a pursuit of transformative gender results across different areas of the CO. For instance, output 1.3 specifically addresses preventing teenage pregnancy, early unions, and sexual violence; output 3.1 focuses on integrating equitable parenting into gender roles; and output 4.2 refers to the establishment of a national care system (addressing the unequal burden of care befalling to girls) within the social protection system.

These outputs, promoted with the technical assistance of the gender officer, were prioritized during the GPR workshop. Based on this, the gender team spearheaded the development of a 2021 Gender Strategic Note which translates the GAP in the context of Peru and highlights priorities for each section. This note has been further refined through specific strategic notes for each programme area (health, education, child protection, poverty and social protection) covering the period 2022-2026. The country level gender strategic document is grounded in a contextual analysis of gender equality issues and government priorities in the country. This country level framework on

gender equality constitutes a strength to integrate gender equality broadly across Peru's programmes and has contributed to the awareness of staff on the centrality of this agenda to UNICEF's mandate, enshrined over the period of GAP 2 and GAP 3. Staff that participated in the staff workshop as part of this evaluation highlighted the importance and relevance of having a national GAP, a strategy and a gender area that are transversal to all sections, considering it a "big change".

However, there is some room for improvement in terms of ownership and implementation of the national framework on gender. KIIs with chiefs of section as well as a review of a sample of programme documents and reports reveal that the linkages between the Gender Strategic Note and programmatic work on gender in the Goal Areas are sometimes tenuous (outlined in EQ3 – Programmatic results).

Several factors have been put forward by staff interviewed to explain this situation:

- ▶ A lack of specific technical guidance to support the integration of gender equality in each of the programme sections' work, both in terms of technical assistance provided to the chief of section and of technical tools tailored to each Goal Area. In this respect, it is noteworthy that the GPR provides a comprehensive analysis of contextual issues in Peru as a basis for specific results and indicators for each Goal Area, but there is less emphasis on analysing UNICEF current programmes as a basis for the prioritization of interventions. This finding is supported by interviews with programme staff that would welcome more tailored support in their area of work on how to integrate transformative programming approaches.
- ▶ There is a need for better communication. Some of the respondents across sections revealed that they did not know whether the Gender Strategic Note had been finalized given that its development had taken place over a long period of time. The staff survey results based on a limited number of respondents in Peru supports this finding, as 67 per cent of respondents did not know whether the CO had a GAP or said it did not have one.
- ▶ In addition, there are perceptions that more consensus building is needed in developing priorities and plans on gender equality across sections. During interviews, several programme respondents said that the final version of the Gender Strategic Note did not reflect the input provided

during the consultation process, and staff at subnational level considered that the process of the consultation did not allow them to fully discuss specific cultural issues on adolescent girls from their area, including in relation to humanitarian settings.

- ▶ The existence of siloed work hampers effective collaboration, in part due to competition for resources. Some respondents considered that effective allocation of gender equality funding between programmes had been hampered by isolated work and a level of competition for resources to operationalize the gender equality approach within the Peru CO.
- ▶ Staff's own diverse values and beliefs that can translate in diverse views on what gender integration in programmes should aim for, from focusing on the rights of children in general by ensuring equal access to boys and girls in programmes, to more transformative approaches. Interviews with Peru CO staff and discussions in the workshops conducted as part of the evaluation reveal that there are differing views on:
  - ▶ Where to place the needle between a focus on empowerment of adolescent girls through interventions targeting girls and working along

the socio-ecological framework to improve the social environment of girls, including through capacity building of school personnel and health and social services providers, working with the families and promoting positive masculinities;

- ▶ The extent to which UNICEF should be vocal about gender-based discrimination and human rights violations linked to those, or whether to promote gender equality to achieve programmatic results in health, education, poverty reduction or sanitation within a context of backlash against gender equality and rights in the country;
- ▶ The level of ambition and role of UNICEF on themes perceived as contentious such as CSE, access to safe abortion and sexual and reproductive health rights of adolescents, and the extent to which UNICEF should focus on the rights of LGBTQI+ children and adolescents.

As a result of the above, the high level of ambition in the Gender Strategic Note in terms of integrating a transformative approach across programmes does not appear to be matched by a sufficient level of implementation in programmatic work to support its objectives.

## 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?**

### In summary

The Peru CO scores highly on the GAP Standard Index measuring gender equality enablers in the organization. There is a dedicated gender team focusing on implementing adolescent empowerment programmes which have benefited a large number of adolescents from vulnerable backgrounds; for example, ChicasTec has reached over 9,000 adolescent girls and Más Poder Adolescente targeted 10,000 girls. *(High level of confidence)*

Gender analysis is regularly conducted and used for both programmatic and advocacy purposes and several key studies have been published related to gender equality by the Peru CO. *(High level of confidence)*

The M&E frameworks of programme sections are not currently adequately reflecting gender-transformative results. *(High level of confidence)*

The Peru CO has consistently met the GAP criterion on gender equality expenditure since 2018, except in 2022, with variations in the levels of investment in gender equality results between Goal Areas. Data on gender-transformative expenditure may not however accurately reflect the full range of investment by the CO, as some gender expenditure is not being reported accurately via the tagging systems. The effective allocation of funds for gender equality among programmes has been hampered by siloed working and a level of competition for gender equality resources within the CO. *(Medium level of confidence)*

## In summary

The Peru CO has developed strong partnerships with women-led organizations as well as with grassroots adolescent networks through civil society partners. Partnerships differ between those two types of organizations, with women-led organization being more closely involved in programme design while grassroots adolescent networks and their umbrella organizations are more focused on implementation of pre-designed interventions. *(High level of confidence)*

The reference ministry for UNICEF work on gender equality is MIMP at both central and decentralized levels, with which the CO has developed a strong partnership and stream of capacity building work, in particular from the gender team and in the child protection programmatic area. Integrating gender equality considerations in partnership with MINSA and MINEDU has been challenging in the current context of backlash against gender equality and rights. However, in some instances, UNICEF has been able to leverage children's health and education rights as entry points to promote gender equality issues in those settings. *(High level of confidence)*

While there have been successful joint advocacy initiatives with other UN agencies, programmatic collaborations on gender equality have been limited. *(High level of confidence)*

The level of ambition and positioning of the Peru CO on gender equality, especially in advocacy and influencing work, appears to be highly dependent on the personal motivation of the leadership. Whilst on the one hand this speaks to the power of staff commitment, on the other hand it brings into question the degree to which accountability mechanisms and incentives are effective in ensuring a harmonized approach over time and across the organization. *(Medium level of confidence)*

There is strong consensus among all staff consulted in UNICEF that gender equality is an important part of their work, and staff across sections have described different strategies they employ to integrate a gender lens in their work. However, there are diverging views among staff on what gender equality results the organization should pursue and how gender equality translates in practice in their area of work. *(High level of confidence)*

There have been several initiatives undertaken by management and the HR section to promote gender equality in the workplace following concerns raised in the global staff survey and pulse check survey. Building on those efforts, there is room to further address the persistence of some elements of machismo culture in the office where voice, agency and leadership of women are not always considered on par with that of their male colleagues. This is compounded by a lack of trust in the mechanisms in place to redress instances of abuse of power and discrimination in the office. There are active networks in the office such as the staff association and young UNICEF which offer avenues to further address these concerns. *(High level of confidence)*

Overall, the staff composition appears to have a higher proportion of female staff, over 70 per cent. According to the parity target in the global GAP Standard from 2023, COs do not meet the parity target where there is over 70 per cent female staff as is the case in Peru, which encourages COs to redress the gender imbalance through preferential recruitment of male candidates. However, these efforts may need to be re-examined to ensure that they do not feed into existing factors of gender inequality in the office and to consider parity at all levels of seniority, such as chief of section which has not yet been achieved, with the majority of specialist positions being occupied by men. *(High level of confidence)*

## Enablers for gender-responsive work

According to the evaluation ToC, institutional enablers for gender integration are the building blocks that UNICEF put in place to support the implementation of the GAP, underlying results in both programmatic and workplace aspects of gender equality. Therefore, examining these enablers in Peru is key to understand the extent to which the CO was able to operationalize the GAP. In this respect, the GAP Standard Index was introduced with GAP 2 to monitor and measure the organization's performance on the implementation of institutional enablers for gender equality by UNICEF offices. Peru has "met" the GAP Standard Index each year since 2019, except for 2022 (albeit only two percentage points short of the 70 per cent

of all criteria threshold to "meet" the standard), when a new, much more nuanced (but harder to "meet") GAP Standard Index was introduced. *Table 4* outlines the CO's scores for the 29 indicators within the nine key institutional elements/benchmarks or "criteria"<sup>23</sup> since between 2019 and 2023, when some correspondence exists in terms of criteria and indicators between GAP 2 and GAP 3, otherwise the scores are shown since 2022. In 2023, the two areas where the office scores lowest are capacity and staffing criteria.

**Table 4.** GAP Standard Index results for Peru

Criteria and indicators	Year				
	GAP 2			GAP 3	
1) Culture	2019	2020	2021	2022	2023
Have a system in place to prevent and respond to sexual exploitation and abuse.				1	1
Percentage of staff who agree with the gender equality statement.				0.57	0.57
At least one senior staff trained in gender equality.				0	NA
<b>Overall</b>				<b>52%</b>	<b>79%</b>
2) Staffing	GAP 2			GAP 3	
	2019	2020	2021	2022	2023
Meeting the GAP staffing guidance	0	0	1	1	1
Virtual parity at all IP/NO/GS levels	1	1	1	1	0
<b>Overall</b>	<b>50%</b>	<b>50%</b>	<b>100%</b>	<b>100%</b>	<b>50%</b>
3) Capacity	GAP 2			GAP 3	
	2019	2020	2021	2022	2023
At least one staff GenderPro credentialed				0	0
At least 50 per cent of staff took the mandatory foundational gender (pro) training				0	0
<b>Overall</b>				<b>0%</b>	<b>0%</b>
4) Leadership and accountability	GAP 2			GAP 3	
	2019	2020	2021	2022	2023
CO has a GAP	1	1	1	1	1
CO has leadership, oversight and accountability at an appropriate management level (deputy representative)	1	1	1	1	1
Country Programme Management Plan defines accountabilities to achieve gender results across sectors				1	1
CO organizes regular meetings on the implementation of the gender priorities				1	1
<b>Overall</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

5) Partnerships	GAP 2			GAP 3	
	2019	2020	2021	2022	2023
Partnership with women and youth groups in programme design and monitoring				1	1
Partnerships with grassroots girls' and women's rights groups				1	1
Integration of gender issues in key partnership documents (proposals, request for proposals, programme cooperation agreements, etc.)				0	1
CO has a joint programme on gender equality with other UN entities				1	1
<b>Overall</b>				<b>75%</b>	<b>100%</b>
6) Resources	GAP 2			GAP 3	
	2019	2020	2021	2022	2023
<b>% expenditures</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>0</b>	<b>100%</b>
7) Gender analysis and planning	GAP 2			GAP 3	
	2019	2020	2021	2022	2023
GPRs: Systematic analysis of gender power dynamics and gender relations	1	0	1	1	1
Clear gender results identified clear in key documents - CPD, annual workplan, regional office management plan/office management plan	1	0.67	1	1	1
Integrating UNICEF minimum standards for gender in the CCCs' in Emergencies				1	1
If operating in a humanitarian context, has the CO conducted a rapid gender analysis?				1	1
Core package GBV risk mitigation activities conducted during the reporting year?				1	1
Completion of gender analysis in the Emergency Preparedness Platform				0	0
<b>Overall</b>	<b>100%</b>	<b>33%</b>	<b>100%</b>	<b>83%</b>	<b>83%</b>
8) Gender data and M&E	GAP 2			GAP 3	
	2019	2020	2021	2022	2023
Gender results assessment module (RAM) standard indicators used in programming platform	1	1	1	1	1
Level of sex-disaggregation on RAM standard indicators				NA	NA
Level of sex-disaggregation on CSIs				NA	0.94
<b>Overall</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>97%</b>

9) Quality of gender results	GAP 2			GAP 3	
	2019	2020	2021	2022	2023
Reporting gender equality results that are transformative				1	0.57
At-scale programme addressing gender discriminatory roles and practices are implemented				1	1
Gender transformative child rights policies and programme identified and financed				1	1
GBV risk mitigation results reported against by sectors				1	1
<b>Overall</b>				<b>100%</b>	<b>89%</b>
<b>OVERALL</b>	GAP 2			GAP 3	
	2019	2020	2021	2022	2023
	<b>90%</b>	<b>77%</b>	<b>100%</b>	<b>68%</b>	<b>78%</b>

Source: UNICEF Internal Database System: inSight

### Staff capacity and gender architecture

According to the evaluation’s ToC, for the gender architecture to be effective in supporting the implementation of the GAP, the following elements must be in place:

A2. The gender technical focused staff have adequate power to influence decisions.

This assumption appears in part verified in Peru, as evidenced in the presence of a gender team across national and decentralized offices, placed under the programme coordination function. However, more remains to be done to ensure that this function is fully supported to influence and collaborate with other sections.

In terms of the gender architecture, Peru has consistently met the GAP staffing guidance targets since 2021. The country has a dedicated gender team, composed of a national officer, who coordinates and leads a team that includes a national UNV gender expert who has been engaged since 2021 and three UNVs hired in the field offices to implement the adolescent empowerment project that runs to 2024. In line with UNICEF Gender Equality Staffing Guidance, the gender team has responsibilities for both the implementation of dedicated adolescent girls’ programmes and for providing technical assistance on integrating gender equality in programmatic work.

Previously under the education specialist, the position of gender officer has been moved since 2022 under the deputy representative who is responsible for the coordination of programmatic work. This change was meant to enhance the position of the gender team in the organogram, providing it with the ability to implement its own programmes, while providing support to all sections. This has generally been positively perceived by internal and external stakeholders, allowing UNICEF to develop a recognized set of targeted programmes on adolescent girls’ empowerment. The gender team has been able to fundraise successfully based on the results obtained. For example, the good performance of the ChicasTec programme has brought consistent funding during six years for the Peru CO in recognition of the Peru programme’s high technical capacity.<sup>24</sup> However, some concerns about this set up were articulated by section staff, with the perception that this has created a parallel workstream that directly fundraises and implements interventions ‘in silos’, with less emphasis on technical assistance to sections. Internal and external respondents have shared their perception that combining these two roles in one position has been challenging in terms of available staff time to manage both direct programme implementation and timely support to the sections. In the staff workshops conducted as part of the evaluation with the field offices, groups also mentioned

the need for greater articulation of the gender area at the programme and territorial levels, providing some autonomy to the gender team representative to build synergies and influence decision-making with sections.

Despite progress on the composition and positioning of the gender team, there remain challenges in terms of its ability to influence decisions and effectively support the integration of gender in programmatic work. Indeed, for the gender team to be able to fulfil its mandate, there is a need for it to be adequately supported by complementary mechanisms within the sections. This relates to the ToC assumption: A9 There are sufficient incentives, structure and motivation to encourage cross-sectoral collaborations within UNICEF.

In Peru, key aspects of the gender architecture that would be responsible for supporting integration in programme work are not in place to support the role of the gender team. The Gender Task Force, composed of focal points in each of the sections, has been inactive for some time. A 2021 presentation by the gender team for a staff team meeting indicates that 62 out of 71 staff undertook the basic course 'I know gender', and mentions a training plan for staff, including for gender focal points. However, management staff interviewed considered that staff capacity in gender required more in-depth training. The indicator "At least 50 per cent of staff took the mandatory foundational gender (pro) training" has not been achieved in the period since 2018. This indicates that sections do not have sufficient capacity to effectively play their role in integrating gender equality in their work, based on which the gender officer would be able to provide support and quality assurance.

This situation has contributed to gender work in sections being insufficiently supported beyond the areas prioritized for support by the gender team, both at CO and field office level, which has been noted by both internal and external stakeholders. For example, staff workshop participants from both male and female groups in Lima noted that:

- ▶ There was a lack of technical resources to integrate gender in a cross-cutting manner. Participants considered that there were no tailored tools to help mainstream gender in the different sections' work.

- ▶ More capacity was required within sections to mainstream the transformative programming approach, as otherwise the responsibility for gender integration remained with the gender colleagues who had limited time to support sections.
- ▶ Although there is a general knowledge of gender, it is necessary to embed it deeper into the different programme sections. Since there are no clear guidelines on how to implement gender in the territories, it is left to the decision of the specialist with differentiated levels of knowledge on the subject.
- ▶ There is consensus that there is political will to implement gender equality, however, there is still room for improvement in the articulation of these efforts.

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

A key enabler for programmatic gender work is the conduct of a sound gender analysis to inform programmes, as reflected in the ToC assumption: A8. Good quality gender analysis is systematically conducted in documents informing and guiding UNICEF work at all levels. In Peru, this assumption is fulfilled at the level of the overall CPD, which is informed by a comprehensive gender analysis. In terms of specific programmes, while there is evidence of gender analysis conducted as part of some interventions design, more can be done to integrate gender analysis systematically in the development phase of projects.

The GPR was conducted as part of the development process of the CPD and integrated into its final version. This is a comprehensive review of the gender equality issues within the scope of work of the Peru CO, which also provides an analysis of current work undertaken by UNICEF on this and outlines priority gender results to be included in the CPD 2022-2026. The CPD references the GAP 3 2022-2025, and based on the GPR, identifies two key gender inequality issues: harmful gender norms that normalize early unions and pregnancies, and the care crisis whereby most domestic work falls to girls, hampering equal access to education and professional opportunities. The CPD mentions the need to adopt a gender-transformative approach addressing social norms that lead to GBV.

The CO has also commissioned various studies on gender equality. Examples in the adolescent girls' programme include an exploratory study on the digital gender divide and a survey of adolescents' perception of their empowerment as part of the preparatory and design phase of programmes. The Peru CO has gathered evidence on sexual violence against girls, adolescent girls' carers, early marriage, and school completion by girls through various surveys and studies involving adolescents. In emergencies, partnership agreements with implementing partners include a requirement that they conduct a rapid gender analysis and integrate gender equality in their activities. This approach is reported to be applied systematically, whether required by the funder or not. With respect to social norms change, the Vive Sin Fronteras programme was based on an analysis that identified current practices in adolescents, their aspirations and participation in the programme. It included a community mobilization strategy for social and behavioural change to promote migratory inclusion, based on the identification of perceptions, barriers and social norms that limit the participation of adolescent girls and targeted 75 adolescents around Lima and Trujillo to promote the leadership of Peruvian and Venezuelan adolescents and a programme in Tumbes building the capacity of 40 female leaders. In addition to informing programming, this evidence base is crucial to support advocacy efforts with the government, as well as to develop proposals for fundraising.

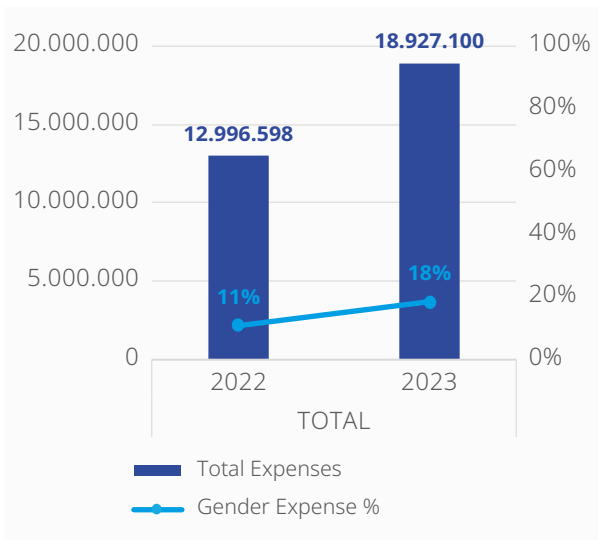
Nevertheless, several internal and external stakeholders raised concerns that some interventions may be designed without systematically being underpinned by a rigorous situation analysis of gender inequalities and the implications of those for the programme. Several reasons were offered for this by respondents, some pointing out the individual level of capacity, motivation and awareness of programme staff, while programme staff emphasized timely, practical technical support as a key factor in successful integration of gender equality.

## Resource mobilization

Resource mobilization to support gender equality work is a key enabler for the implementation of the GAP, as stated in the evaluation ToC assumption: A7. Financial investment on gender is commensurate to the needs and to the scale of the GAP commitments. Indeed, transformative programming requires a long term, multi-sectoral approach to address root causes of gender inequalities and sustain social norms change in many different stakeholder groups. This requires dedicated resources, which is why the UN-SWAP sets a UN-wide target of at least 15 per cent of funding that is dedicated to gender. In this respect, an analysis of gender financing in Peru reveals that this has been prioritized by the CO, which has consistently been able to allocate financial resources and fundraise to support its gender work.

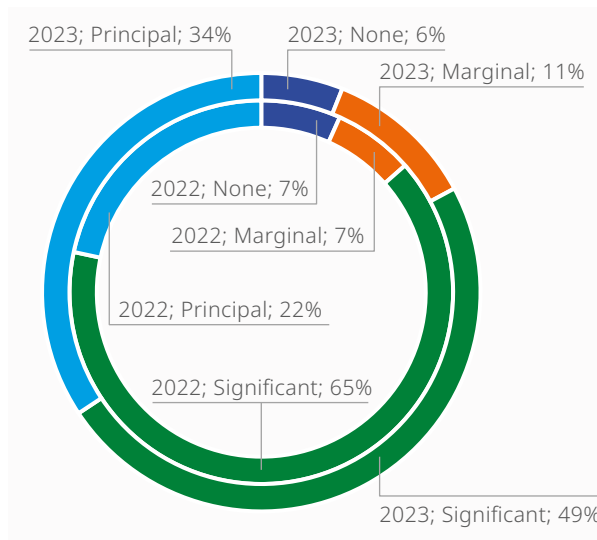
The Peru CO has consistently met the criterion on gender equality expenditure since 2018 except in 2022 (corresponding to a change in the way gender spending was calculated as part of the GAP 3 Standard globally). Gender-transformative expenditure constituted 18 per cent of total expenses in 2023 – up from 11 per cent in 2022 and meeting the UN-SWAP minimum requirement of 15 per cent of total expenditure (see *Figure 1*). UNICEF tracks its gender expenditure, as per UN Women guidance, through a dual approach of gender equality marker (GEM) at output level to reflect planned expenditures, and through gender tagging of activities reflecting actual gender-transformative expenditure. Between 2022 and 2023, the Peru CO significantly increased the proportion of planned expenditure tagged as principal from 22 to 34 per cent, while the proportion of significant expenditure decreased from 65 to 49 per cent (see *Figure 2*).

**Figure 1.** UNICEF expenditure and gender expenditure 2022 and 2023, total (USD)



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

**Figure 2.** Proportion of GEM tagging for 2022 and 2023 expenditure, total.

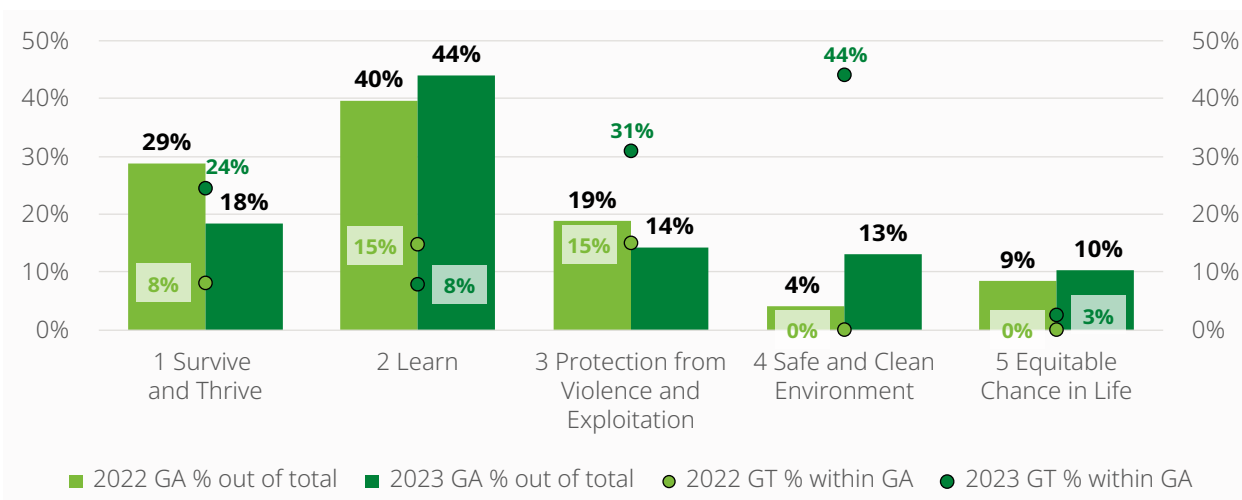


**Source:** UNICEF Strategic Plan expenditure cube, 2022-2025, authors' calculation

The level of investment in gender equality results has varied between Goal Areas, as illustrated in *Figure 3*. Goal Area 4 (water, sanitation and hygiene (WASH)) and Goal Area 3 (child protection) had the highest reported proportion of gender-transformative expenditure across all Goal Areas in 2023, 44 per cent (up from 0 per cent reported in 2022) and 31 per cent, respectively. However, these two areas only constitute 13 per cent and 14 per cent of the total spend across Goal Areas overall. Goal Area

1 (health) significantly increased the proportion of gender-transformative expenditure between 2022 and 2023, from 8 to 24 per cent. In contrast, Goal Area 2 (education) is the area with the highest spend across Goal Areas overall (44 per cent in 2023), but only 8 per cent of its expenditure was gender-transformative in 2023, down from 15 per cent in 2022. Goal Area 5 (social policy) had only 3 per cent of gender-transformative expenditure reported in 2023.

**Figure 3.** UNICEF expenditure and gender expenditure 2022 and 2023, by Goal Area (USD).



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

Data on gender-transformative expenditure may however not accurately reflect the reality of the investment of the Peru CO on gender equality. A large portion of it is not captured in the GEM system under programmatic outputs since some gender equality related expenditure is reflected outside the budget of Goal Areas, in the programme effectiveness section of the budget. Within the overall CO budget, 100 per cent of activities tagged under programme effectiveness/gender mainstreaming (over US\$500,000), social and behaviour change communication (formerly known as communication for development) and emergency/risk management were reported as gender-transformative in 2023 (0 per cent in 2022). Programme and management staff in the CO consider that the gender tagging of activities and GEM are complex to apply and may require more quality checks to ensure that the true picture of gender expenditure is reflected.

Another key element concerning resourcing relates to the way funds are allocated among programmes. According to the Peru CO management to ensure that the adolescent girls' empowerment programmes

were co-created between the gender team and programme sections and implemented jointly, 70 per cent of the budget of the 'set aside' funds<sup>25</sup> from UNICEF's global gender equality fund, Skills4girls programme (ChicasTec) were to be managed by the gender team and 30 per cent by sections. However, UNICEF staff from both management and programmes reported that sections were involved in the delivery of this programme to a limited extent. Conversely, the gender team has also not been systematically involved in programmatic gender work. The implementation of a Global Affairs Canada (GAC) funded programme of US\$20 million over seven years has constituted a lost opportunity for cross-sectoral teamwork in this regard. While gender equality was a key component of the ask by the donor, there was uneven integration of gender equality in the activities and products of sections funded through this grant. As illustrated in *Table 5*, in 2023 only 16 per cent of expenditure funded by Canada was tagged as gender-transformative. A key factor for this situation outlined by Peru CO respondents has been siloed working and a level of competition for gender equality resources within the CO.

**Table 5.** Ten major sources of funding and gender equality expenditure, 2023, (USD)

	Donor	Expenses	GT expense	% GT expense
1	Canada	3,450,173	556,962	16%
2	UNICEF (for GR allocations only)	1,517,385	208,271	14%
3	UNICEF Peru	1,985,943	200,038	10%
4	United States Fund for UNICEF	320,692	165,183	52%
5	Education cannot wait fund	2,883,079	97,910	3%
6	Global – Gender equality	234,044	73,026	31%
7	Global – Nutrition	139,395	49,799	36%
8	UNAIDS	35,573	35,573	100%
9	European Commission/ECHO	940,858	32,990	4%
10	Global – HIV/AIDS	20,151	20,113	100%

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

## Partnerships

### Girl-, youth- and women-led organizations

The GAP and the complementary Adolescent Girls Programme Strategy<sup>26</sup> draw a clear link between transformative objectives for gender equality and developing partnerships with women and girls' organizations as a key approach to promote their voice and agency through participation in programmes. The evaluation ToC highlights the importance of the quality of these partnerships to fulfil this role: A11. It is relevant to UNICEF intervention goals to partner with women and girls' organizations and networks, the organizations are willing to enter in partnerships with UNICEF and UNICEF procedures allow for mutually reinforcing partnerships to be forged.

In Peru, the gender team implements its programmes through partnerships with both women's organizations and organizations working with adolescent networks. Interviews with the gender team at both national and regional levels highlighted those partnerships were instrumental in reaching their target groups - adolescent girls in marginalized or vulnerable situations, especially in remote or rural areas. These views are corroborated by interviews with civil society implementing partners as well as the staff survey results based on a limited number of respondents in Peru. A majority of 88 per cent of respondents strongly agreed or agreed that these partnerships allow UNICEF to achieve stronger gender results, and 76 per cent that these partnerships are mutually beneficial. The Gender Strategic Note also illustrates the value of combining the two types of partners (with women organizations and adolescent networks) to reach transformative changes in girls' empowerment:

"During the 2017-2021 Cooperation Programme, the emergence of new adolescent feminist leadership and intergenerational exchange with adult feminists was supported and it is recommended to continue doing so. When two or more generations of Peruvian girls, adolescents and women come together, recognize each other and contribute their own vision of the world, seeing themselves reflected in the worldview of the other generation, it favors the search for synergies for joint action. This intergenerational exchange favours the conversation between the gender agenda and that of children and adolescents, which often runs separately."<sup>27</sup>

The Peru CO appears to deploy distinct partnership approaches with women-led organizations as compared to adolescent networks. UNICEF has developed partnerships with the two main feminist organizations in Peru - Flora Tristan and the Movimiento Manuela Ramos - which are implementing partners on the programme Más Poder Adolescente and support advocacy work of UNICEF on gender equality. These partners have strong technical capacity and advise on the girls' empowerment programmes methodology. Women's organization representatives consulted describe a highly participatory process, working jointly on the design and implementation of the programme: "We have absolute autonomy to implement. We go together, and we build the process together."

In contrast, adolescent networks with which the Peru CO partners are grassroots organizations that may have little institutional capacity. In this respect, the partnership constitutes a major opportunity, and representatives of adolescent networks reported that UNICEF was one of the go-to organizations for them. Partnerships with adolescent networks are based on a participatory approach implemented throughout all programmes but differ from the partnership with women-led organizations in that the networks are less involved in project design. During implementation, however, participating adolescents are involved in providing regular feedback on the activities, which are documented and used to adjust the programmes.

Given their lower institutional capacity, adolescent networks access UNICEF support through other structures, for example a municipality or NGO such as Arbol de la Vida or the local CSO Warmi Wasi that collaborates with a network of adolescent organizations. Respondents from adolescent networks particularly appreciated the direct contact with the gender team, benefiting from their technical expertise, as well as the 5 per cent of the funding allocated to core costs.

Some suggestions were made in terms of how to strengthen these partnerships, focusing on a more direct relationship, and on building capacity. On their own, adolescent networks face difficulties in fulfilling UNICEF requirements as implementing partners, making it difficult for them to approach UNICEF directly. One representative recommended "Access should not be difficult, not so bureaucratic. There should be a direct channel in UNICEF for adolescent organizations." In addition, some adolescent representatives perceived that more emphasis was put on delivering programme results, while building

the sustainability of adolescent networks was less prioritized. The short-term nature of UNICEF partnerships with those networks, over a period of a few months in many instances, limits the extent to which the programmes can contribute to sustainably building their capacity. The project's timeframe and requirement to report results within this also influences the type of changes the projects can aim for. In this context, focusing on achieving results in individual girls' empowerment is more realistic than aiming to address structural causes of gender inequality in the broader environment. In addition, linkages between UNICEF programmes and other mechanisms supporting adolescents at decentralized levels, such as the Consejo Consultivo de Niñas, Niños y Adolescentes, the local youth participation body in local government and the Unidad de Gestión Educativa Local, appear uneven. In Iquitos, the Adolescent Girls' Empowerment programme works with local authorities and the Consejo Consultivo de Niñas, Niños y Adolescentes which might be a promising model for other regions to emulate, but in Lima Norte the relationship with the municipality and local authorities appeared weaker. In this area, respondents from the local government considered that linking adolescents to existing structures dedicated to their participation, which are well developed in Peru, would strengthen the contribution of the programme on building the capacity of adolescents' networks.

## Government

According to the evaluation ToC, the government plays a key role in sustaining and scaling up transformative changes obtained through UNICEF programmes. For this to take place, the Peru CO is expected to embed its interventions in a broader advocacy strategy to influence the national policy framework as well as public investment in favour of gender equality, as expressed in the assumption: A12. UNICEF can influence government priorities on gender and to catalyse national policies and investments.

The Peru CO has built a long-standing relationship with MIMP, through both the gender team and the child protection team working on GBV. The ministry has been involved in sustaining the results of UNICEF programmes on adolescent girls' empowerment, for example through linking adolescent girls graduating from UNICEF programmes to MIMP AURORA programme clubs that are present in all districts and focus on the prevention and eradication of domestic

violence. In health and education, the sections have provided technical assistance to the respective ministries, for example on the design and implementation of policies and plans, piloting interventions and institutionalizing them at national level, and developing normative guidance that includes a gender equality perspective.

In addition, the UNICEF social protection team, in collaboration with the gender team, has worked with the legislative power developing dialogues with individual congress members and with the groups that have the delegation of human rights and children's rights issues to support a more conducive legislative environment on gender equality.

There are several challenges for UNICEF to effectively partner with government stakeholders on integrating gender equality issues.

- ▶ High staff turnover in government hampers capacity building efforts especially when implementation timeframes are only a few months. As a mitigation strategy, the Peru CO has sought to identify counterparts and allies within the government that already have a strong grounding in gender equality so as not to require extensive capacity building.
- ▶ The context of backlash against gender equality within some of the government counterpart institutions means that pursuing interventions to promote gender equality has been challenging. For example, MINEDU experiences a de facto censorship of CSE in school materials, as by law these need to be reviewed by parents.<sup>28</sup> A bill was recently approved which modified Law 28983 on Equal Opportunities for Women and Men, which aimed at "promoting the appropriate use of inclusive language in school texts" and in all public documents. The bill sought to avoid referring to both girls and boys, or men and women separately.<sup>29</sup> There is also resistance to implementing a cross-cutting approach to gender equality in the national curriculum, and to talk about topics like abortion, gender identity and sexual orientation (which must be omitted in documents).
- ▶ At regional level, government staff can be largely male dominated, which can affect the prioritization of gender equality and rights of adolescent girls. A government respondent highlighted that, while UNICEF may have established rapport and willingness at central level with the ministries on developing capacities on gender equality, it may fail to permeate at lower levels.

- ▶ “In theory, senior officials were interested, but this willingness was not well communicated to lower levels of the institution. You find out that you are going to be forced to be trained for three months, people do not want to accept the training grant. The gender issue can generate rejection at the level of government officials, so more work is needed to convince the participants.” - National level government official, KII

### UN agencies and development partners

The ability of the Peru CO to effectively collaborate with other UN country team members on gender equality programmes in a complementary manner based on its comparative advantage influences the extent of the organization’s contribution to the shared goal of gender equality. The evaluation ToC thus includes the following assumption: A10. There is a shared willingness to collaborate on gender-responsive work across UN agencies and inter-agency collaboration is effective.

Among other agencies with a mandate on gender equality, UNICEF’s unique role and added value comes from addressing gender equality from the child rights and development perspective. In addition to generating buy-in, the focus on children is also perceived as an effective strategy by other UN agencies. A development partner respondent commented: “I find UNICEF’s approach interesting; the difference is that they work from childhood, and this is the most important stage to create awareness of who I am and what I have the right to do.”

Based on this positioning, the Peru CO has engaged in joint advocacy efforts with other UN agencies on gender. Successful partnerships have included work with UNFPA on the adoption of the law prohibiting child marriage in 2023 and leading a coalition of six UN agencies on defending the right to therapeutic abortion following the Camila and Mila cases<sup>30</sup> under the current leadership. These partnerships illustrate the value of joint advocacy, allowing agencies to effectively speak as one UN system while avoiding singling-out one agency on sensitive issues.

While recognizing the leading role of UNICEF on sensitive, high-profile cases mentioned above, on other occasions the Peru CO has been considered by several external respondents as cautious and being mindful of protecting their relationship with government, sometimes leading to adopting a low profile on gender equality matters. Some of the respondents attribute this to the type of work UNICEF carries out,

largely dedicated to programmatic implementation, which takes precedence over influencing work in the day-to-day activities of the organization. Another explanation for irregular engagement in joint advocacy, put forward by external respondents, is the size of UNICEF programming and influence, which means that the organization may not have strong incentives in engaging with partnerships to achieve its goals.

At the programmatic level, intense joint work takes place during emergency responses. For the Yaku cyclone emergency, the Peru CO closely collaborated with UNFPA to make menstrual hygiene kits available to girls. For the Venezuelan migration response, the Peru CO collaborates closely with IOM and UNHCR, as well as on health and nutrition with WHO and gender diversity with UN Educational, Scientific and Cultural Organization (UNESCO). Beyond emergency programming however, external respondents including those from UN agencies have expressed their expectations to see UNICEF become more involved in programmatic collaboration and alignment efforts on gender equality. Within the UN country team, there is a sub-group on gender, rights, integrity and disability, and an inter-agency group on adolescents co-led by UNICEF and UNFPA, but these do not seem to have led to joint programmes (for example, there is no joint work on ending child marriage with UNFPA at the country level). Several external respondents considered that, given the importance of its work on gender equality, the Peru CO could step up its efforts in proactively seeking opportunities for partnerships and alignment with other UN agencies to advance this common agenda.

## Accountability and leadership

### GAP M&E system utilization

UNICEF has invested important efforts at global level to develop and implement the GAP M&E framework, which is fully integrated in the Strategic Plan framework. Emphasis has been put on tracking the implementation of institutional enablers at country level through the GAP Standard. The evaluation ToC highlights the importance of this M&E system to fulfil a dual role of accountability and provide information of sufficient quality to inform decision-making for improving the effectiveness of interventions at country level: A4. Indicators, indexes and results collected on gender equality are efficient, relevant, reliable and available to effectively inform decision-making.

- ▶ **Disaggregation of data:** In terms of programmatic indicators, a key GAP M&E contribution on the monitoring of gender equality in programmes has been to ensure that programmatic data is systematically disaggregated by sex, and that gender analysis is used as part of the development of programmes. There is good availability of sex disaggregated data to guide programming, both within UNICEF programmes and at country level on national statistics. Nevertheless, some staff consider that although sex disaggregated data is collected and reported, it is not used meaningfully to guide programming, especially by analysing this data in an intersectional manner with other variables such as migrant status. A staff referred to this as “minimum checkbox exercise.”
- ▶ **Outcome results monitoring:** While annual reports by COs offer a well-developed narrative description of UNICEF contribution to transformative changes for gender equality focusing on four priority outcomes, these results are not captured well by the indicators used to report against the global GAP M&E framework. Indeed, the global GAP M&E framework is high level and generic and its use to capturing outcome level changes appears limited. These global indicators mostly focus on disaggregation of programme participants by gender, reflecting a gender-responsive approach to promote equal access to services to boys and girls through UNICEF interventions. Few transformative aspects are captured at that level, although there are a number of examples such as the indicator “Proportion of women (aged 15–19 years) who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care”, which is selected by the Peru CO.
- ▶ **Output results monitoring:** While outputs under the different areas have gender-transformative aspects, the indicator framework to reflect those is lacking. At output level, the strategic note which includes 16 outputs includes a comprehensive set of indicators spanning the different Goal Areas, that clearly capture the Peru CO’s potential contribution to gender equality results in each Goal Area: For example in health: “Number of health centres/hospitals supported by UNICEF that implement a gender, human rights and cultural relevance approach in prenatal care and child-birth care.”; in education: “Percentage of officials, principals, school teachers, families trained in gender transformative education.”; in child

protection “Number of programmes with adolescents in educational institutions that include a focus on new masculinities to prevent GBV”; and in social policy “Study on income and time poverty of female-headed single-parent families.” Within the CDP, 4 out of 16 outputs have been prioritized, but according to the review of programme documents for this evaluation, the associated indicators from the Gender Strategic Note have not been integrated into the Goal Areas reports.

- ▶ **Targeted programmes on adolescent girls monitoring:** The adolescent girls programmes target results in terms of girls’ empowerment, indicators in the monitoring framework for these interventions only record participation (e.g. numbers of boys and girls). The programme, however, collects qualitative data on girls’ empowerment through a scorecard which captures gender stereotypes and attitudes, but these results are only used internally for the purpose of guiding the programme and supporting fundraising by the Peru CO and are not captured in the global institutional reporting framework. One UNICEF staff member suggested that “The monitoring framework on gender equality needs to describe pragmatically and operationally what a transformative approach consists of and translate it into indicators.”
- ▶ **Institutional enablers monitoring:** Those are tracked through the GAP Standard Index indicators, compiled in an index at global level. Interviews with management and staff in UNICEF indicate that this data is mostly collected for ‘upwards reporting’ and not used to guide planning of resources and strategy at country level. Data is compiled by the M&E officer, but GAP Standard results do not appear to be shared or discussed more broadly at the country level.

### Accountability mechanisms

As mentioned above in relation to the gender architecture, the ability of the gender team to work across programmes is largely determined by effective support and buy-in from the programme sections. The importance of shared accountability for gender equality results is highlighted in the GAP and captured in the evaluation ToC assumption: A13. Accountability systems on gender are sufficient, known and used.

The accountability for gender spans across the different units and levels of the CO, as per the GAP guidance. The Peru CO has an accountability plan for emergency and development contexts, in which

gender integration is to be applied at design, implementation and monitoring of interventions. However, while gender integration forms part of senior management's performance evaluation report (PER), other staff interviewed beyond the gender team report that gender equality does not figure in their PER. The absence of clear accountability mechanisms for gender, particularly in programme sections, is also reflected in the evaluation staff survey results based on a limited number of responses from the Peru CO, where 44 per cent of respondents neither agree nor disagree that staff are held accountable for ensuring that gender equality is integrated across all UNICEF work. This points to the need for more concrete measures to translate the stated accountability into practice and ensure that gender is the shared responsibility of everyone beyond management and the gender team.

### Senior leadership commitments to gender equality

Senior leadership's commitment to gender equality is evidenced by the current leadership's participation in high-profile advocacy campaigns for gender equality, including on sensitive topics such as therapeutic abortion and SGBV in family settings. There were diverging views among staff interviewed on the level of prominence given to gender equality by senior management. Several interviewees held the view that senior management consistently supported the gender equality agenda in advocacy and programmes. For example, one Peru CO staff considered that "There is constant talk about gender. This is very much driven by management." Other staff held the view that this commitment was inconsistent, and that senior management could do more to promote the gender equality agenda. The staff survey based on a limited number of responses from the CO also reflected this diversity of views, with half of respondents strongly agreeing or agreeing that senior leadership was held accountable for gender results and two thirds of respondents strongly agreeing or agreeing that gender equality was promoted in their office and leadership communicated about it. External and internal respondents considered that UNICEF positioning on gender equality is very dependent on leadership beliefs and motivation on the topic, whether they adopt a progressive or more traditional, gender-blind approach. Whilst on the one hand individual commitment can be instrumental in driving forward progress, on the other hand variability between individuals calls into question the strength of the institutional mechanisms and

standards to uphold gender equality. One external respondent commented "The fact that it is so dependent on people shows me that there is no internal system. (...) To what extent is this really an institutional priority?" - KII with external respondent.

Within the programme sections, as highlighted previously, interviews reveal that there are various degrees of ownership of gender equality among specialists because of personal views, adverse context or capacity.

## Staffing and culture

### Ownership of the gender mandate at all levels

Beyond formal accountability mechanisms and monitoring processes, the evaluation ToC highlights that effective gender integration is largely determined by the organizational culture on gender. Organizational culture on gender can be determined by two key factors: staff awareness and ownership of gender equality and capacity to carry out gender-related work, as stated in the following assumption: A5. Staff at all levels across UNICEF have increased their understanding of their role in gender and adequate capacity, support, resources, incentives and motivation to apply a gender lens in their work.

Interviews with Peru CO staff reveal that there is a strong consensus and awareness of the need to consider gender equality in their work. Respondents cited the growing and consistent communication on the link between UNICEF's mandate and the promotion of gender equality from leadership. However, interviews also reveal that while there is a strong consensus that gender equality is important to the organization's mandate, there may be a lack of a common vision as to what gender equality entails. Diverging views from interviews highlight a lack of common ground concerning the extent to which the Peru CO should focus its efforts on implementing transformative interventions to tackle gender-related social norms. While some staff advocate to adopt a feminist approach to challenge patriarchal structures, others consider that a more incremental approach to change, focusing on gender equality to achieve improvements in the development of children, is more effective in influencing stakeholders that hold more conservative views. A similar pattern can be observed from the evaluation staff survey based on a limited number of respondents from the Peru CO. All respondents strongly agreed or agreed that integrating gender into their work is important to

them and that they understand their responsibilities in contributing to gender equality through it. On the other hand, two thirds of respondents disagreed or neither agreed nor disagreed that the right incentives are in place to motivate colleagues to apply a gender lens to their work.

The HR section has worked with the gender officer to address this lack of common understanding and clarify the organizational positioning beyond personal beliefs and ideas, in particular ensuring that the gender team can participate in the induction of new staff. As highlighted above, however, training of staff in gender equality remains low. Moreover, one-off training by itself is unlikely to be followed by a change in the absence of ongoing capacitation and value clarification work. The following elements were highlighted by participants in the staff workshops that were held with female staff in Lima and field offices:

- ▶ There are staff who do not understand the need to promote gender equality. Therefore, even if they are aware of the guidelines, it is difficult for them to put them into practice.
- ▶ The policy of commitment to gender equality should be part of the induction upon joining the organization.
- ▶ As gender has become an area, there is no common programmatic or organizational understanding of what gender equality is. AGORA<sup>31</sup> is not enough.
- ▶ It is known that there are policies and various initiatives on gender, however, these could be grounded in each region and socialized with the staff in sessions and training.

### **Gender equality in the workplace: Human resources policies, inclusion, prevention of sexual exploitation and abuse**

The evaluation ToC is based on the premise that strong gender equality in the workplace is both an end in itself as a rights issue and for the organization to lead by example, and as an enabler for gender equality programmatic work. Specific elements of workplace management need to be in place to support gender equality internally, as expressed in the assumption: A14. Gender equality is promoted through internal policies, practices, processes and widely communicated across the organization.

In terms of parity, the Peru CO has historically been characterized by a strong representation of women in staff composition. Several UNICEF respondents

have linked this trend to the cultural conception of child-related work being a more female domain, hence attracting fewer male candidates. Over 75 per cent of staff are female, which has resulted in the Peru CO not meeting the target on the parity indicator in the GAP Standard in 2023. Previously, a CO met the target if there was at least 47 per cent of women on the staff. But, as of 2023, when the proportion of women exceeds 70 per cent, the CO is no longer considered as meeting the target for this indicator. This has encouraged the prioritization of the recruitment of male candidates to promote parity, along with consideration for other aspects of equity and diversity in recruitment, such as promoting candidates that come from different ethnic backgrounds. However, the preferential recruitment of male candidates has generated concerns among staff, who emphasize that a purely numerical approach to staff parity does not take into consideration the level of seniority. This concern has been raised by female participants during staff workshops held in Lima and field offices. Participants in these workshops, as well as interview respondents, indicated that, although part of the senior management team is female, most of the specialist positions in the sections are held by men. This highlights the importance of considering parity at the different levels of seniority and decision-making power in the CO.

The Peru CO management together with the HR section have undertaken several initiatives to address gender equality in the workplace. A workplan was developed based on the findings from the global staff survey and pulse check survey which revealed divergences between male and female staff on workplace culture. Proposed initiatives included monthly thematic sessions, various capacity building workshops and the creation of a suggestion box. These efforts have led to incremental progress in the office culture on gender equality, diversity and inclusion. The results from the evaluation staff survey, based on a limited number of responses from Peru, indicate that respondents generally held a positive view of the efforts accomplished by the CO on this front. Overall, 78 per cent of respondents strongly agreed or agreed that issues of discrimination in their office are dealt with zero tolerance, and the same percentage note that in the time they have worked at UNICEF, there has been progress in the way gender equality is promoted within the workplace. Two thirds of respondents strongly agreed or agreed that they have an equal opportunity to progress to more senior positions in UNICEF like everyone else.

Notwithstanding, participants from the staff workshops indicate that there is entrenched gender norms present in the broader society that are also prevalent in the Peru CO, resulting in women's voices and agency not being recognized on an equal footing as men's. In addition, staff have reported during the workshops that redress mechanisms for cases of abuse of power and discrimination including based on gender were not trusted by staff, resulting in under reporting of cases. The following elements were raised by participants in the staff workshops:

- ▶ Female participants tended to agree that, although there is a majority of women among the staff, the gender issue has not yet permeated at all staff levels. There were diverse opinions on this: some considered that women's opinions are invalidated in individual and collective spaces, while others noted an improvement in respect in the workplace. A participant considered that gender discourse had improved, but there was

a need to put it more emphatically into practice. Several participants from both male and female groups considered that gender diversity was not accepted by all in the office.

- ▶ Several participants from both female and male groups expressed that they had appreciated the space given by the staff workshops. One female participant commented, "I think it's important that there are formal and institutional spaces in which women can talk about work-life balance." A male participant also commented: "There are no spaces for staff to share on gender issues. We do not even care or have it in our minds, as men, that there should be spaces for women to share."

To continue addressing these issues, groups such as the staff association and young UNICEF have been actively providing support to staff and attempted to conduct initiatives to discuss gender-related workplace culture issues in the Peru CO.

## EQ3 – Programmatic results

**To what extent have UNICEF 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?**

### In summary

Gender equality has been successfully promoted in priority areas within the different programme sections. Achievements include supporting MINSAs and MINEDUs to design and implement a programme on early pregnancy; piloting and supporting MINEDUs to scale up the training of teaching personnel in gender equality, GBV prevention and CSE; offering referral services and support to girl survivors of sexual violence in detention centres; and developing a programme on menstrual hygiene for girl migrants. *(High level of confidence)*

Peru CO has conducted successful advocacy campaigns on key gender equality issues. In recent years, the CO advocated with other UN agencies to ensure the rights of adolescent girls to access safe therapeutic abortion and contributed to the adoption of a law prohibiting child marriage in 2023 with UNFPA. *(High level of confidence)*

Peru CO established a coordination space and strong partnerships on gender with government at national level, in particular with MIMP and the Ministry of Development and Social Inclusion. These partnerships allow UNICEF to use its programmatic experience to provide evidence based technical assistance and scale up good practices through government. There are however concerns about the sustainability and scalability of the results of UNICEF interventions, given the short-term nature of its project cycle and the focus on demonstrating programmatic results in those timeframes. *(Medium level of confidence)*

Peru CO's achievements on gender equality results are most evident in dedicated programmes for adolescent girls implemented by the gender team, such as ChicasTec and Más Poder Adolescente which have a strong regional footprint in Loreto, Ucayali, Huancavelica and Lima Norte. These programmes have reached vulnerable adolescent girls such as Venezuelan migrants and girls from socially deprived areas, and participants have benefitted from capacity building in professional skills as well as life skills on leadership and gender equality. *(High level of confidence)*

## In summary

Rapid results in terms of adolescent girls' empowerment can however fall short of leading to transformative changes in gender equality if adverse socio-cultural conditions are not successfully addressed. Changes in capacities, attitudes and practices in the broader community, family, schools and services providers with which the adolescent girls interact daily happen over a longer timeframe and require sustained, multisectoral interventions. The Peru CO has dedicated part of its gender resources to these aspects (30 per cent of the targeting programme resources), but this stream of work has not been as prominent as the interventions focused on individual level changes with girls. *(High level of confidence)*

Adolescent girl-focused programmes would benefit from better integration at the regional level with the work undertaken by programme sections in UNICEF to address the root causes of gender inequality. Consultations with relevant stakeholders such as local governments, private sector actors, NGOs and development partners, reveal that UNICEF programmes are unevenly integrated into existing adolescent and youth participation structures at local level, which could help sustain and institutionalize the benefits of programmes beyond their implementation. *(Medium level of confidence)*

## Gender equality across all Goal Areas

The GAP programmatic strategy is based on a two-pronged approach: targeted gender work for adolescent girls, and the integration of gender equality into the different programme sections' work. As described in the evaluation ToC, the integration of gender equality across sections is key to ensuring that transformative changes in gender norms can happen, since these require a conducive environment in many different spheres of society: A15. UNICEF works across all levels of the socioecological framework to achieve sustained transformative change for gender equality.

The Gender Strategic Note and the Programme Strategic Note<sup>32</sup> 2022-2026 clearly frame the ambition of the Peru CO on transformative results for gender equality in line with the current GAP.

In Peru, sections have demonstrated meaningful integration of gender equality, although the extent of this integration has varied among Goal Areas. Based on the prioritized areas in the Gender Strategic Note and Programme Strategic Notes, the gender team has focused on supporting the following prioritized outputs:

- ▶ **Health:** Collaborating on the development of a health toolbox and guide on positive masculinities;
- ▶ **Child protection:** Advising on specialization of care in SGBV interventions;
- ▶ **WASH:** Developing materials addressing dignified menstruation management;
- ▶ **Social Policy:** Participating in the interagency care group, joint technical assistance to MIMP, and advocacy with congress for the creation of a care system; and

- ▶ **Communications:** Developing the public campaigns "Quítate la Venda I and II."

Achievements in integrating gender equality in the different Goal Areas in Peru are detailed in the sub sections below. Highlights include supporting MINEDU on the implementation of the Framework for Adolescent Education and of CSE guidelines; designing and implementing training on gender equality in schools; providing technical assistance to MINSA on the mental health of adolescent girls, boys and of diverse sexual identities; and training MIMP personnel on GBV. These programmatic advances were made under the leadership of the gender officer, in close coordination with other areas in line with the gender-transformative results prioritized in the CPD and Gender Strategic Note. The transformative ambition of these initiatives is supported by advocacy and capacity building of the national counterparts in the ministries to support long-term, at-scale changes through a multisectoral approach to support an enabling environment for gender equality results.

Building on these important achievements, there appears to be a need for an increase in gender integration in the work of programme sections and developing a common approach and understanding of the type of results UNICEF is seeking to achieve to arrive at a harmonized approach to gender integration across programming. There was also a strong consensus among some external respondents that gender equality integration in sections is not fully realized, while progress was noted, programmatic action of UNICEF on gender equality was often perceived to be not as decisive and systematic as it could be. For example, a civil society implementing partner considered that the rights and needs of LGBTIQI+ people were discussed and considered in the activities implemented by the gender team, but

not so visible in the work of other areas. A respondent from a donor organization highlighted that programmatic outputs of the Peru CO were inconsistent in terms of integrating a gender lens in their content. This is consistent with the request of UNICEF staff for practical technical support on gender integration in their programmatic work.

Non-exhaustive highlights of the work on the integration of gender equality in the different sections are presented below:

**Goal Area 1: Every child including adolescents survives and thrives with access to nutritious diets, quality health care, nurturing practices and essential supplies**

Health is articulated around three main themes: early childhood development, adolescent health and nutrition. Adolescent health, which includes SRHR of adolescents, constitutes the most relevant entry point for promoting transformative results for gender equality in the health area.

In this respect, given the sensitivities in MINSA around SRHR of adolescents in areas such as abortion rights and access to family planning, the UNICEF health section has adopted an incremental approach grounded in highlighting the health benefits angle of integrating a gender equality lens in health programming. Several key results have been achieved in this respect:

- ▶ With UNICEF support, in 2020 MINSA issued normative guidance allowing adolescents over 14 to realize an HIV test without parental consent;
- ▶ Technical guidance on quality standards of adolescent health services was developed in 2023 and adolescent mental health care in 2021 with participation from adolescents during the design stage, facilitated by UNICEF;
- ▶ The Peru CO supported a study to underpin the design of government interventions for the prevention of adolescent pregnancy, with participation from the Ministry of Economy and Finance. Thanks to the study, MINSA and MINEDU are currently evaluating the implementation of a programme for adolescent development with a focus on pregnancy prevention;

- ▶ At the regional level, a project implemented by UNICEF with support from Zonta International includes incorporating CSE as part of health promotion in secondary schools; and
- ▶ In collaboration with the gender team, the Peru CO's health team prepared a technical document<sup>33</sup> on adolescent masculinities as part of its technical assistance to MINSA in 2023, which contains sessions on healthy masculinities for health personnel to work on with adolescents. Currently, MINSA is in the process of approving its implementation in all health facilities across the country.

GAP programmatic indicators for health in Peru reflect a positive evolution. The number of health workers trained with support from UNICEF on essential maternal, newborn and child health services increased from 452 to 1,633 between 2022 and 2023; the country is implementing anaemia prevention and nutrition counselling as part of pregnancy care since 2022; UNICEF has been supporting combined HIV prevention interventions for adolescent girls, women and/or young key populations between 2021 and 2023; and the country has dual services in place for mother-to-child transmission of HIV and syphilis.

While these global indicators show progress in health care access for women, girls and adolescents, as discussed in section 2.3.1 in EQ2 – Gender-related organizational changes and performance enablers, they fail to reflect transformative results for gender equality, or to effectively guide programming on the types of results it should seek to achieve in this area. These indicators do not capture the objectives of the programme stated in the Strategic Note for the Health programmatic area 2022-2023, which are geared towards obtaining transformative changes, such as for example to “Improve the relevance of strategies for accompanying and supporting families, caregivers and communities in parenting practices that involve men in care and a gender-transformative approach.” Although there is no quantitative evidence of this captured by indicators, interviews with Peru CO staff and donors reveal that the focus on boys and men involvement is still nascent in UNICEF programmes in Peru although some promising work has been undertaken by the health team on positive masculinities. This may point to the need for balancing the focus on girls' empowerment with addressing the broader community and society conditions.

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

Education is one of the areas which has seen greatest results in achieving transformative change for gender equality for the Peru CO, in part because the gender officer was located in this programmatic area and provided more intense technical assistance until the position was moved under the deputy representative. Key achievements include the work on CSE which was transferred to MINEDU to scale up the training programme designed with UNICEF for teaching personnel. A UNICEF respondent highlighted the contribution of the programme to attitude change among teaching and school staff:

“There are changes in teachers that have been evidenced and that have contributed to sustained capacities; principals have greater sensitivity and interest in CSE. When we have returned, we have found willingness and openness of principals, because they have been trained in a specialization course on gender in the framework of one of the interventions on CSE for teachers.”

In particular, the education section demonstrated its ability to pilot and advocate successfully for the scale-up of gender-responsive initiatives:

- ▶ The project “Mi voz importa”, through which a local survey was conducted to gather adolescent views on several topics, is planned to be scaled up into a national survey led by MIMP;
- ▶ A training to develop leadership skills among adolescents that was expanded into a national policy called Brillando Perú, led by MIMP, in which both girls and boys participate; and
- ▶ The participation of adolescents and girl leaders in advocacy using the adolescent development and participation (ADAP) approach, through which the expressed needs of adolescent girls are collected and considered in programme design and implementation.

However, integration of gender equality in this programmatic area may have lagged in the recent past. This is evidenced by the fact that, as part of the programme funded by GAC, some of the documents produced were not using gender-sensitive language, requiring some revision at a later stage in the project. In the Education Cannot Wait programme, aspects of gender equality were included in the intervention design with support from the gender officer, including learning recovery sessions adjusted to female

adolescents needs, CSE training and activities, work with female adolescents from school councils and several artistic and awareness activities in schools to promote gender equality and respect for diversity. While aimed at promoting gender equality, its integration was considered weak by external respondents, with monitoring of this aspect mostly focusing on reporting numbers of beneficiaries disaggregated by sex. This points to the fact that internal capacity in this area for gender equality integration may have been insufficient to ensure that these aspects are fully integrated in key aspects of the work.

Programmatic indicators from the GAP for the education programmatic area in Peru include an indicator on “existence of inclusive and gender equitable system for access to learning opportunities”, to which the Peru CO has responded positively since 2018. This indicator is relevant to the ambition stated in the Programme Strategic Note for education 2022-2026 on gender equality, which seeks to contribute to “education services mainstreaming a gender equality approach in all their teacher training, management, pedagogical and reporting processes.” The second GAP indicator reported by the Peru CO on education is “number of out-of-school children and adolescents who access education through UNICEF-supported programmes”. While reporting against this indicator shows improvement between 2021 and 2023 (from 164,671 to 199,697), sex disaggregated data are not reported, which limits its usefulness to understand the programme contribution to gender equality. In addition, while potentially helpful to capture equal access to education (if sex-disaggregated data were presented), this indicator does not reflect transformative results for gender equality and does not do justice to the actual scope of work on this.

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

The scope of child protection work is closely associated with the gender equality agenda since it includes SGBV. The child protection section works closely with MIMP on themes such as sexual violence in provision of integrated services to victims and survivors which includes rights to therapeutic abortion for female children and adolescent and prevention of GBV, and technical assistance by UNICEF from the child protection section was highly valued by MIMP respondents. Emergency service providers are trained on these issues and a hotline has been put in place for

registering cases in 2021 to respond to cases of children without parental care and at the risk of losing one. The child protection section also conducts work with boys and girls in conflict with the law in detention centres that had experienced SGBV, as well as with adolescent male perpetrators of sexual violence.

Programmatic indicators from the GAP on child protection cover areas such as number of mothers, fathers and caregivers reached through parenting programmes to prevent violence against children; number of children that have experienced violence, exploitation, abuse and neglect reached through UNICEF programmes; percentage of women, girls and boys in humanitarian situations reached by GBV prevention and care services; and number of children and adults who have access to a safe and accessible channel to report sexual exploitation and abuse by humanitarian personnel. Indicators present a positive trend in results achieved, in particular the number of children having experienced violence and abuse accessing services thanks to UNICEF-supported programmes that increased from 33,905 in 2018 to 138,809 in 2023. The results regarding UNICEF-targeted women, girls and boys in humanitarian situations<sup>34</sup> appear to have peaked in 2021, presumably because of the onset of UNICEF humanitarian response, and has ebbed from 2022. To provide useful guidance on gender equality, these indicators would need to be presented in a sex-disaggregated manner.

**Goal Area 4: Every child including adolescents has access to water, sanitation and hygiene and lives in a safe and sustainable climate and environment**

According to interviews with Peru CO staff and documents reviewed, work related to gender equality in WASH has focused on menstrual hygiene. A key advocacy success to which UNICEF has contributed through providing evidence has been the adoption of the 2022 law on menstrual hygiene. UNICEF has also contributed to making available menstruation kits during its emergency programmes that included messages about menstruation targeted in a differentiated manner to male and female adolescents. In addition to these programmatic and advocacy achievements, the programme has promoted girls' participation in programme design according to Peru CO staff, seeking feedback from adolescent girls on the activities conducted and organizing meetings with them in schools to discuss priorities. This has

led to adaptations in the way sanitation services are designed. Other relevant themes however may not yet be fully integrated in WASH programmes, such as the differential way that men and women access water and sanitation during population movements.

Programmatic results in the area are captured through the indicator “number of women and adolescent girls reached whose menstrual health and hygiene needs are addressed through UNICEF-supported programmes [adolescents aged 15–19 years]”, which shows a positive trend from 3,311 to 4,200 between 2021 and 2023.

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

The social policy section works closely with other sections. In terms of gender equality, the area has emphasized the central aspect of gender inequalities in the care crisis in Peru, which means that domestic work falls largely on girls and prevents them from accessing learning and other development opportunities. Key achievements on integrating gender equality in this area include:

- ▶ Participating in an inter-agency group on the national system of care, advocating for it to be included as a subsystem of the social protection system;
- ▶ Providing technical assistance to the development of the national development and social inclusion policy and the National Multisectoral Policy for Girls, Boys and Adolescents integrating a gender equality approach; and
- ▶ Developing a methodology to measure multi-dimensional poverty that includes information disaggregated by gender to make potential gaps visible.

The Gender Strategic Note for poverty and social protection 2022-2026 emphasizes the integration of gender equality analysis in the work of the area through output 1.3 “Peru has the tools and capacities to increase, improve the quality and accountability of investment in policies and programmes for children and adolescents.” In this respect, as part of the Más Poder Adolescente project, the gender team and the social protection section collaborated on training civil servants on gender equality and social policy, in collaboration with the national school for public servants. The degree to which these activities could

contribute to sustained changes in the socio-ecological model (SEM) in support of the overall project objectives appears to be still nascent. Stakeholders involved in these activities highlighted that this activity had been a discreet intervention, while ensuring the buy-in of trainees on a topic like gender equality would require more in-depth engagement.

## Results on adolescent girls

While integration of gender equality in the different Goal Areas allows UNICEF to progress on gender equality, the evaluation ToC identifies the risk that integration leads to a lack of specific focus and measurable contribution of UNICEF towards gender equality goals: A3. The integration strategy and existence of other cross-cutting issues do not dilute the gender agenda. In this respect, the Peru CO's gender team has led a sustained stream of gender equality projects targeting adolescent girls' empowerment, building UNICEF comparative advantage in this area in Peru and ensuring that this work has a strong external visibility.

Peru's gender team has implemented various programmes on adolescent girls' empowerment and rights, two key ones being ChicasTec and Más Poder Adolescente, which are implemented at the decentralized level in Loreto, Ucayali, Huancavelica and Lima Norte.

ChicasTec targets girls aged 15-18 years in vulnerable situations who have an interest in professional careers related to STEM. The programme includes interventions in training girls on STEM and digital skills, building the capacity of education sector professionals to integrate digital skills, and advocating to change gender norms and stereotypes. It also involves the creation of a peer network of girls and mentorship from women professionals. The programme targets 9,150 girls, as well as teachers and parents who are involved in some of the programme activities.

Más Poder Adolescente targets both adolescent boys and girls, and its purpose is to ensure that adolescent girls have the freedom and power to make decisions about their lives and their future within a conducive environment. It included working with 3,224 adolescent girl leaders and focused on ensuring that adolescent girls are empowered, have increased participation and leadership and have improved access to adolescent-centred health, education and social protection services. The project also includes an objective of increased public

investment in adolescent girls and working with families and the community through the application of a community mobilization strategy for social and behavioural change. In collaboration with the social and behaviour change team, in Lima Norte, workshops were organized for more than one hundred leaders and over 50 adolescents who participated in two intergenerational meetings organized with the municipalities of Carabayllo and San Martín de Porres.

Both programmes focus on a transformative approach to achieving gender equality for girls in line with the ambitions of the current GAP. There is strong consensus from internal and external respondents that these programmes have produced transformative results for the participating adolescents. External partners have considered that the approach of UNICEF on empowering adolescent girls is particularly effective in terms of promoting the voice and agency of adolescent girls. For example, a donor respondent commented on the role of the Peru CO in promoting girls' participation in advocacy work, "We see UNICEF as an excellent partner, adolescents are increasingly seen as subjects of rights, and they promote their participation and access to the highest levels in government." This involvement was also valued from the perspective of a government stakeholder, who commented "The work of UNICEF on capacity building and empowerment of girls, including refugee and migrant girls, is very impressive."

One strength of the ChicasTec programme is that it has targeted vulnerable girls who had often not benefitted from other programmes previously, which produced rapid and very visible results in the target group. In addition, the component of professional training fulfils the expectations of families and helps with their buy-in. UNICEF work appears particularly effective through using a mix of skills development and various strategies to promote their participation and leadership. An implementing partner thus described: "The most important thing was to have a space for women to exchange experiences with younger women in relation to their professional future and to share the most critical points in science, for example, in mining, the responses of men in relation to their skills, the issues of harassment and how to deal with these moments." There are also efforts to address emotional aspects with parents, although from what adolescents shared during the workshops held as part of this evaluation, mostly mothers attended those activities. In Más Poder Adolescente, intersectional aspects of vulnerability of adolescent boys and girls were considered, for

example emphasizing the participation of young and adolescent migrants in project design, implementation and monitoring and integrating adolescents living with disabilities in the programme. Both the implementing partner and adolescents consulted during the workshop reported that adolescents from LGBTQI+ collectives were well integrated in the programme. In the workshop held as part of this evaluation with adolescent boys in Lima Norte, participants from Venezuela regretted that other factors of marginalization (such as xenophobia) were not more directly addressed in the activities. Overall, adolescents participating in the workshops highlighted the positive impact of their participation in the programmes, girls highlighted how this had helped them overcome their own limitations and beliefs relating to gender stereotypes, and boys highlighted that they had gained confidence in themselves and in their abilities as well as increased their exposure to social issues including gender inequality. Box 1: Quotes from the adolescent workshops held in Lima Norte and Iquitos (ChicasTec and Más Poder Adolescente) presents some of the contribution of the adolescents participating in the workshops as part of the evaluation and *Figure 4* illustrates the visual support that serves to facilitate one of the group exercises with adolescents during the workshops.

**Figure 4.** Group work from adolescent workshop on individual level changes from the programme



**Source:** Evaluation data collection

## BOX 1

### Quotes from the adolescent workshops held in Lima Norte and Iquitos (ChicasTec and Más Poder Adolescente)

#### Adolescent girls

"I did not know myself. I did not have the basis to reach my goals, I had thoughts influenced by society's stereotypes. There is this idea that we are all equal, men and women, but in reality, there is still inequality, even though I have changed my beliefs".

"Thanks to these workshops, I learned about the mistreatment of women. I learned that there is psychological, verbal, monetary and physical abuse. We still struggle to achieve things that a man can do more easily".

"I am achieving things I never thought I could achieve because of my leadership skills."

"To be myself, without fear, respecting myself and respecting others."

#### Adolescent boys

"I learned to speak and participate in front of others; I overcame the fear of failing and making those I represented look bad."

"It helped me to know myself, to know what I am good at, also for a professional career. It has transformed me as a person."

"It helped me understand what I was good at. I plan to study law/politics. I would like to represent the voice of teenagers with the state, I feel I am good at that."

**Source:** Evaluation data collection

The sustainability and scalability of the results of the programmes, as well as ensuring transformative changes across SEM, are well considered in programme documents. The third output area of Más Poder Adolescente is dedicated to advocating for public investments for adolescent girls and the design of ChicasTec includes developing partnerships with MINEDU and private sector entities to sustain and scale up the results of the programme. In order for the changes undergone at the individual level by adolescents to be transformative, particular attention is paid to ensuring that empowered adolescent boys and girls benefit from a conducive environment through sensitization of families and school personnel and, in the case of Más Poder Adolescente, capacity building of services providers to provide child and adolescent-friendly health and social services through the training of public servants in collaboration with the social protection team. Programme

documents also mention the importance of mobilizing boys against SGBV by promoting new models of masculinity. These efforts are funded through a proportion of the programme's budget of 30 per cent dedicated to addressing the condition of girls in their environment. Implementation of activities and results in those areas appear, however, to be less strong than the components focusing on changes in adolescents themselves. Evidence gathered through the evaluation from interviews with internal and external respondents in Lima Norte and Iquitos indicates that more remains to be done to ensure that the different streams of activities are articulated well and mutually reinforcing in programme implementation areas, building on existing efforts conducted with the local institutions to ensure their buy-in in the programme to sustain transformative changes.

One factor affecting this integration between the different streams of work is that activities promoting the empowerment of adolescent girls are implemented over a period of one month to one year, but changes in the enabling environment, which are longer-term and require a large-scale, multi-sectoral approach, may not happen at the same speed as the changes in participation, leadership and capacities of the girls involved. The 2023 report on the ChicasTec programme thus highlights that ongoing barriers in the lives of girls coming from socially deprived backgrounds jeopardize the gains obtained through the project. The report indicates that over 60 per cent of girls enrolled drop out during the programme because they need to work to help sustain their families and to manage their domestic and care work in addition to schooling. Adolescent girls' contributions during the workshop also point to a high level of pressure for girl leaders to balance their current activities with the opportunities offered by the programme. For example, some girls reported skipping sleep during the Hackathon in the ChicasTec programme. Crucially, the changes in beliefs and attitudes that adolescent girls undergo during the programme can put them at odds with their family and community context, making the peer support network a key element of their emotional well-being. Work on new masculinities and with the fathers had not yet been implemented, and work with emotional and attitudinal support to the girls' families had mostly involved mothers, as fathers tended to be absent during the activity time. This is compounded by the fact that once the programme is over, the support mechanisms available (access to a psychologist, peer support network, mentorship) are no longer there. Some participants from both boys' and girls' workshops raised the "now what?" question, highlighting

that once UNICEF support had ended, they were left with few options to continue their participation and activities as a collective. This calls into question the compatibility of UNICEF's transformative objectives and its programming modalities, which are based on short-term projects that may not allow for the required consistent follow-up.

External respondents from regional government, private sector, donor agencies and implementing partners highlighted that there was room for improvement in terms of the emphasis put on programme activities to sustain results through handing over and integrating these activities into public programmes and existing youth participation structures. For example, one government respondent considered that:



“ChicasTec is a project run only by UNICEF, but it should accompany the government, and this link is provided by the region, otherwise there is no sustainability. ChicasTec alone is not going to sustain”.

Emphasizing partnerships with institutions locally would allow the benefits of the programme to be sustained for participants, and more could be enrolled once UNICEF has concluded its programme.

## Transformative changes in gender norms and systems

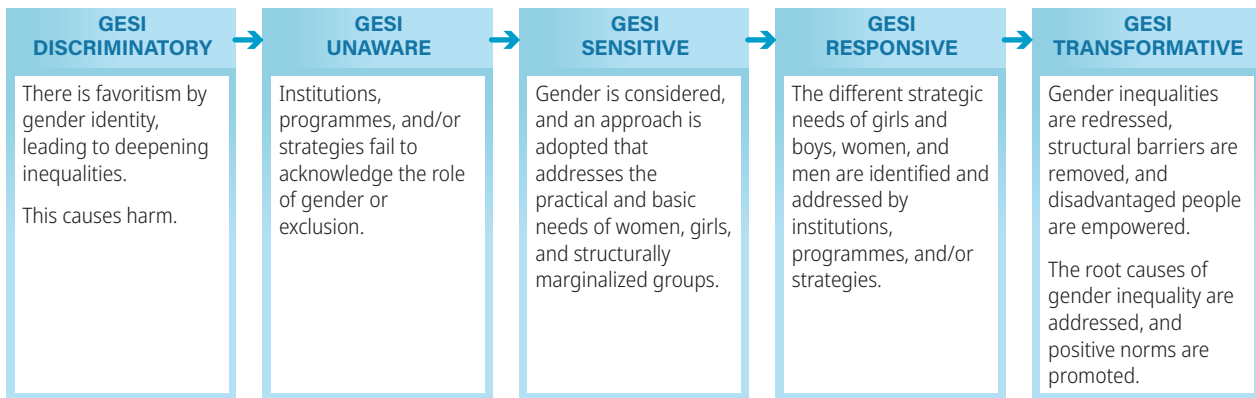
Peru's programming of adolescent girls' empowerment clearly points to a transformative ambition, addressing the root causes of gender inequalities and focusing on adolescent girls as key agents of change. Addressing limitations to the effectiveness and sustainability of the changes made through those programmes would unlock the full potential of these programmes to contribute to transformative changes for gender equality.

There is already strong groundwork laid by sections to enact sustainable changes in the socio-economic environment of girls and boys to promote sustainable transformative changes, in particular through implementing the prioritized gender outputs as part of the current CPD, influencing the national policy framework and capacity in national counterparts of the different sections, and promoting the participation of girls and boys in policy processes through the implementation of the ADAP approach to evidence-based, participatory advocacy.

Building on these efforts, there is still room for improvement in implementing a more harmonious and systematic approach to gender integration in programmatic work. Sections' work on gender equality, while referring to the GAP transformative approach in the strategic notes and CPD, do not reflect this emphasis in most of the activities and monitoring framework that they report against. The

gender equality work in these instances focuses on ensuring that disaggregated data is collected and putting emphasis on addressing the specific needs of boys and girls in accessing health, education, water and sanitation and social services. On the gender equality and social inclusion (GESI) continuum, most of these interventions figure at gender-sensitive and -responsive level (see Figure 5).

**Figure 5.** Summarized GESI continuum



**Source:** Authors' analysis

Beyond its programmatic work, UNICEF advocacy work in Peru has been a strong area of contribution to transformative results for gender equality, in particular on contentious topics in the current political context of Peru of child marriage, therapeutic abortion, and SGBV against girls.

- ▶ Peru CO advocacy at the highest level has been instrumental on the adoption of a law in 2023 prohibiting child marriage, thus addressing a key right issue affecting many child and adolescent girls in the country.
- ▶ On therapeutic abortion, Peru CO was closely involved in the Camila case in 2020, which led to a campaign including UNICEF and five other UN agencies, along with other development and civil society stakeholders, to ensure that the rights of the child were upheld. Following this case, UNICEF pursued advocacy efforts to improve access to safe abortion for girls with the National Maternal and Perinatal Institute. As a result, UN agencies, including UNICEF, have been able to provide coordinated support to the Maternidad de Lima to refer girls who are pregnant as a result of rape.
- ▶ On SGBV, Peru CO management with support from the gender and communication teams led the campaign *Quítate la Venda* which took place in 2022 and 2023 to make sexual violence visible

and advocate with the congress on the issues of abortion and early marriage by focusing on sexual violence perpetrated by men in family settings.

Peru CO staff interviewed generally considered that progress on gender equality in the broader socio-political environment is not linear, with constant progress and setbacks. Within the CO, there are diverse positions on the approach that UNICEF should take on these issues to effectively enact change. Some staff consider that gender equality is becoming more and more accepted, but the broader equality agenda generates more backlash – and that implementing a progressive policy may result in very high costs for all of UNICEF work. These staff believe that UNICEF needs to cautiously “pick their battles”, choosing cases where it can make a difference. On the other hand, it is evident that the strong public positioning of UNICEF on these issues in line with the transformative ambition of the Gender Policy, GAP and the broader UN mandate has proved instrumental in progressing the rights of adolescent girls in the country. Donors, other UN agencies and development partners have called for stronger positioning of UNICEF on these issues. A challenge highlighted by UNICEF management in Peru is that, while the Gender Policy and GAP and leadership at the highest level of the organization offer clear direction on the priority given to gender equality, institutional documents do not provide clear

positioning on questions of abortion, equal rights for LGBTQI+ communities, or addressing SGBV against children, girls and adolescents. A clearer message from the organization on these topics may provide the necessary backup to COs that are at risk of backlash on these thematic areas. This should be balanced with the need for room for manoeuvre to be maintained so that COs can approach sensitive issues in a contextually appropriate and effective manner.

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

The following factors were identified by UNICEF staff in KIIs as enabling or hindering the work of UNICEF on gender equality:

<p><b>ENABLING FACTORS</b></p>	<ul style="list-style-type: none"> <li>• Having a dedicated gender team with presence in field offices has enabled adolescent girls programmes to have a strong territorial footprint, adapted to the local situation in each context.</li> <li>• CO leadership involvement in advocacy work for gender equality and girls rights has been key in the success of UNICEF campaigns in Peru, contributing to achievements on child marriage, therapeutic abortion and the recognition of SGBV issues in the family.</li> <li>• Broad partnership base with private sector, adolescent networks and women organizations has been instrumental in achieving results and reaching vulnerable girls in the communities.</li> </ul>
<p><b>HINDERING FACTORS</b></p>	<ul style="list-style-type: none"> <li>• Programmatic areas and the gender team do not appear to work in a fully integrated manner, whereby gender equality integration in programmatic areas is not systematically underpinned by technical assistance of the gender team, and the contribution of the programmatic areas to the adolescent girls empowerment programme is not fully leveraged.</li> <li>• Gender team is overstretched in terms of staff time to cover all expected roles.</li> <li>• Short timeframe of projects and pressure to demonstrate results encourage the programmes to focus on changes at the individual level, but more long term, strategic interventions are difficult to implement. Changes in the broader socio-cultural environment and capacity of services providers take longer to achieve, and cannot be directly attributed to a single programme or organization. This hinders the transformative contribution of the programme.</li> <li>• Adverse political context/backlash on gender equality has hindered progress on gender equality results.</li> <li>• Staff turnover in government ministries.</li> </ul>



## 5 Conclusions and lessons learned

The overarching conclusions presented below are derived from the findings of this evaluation that were analysed based on the assumptions in the evaluation ToC.

### Conclusion 1

Peru CO conducted a GPR, whose findings have been integrated into the CPD and the Gender Strategic Note that is aligned to the transformative ambition of GAP 3. The socialization and use of this strategic note to guide sections require more support to build a common understanding and approach as well as value clarification on gender-transformative programming. Beyond the targeted programmes led by the gender team and executed in coordination with both sections and multiple state sectors that have a clear gender-transformative focus, there is a need for a stronger gender-transformative focus in interventions implemented by sections that mostly adopt a gender-responsive approach focusing on promoting equal access to services for boys and girls.

### Conclusion 2

Having a gender team placed under the deputy representative has allowed the Peru CO to develop strong programmes targeting adolescent girls' empowerment, which is recognized as a significant achievement by external stakeholders in Peru and regionally. Efforts have been made to collaborate with sections on prioritized outputs to address barriers to access to services for adolescent girls and ensure that service

providers in health, education and protection provide a conducive environment for them. The articulation of these efforts with work on girls' empowerment in intervention areas can be further strengthened to ensure that transformative changes are sustained by local actors beyond the timeframe of the project. This requires the gender team and programmatic team leads to collaborate closely to develop these synergies. Currently, the gender team mainly focuses on implementing programmes, with less emphasis on technical assistance for the sections. Moreover, the gender task force which is responsible for supporting the integration of gender equality across programmatic work through a network of focal points has been inactive for some time. This means that integration of gender across programming tends to happen in a disjointed way and lacks shared accountability.

### Conclusion 3

Global UNICEF institutional tools tracking the contribution and investment of the CO to gender equality work such as the gender financing guidance and the global GAP M&E framework do not do justice to the work of the Peru CO on gender, as the extent of achievements is not properly documented and built into reporting. The experience of the Peru CO highlights that the global GAP monitoring system of gender equality in programme interventions largely focuses on quantitative, process measures that do not reflect gender equality results. Outcome indicators reflect a mostly gender-responsive approach,

focusing on reporting the numbers of boys and girls benefiting from the programmes. While the Peru CO has developed output indicators on implementing a gender-transformative approach in the different Goal Areas as part of the Gender Strategic Note, these have not been consistently captured as part of regular institutional reporting. In terms of tracking the level of financial investment in gender, the current processes are too complex for CO staff to use, and their implementation would benefit from more support from RO and HQ as current gender expenditure by the CO in the different programme sections is not fully reflected.

#### **Conclusion 4**

Through partnerships with civil society implementing partners, the Peru CO has built complementary partnerships with women's rights organizations and adolescent umbrella organizations or networks. Through these networks and intermediary CSOs, the CO indirectly partners with adolescent groups and networks to promote gender equality results. UNICEF programmes appear effective at fostering adolescent participation in programme monitoring and implementation, but less so in programme design. The short timeframe of interventions is at odds with the transformative ambition of the programmes. Although there are long-term partnerships with women's rights organizations and umbrella organizations, short project timeframes mean that the engagement with the adolescent groups that partner organizations work with is more short-term.

#### **Conclusion 5**

Ongoing efforts by CO management and HR have led to a reported improvement in the workplace culture on gender. However, there are remaining gender equality and diversity/equity/inclusion-related issues in the workplace, as reflected in the pulse check survey and staff survey results for Peru. In particular, there is a consensus among staff who participated in staff workshops that current conciliation and global redress mechanisms are not effective or trustworthy, leading to under-reporting of cases. Management has striven to actively promote more diversity in the national staff composition better to reflect the socio-cultural profile of Peru's population. In terms of the approach to promote gender parity, a concern has been the response to the change in the way the parity target is described in the global GAP Standard from 2023, the CO is not meeting the parity target where there is over 70 per cent female staff as is the case in Peru, encouraging redress of the gender

imbalance through preferential through preferential recruitment of male candidates. In terms of gender parity at all levels, while female staff are well represented overall, gender imbalances remain in favour of men when considering levels of seniority among chiefs of section.

#### **Conclusion 6**

The Peru CO has effectively used its influencing and convening power to advocate for key gender equality and rights issues in campaigns on child marriage, GBV and therapeutic abortion. UNICEF has also used its specific mandate on the rights of child and adolescent girls as an entry point to promote gender equality through its programmes in Peru. There is scope to extend partnerships, including with other UN agencies, to exploit opportunities for influencing and advocating for gender equality more systematically. UNICEF appears to have added value in issues of girl-child and adolescent SRHR, including in schools. The joint advocacy experience with UNFPA highlights the effectiveness of broad-based partnerships across UN agencies to tackle sensitive topics, thereby reducing the risk of singling out one agency.

#### **Conclusion 7**

Programmes targeting adolescent girls effectively achieve rapid changes, but changes in the enabling environment are slower and require a multi-sectoral approach. Currently, emphasis is placed on individual girls' empowerment as this yields fast results which are instrumental for advocacy and fundraising with donors, but addressing the root causes of gender equality with families, communities, schools and health and social services provision is more complex and depends on influencing external actors, which UNICEF supports through advocacy with key national stakeholders. Work on this has been initiated by programme sections in the frame of the outputs prioritized in the current CPD on preventing teenage pregnancy, early unions, and sexual violence, integrating equitable parenting into gender roles and establishing a national care system. However, more remains to be done to articulate the targeted programmes on girls' empowerment with work across the different programme sections to ensure stronger integration in intervention areas.

Overall **lessons learned** from this country case study include:

- ▶ Having a dedicated gender officer and a gender team placed under the deputy representative with a dedicated budget to implement targeted programmes allows the Peru CO to fulfil its niche role on girls' leadership and empowerment. This set-up is, however, insufficient to ensure adequate support and integration of a gender-transformative approach across programmatic work and requires strong capacity and accountability from the sections, as well as dedicated technical assistance from the gender team and leadership oversight.
  - ▶ UNICEF positioning on gender equality from a child rights perspective, together with the influence and convening power of the organization with the government, gives the organization a unique position and added value. The Peru CO can further its goals in this area through fully employing these levers in joint advocacy initiatives with other UN agencies and like-minded organizations.
  - ▶ Parity conceived as a numerical issue can lead to obscuring the question of women's voices, agency and leadership. In particular, the decision to consider that a CO with over 70 per cent female staff is no longer meeting the parity indicator from 2023 must be carefully understood in terms of its implications in terms of HR management. In addition, parity should be envisaged not only at the overall CO level, but by positions according to decision-making power.
- The evaluation also identifies lessons learned for UNICEF for broader application in programme design and implementation, in particular:
- The work of the Peru CO on gender equality has generated important learning that could inform other country programmes. The following is a summary of lessons drawn from the report, notably:
- ▶ Even in an adverse socio-cultural context and with girls from vulnerable socio-economic backgrounds, programmes focusing on adolescent girls' empowerment have generated powerful changes in terms of adolescent girls' participation and leadership that are potentially transformative.
  - ▶ These changes need to be carefully embedded in a long-term strategy involving all sections of UNICEF to address the barriers present in the broader social context in which the girls live, ensuring that they can rely on peer and other support mechanisms beyond the timeframe of the programme.
  - ▶ While this approach ensures more sustainable and at-scale results, it does not lead to short-term gains that can be directly attributed to the programme. Hence, the M&E framework needs to reconcile these different elements to do justice to both short- and long-term agendas.
  - ▶ UNICEF has strong leverage as an influential child rights organization alongside other UN agencies and development partners to advance key rights issues on child marriage, abortion and gender diversity as part of the child rights agenda in Peru. This allows working with sections of the political spectrum and society that may be reticent to discuss gender equality as the primary topic.
  - ▶ Adolescent girls' and boys' empowerment programmes that include professional development and integration into the economic tissue of society - through careful market analysis and partnerships with private sector actors - are highly attractive to both adolescents and their families, while effectively addressing barriers faced by girls in accessing professional opportunities. However, to avoid putting unsustainable pressure on them, it is important that these programmes also factor in the constraints faced by adolescent girls who are already burdened with school and domestic work. Failure to do so may result in participants dropping out of the programme, likely generating added stress for them.



# 6 Recommendations

These recommendations are presented in order of priority and have been derived from the evaluation’s findings and conclusions. Prior to finalization, they were validated with the CO in Peru and the RO during a workshop.

**Recommendation 1 (linked to conclusions 1, 2, 3 and 7): UNICEF should ensure better integration between the gender team and programme sections’ work on gender equality.**

For the Peru CO:

- ▶ Maintain targeted programming on adolescent girls’ empowerment as the flagship contribution of the Peru CO to gender equality results.
- ▶ Ensure the implementation of the agreed priorities in the Gender Strategic Note by integrating agreed activities in respective workplans and other relevant documents such as biannual plans and proposals.
- ▶ Review priority areas for technical assistance in each of the sections on gender equality.
- ▶ Increase the level of technical support on gender equality integration to the different sections. Technical assistance may be provided by LACRO, the gender officer and/or external consultant services.


- ▶ Revitalize the gender task team under the leadership of the deputy representative. Outline the role and responsibilities of specialists in the sections in implementing the common gender equality outputs, with the technical support of gender focal points in the areas, including this responsibility in their workplan and performance review, and dedicating a percentage of their time to this function.
- ▶ Continue to strive to distribute gender funding among sections to reflect the priority given to addressing the socio-economic factors of gender inequality and effectively leverage the breadth of UNICEF programmes to advance gender equality.


<b>Priority:</b> Very high
<b>Timeframe:</b> Within the next year
<b>Responsible units:</b> Peru CO management, programme management team, section chiefs (programme) and gender team
<b>Cost implications:</b> Cost implications are staff time to fulfil focal point functions, other implications are neutral/cost-saving


For LACRO:

- ▶ Support the Peru CO in reviewing the Gender Strategic Note and kick-start the process of revitalizing the gender task force.
- ▶ Facilitate access to capacity-strengthening resources to support tailored integration of gender in sections (both specific “how to” guidance for each section and generic gender and value clarification work to foster a common approach).
- ▶ Engage with the global gender team as well as with gender staff in COs in a reflection on how the M&E system can better capture outcome and output level gender equality results.

 **Priority:** Very high

 **Timeframe:** Within the next year

 **Responsible units:** LACRO, regional gender team, regional programme planning and monitoring team, and regional evaluation team


 **Cost implications:** Cost implications are staff time to fulfil focal point functions, as well as contracting consultant services if this option is retained to offer additional support to the sectors


**Recommendation 2 (linked to conclusion 6): UNICEF should maintain and expand the advocacy and influencing work of UNICEF in Peru on gender equality through both advocacy campaigns and programmes.**


For the Peru CO:

- ▶ Based on UNICEF’s unique mandate on the rights of the child and adolescents, define a common approach and level of ambition to drive gender equality work in all sections.
- ▶ Capitalize on existing partnerships to enhance advocacy efforts on gender equality, in particular with other UN agencies and development partners and well as CSOs.

 **Priority:** High

 **Timeframe:** Within the next year


 **Responsible units:** Peru CO management and gender team

 **Cost implications:** Neutral, potentially supporting UNICEF Peru’s fundraising efforts on gender equality


For LACRO:

- ▶ Support dialogue with UNFPA at the regional level to ensure that respective roles on gender equality and modalities of collaborations are clearly outlined for their respective COs as part of current dialogue with UNFPA.
- ▶ Share good practices from Peru CO on advocacy initiatives on gender.

 **Priority:** High

 **Timeframe:** Within the next year

 **Responsible units:** LACRO gender team

 **Cost implications:** Neutral, potentially leading to cost saving through more efficient allocation of resources

**Recommendation 3 (linked to conclusions 4 and 7): UNICEF should maximize the contribution of programmes to the capacity and sustainability of adolescent girls' and boys' networks with which UNICEF partners.**

For the Peru CO:

- ▶ Building on existing experience, ensure that the intervention design includes building the organizational capacity of adolescent networks and umbrella organizations alongside the implementation of project activities.
- ▶ Ensure that from the design stage of interventions involving adolescent groups, the existing structures that can support them are identified and mobilized, for example in local government, academic institutions or national and INGOs beyond UNICEF implementing partners. Ensure that those structures are engaged in referral systems so that adolescents have access to continued support after the project timeframe. These efforts should be framed as a continuation of UNICEF long-term engagement with MIMP and other key ministries at national level.

**Priority:** High

**Timeframe:** In the next two years

**Responsible units:** Programme management team, section chiefs (programme) and gender team

**Cost implications:** Neutral does not require additional resources but affects the design of programmes

For LACRO:

- ▶ Support the Peru CO to develop theories of change with milestones on the path towards sustainable changes as part of programme design, so that short term projects can be leveraged to contribute to longer term goals and transformative changes.
- ▶ Review partnership modalities to encourage capacity building of umbrella organizations and networks that can work with adolescent girls and youth groups sustainably.

**Priority:** High

**Timeframe:** In the next two years

**Responsible units:** LACRO gender team, regional programme planning and monitoring team, regional evaluation team

**Cost implications:** Neutral, does not require additional resources but affects the design of programmes

**Recommendation 4 (linked to conclusion 5): UNICEF should maintain and increase efforts on improving workplace culture on gender equality, inclusion and diversity.**

For the Peru CO:

- ▶ Taking stock of the global staff survey and pulse check survey, continue to provide more management support and visibility to the efforts made by staff representation groups such as the staff association and young UNICEF in addressing gender equality and other diversity, equality and inclusion concerns among staff and empower them to provide safe spaces for female and male staff to express their views and propose ways forward of workplace gender and diversity culture.
- ▶ Promoting women voices, agency and leadership in the CO beyond ensuring numerical parity, including through consistent messaging from senior management on this and looking to promote and support female staff in positions of chiefs of section.
- ▶ Implementing a capacity building plan including externally facilitated value-clarification work on gender equality and other diversity, equality and inclusion concerns in the workplace under the oversight of the gender task force.

**Priority:** High

**Timeframe:** Within the next year


**Responsible units:** Peru CO management, HR team, and gender team


**Cost implications:** Costs associated with capacity building in terms of staff time


For LACRO:

- ▶ Support the Peru CO to develop and monitor the implementation and effectiveness of its capacity building plan on gender equality, including by identifying specific training resources and technical products on gender integration relevant to each programmatic area.
- ▶ Consider providing clear guidance on parity in staffing, including paying attention to parity in decision-making positions and across functional areas, and providing strategic guidance on how to appropriately foster gender equality in the workplace in a context where most of the staff in office is female.

 **Priority:** High

 **Timeframe:** Within the next year

 **Responsible units:** LACRO gender team, and regional HR team

 **Cost implications:** Limited cost implications relating to staff time to follow up on the capacity building plan and identifying relevant technical resources



## List of annexes

The annexes below are included in a separate document.

- ▶ **Annex 1:** Evaluation Terms of Reference
- ▶ **Annex 2:** Case study Terms of Reference
- ▶ **Annex 3:** Distribution of respondents and list of persons interviewed
- ▶ **Annex 4:** List of documents reviewed for case study
- ▶ **Annex 5:** Methodology: Application of criteria to the evaluation design
- ▶ **Annex 6:** Methodology: Interviews and focus group discussion tools
- ▶ **Annex 7:** Evaluation matrix
- ▶ **Annex 8:** Evaluation Theory of Change
- ▶ **Annex 9:** Evaluation team composition and biography.

## Endnotes

- 1 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)
- 2 More details on the case study countries selection methodology can be found in the evaluation's Inception Report: United Nations Children's Fund, *Evaluation of the UNICEF Gender Policy and Gender Action Plans – Inception Report*, New York, April 2024, pp. 25-27
- 3 United Nations Development Programme, 'Human Development Report Data Center: Peru (2022)', UNDP, New York, 2022, <<https://hdr.undp.org/data-center/specific-country-data/#/countries/PER> (2022)>, accessed 24 September 2024.
- 4 Sustainable Development Solutions Network, 'Sustainable Development Report 2024: Peru', SDSN, Paris, 2024, <<https://dashboards.sdgindex.org/static/profiles/pdfs/SDR-2024-peru.pdf>>, accessed 24 September 2024.
- 5 United Nations Children's Fund, *Country Programme Document: Peru, UNICEF, New York, 2022*.
- 6 Instituto Nacional de Estadística e Informática, *Perú: Encuesta Demográfica y de Salud Familiar 2023*, INEI, Lima, 2024.
- 7 Ministerio de la Mujer y Poblaciones Vulnerables, 'Estadísticas de Violencia', MIMP, Lima, <[www.mimp.gob.pe/omep/estadisticas-violencia.php](http://www.mimp.gob.pe/omep/estadisticas-violencia.php)>, accessed 24 September 2024.
- 8 Defensoría del Pueblo, 'Reporte Igualdad y No Violencia', Defensoría del Pueblo, Lima, 2023.
- 9 Perú: Encuesta Demográfica y de Salud Familiar 2023.
- 10 United Nations Department of Economic and Social Affairs, 'SDG Country Profile: Peru', UN DESA, New York, <[unstats.un.org/sdgs/dataportal/countryprofiles/PER](https://unstats.un.org/sdgs/dataportal/countryprofiles/PER)>, accessed 24 September 2024.
- 11 Centro Nacional de Planeamiento Estratégico, *III Informe Nacional Voluntario sobre la Implementación de la Agenda 2030 para el Desarrollo Sostenible*, CEPLAN, Lima, 2024.
- 12 Inter-agency Coordination Platform for refugees and Migrants from Venezuela, *RMRP 2024 Update – Regional refugee and migrant response plan (RMRP)*, RAV, 2023.
- 13 Naciones Unidas en el Perú, *Informe de Resultados 2023*, Naciones Unidas, Lima, 2023.
- 14 United Nations Children's Fund, *Country Programme Document: Peru, UNICEF, New York, 2022*.
- 15 United Nations Children's Fund, *Country Office Annual Report 2023 - Peru*, UNICEF, New York, 2023.
- 16 Based on the triangulation of several sources of data, including this case study (as well as four other case studies, quantitative and qualitative data, a comparative study).
- 17 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.
- 18 United Nations Evaluation Group, *UNEG Ethical Guidelines for Evaluation*, UNEG, New York, 2020, *World Health Organization, Ethical and Safety Recommendations for Intervention Research on Violence Against Women*, WHO, Geneva, 2016, *United Nations, Protocol on the Provision of Assistance to Victims of Sexual Exploitation and Abuse*, United Nations, New York, 12 December 2019.
- 19 The consultants 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.
- 20 An autonomous committee authorized by the United States Department of Health and Human Services.
- 21 The concept of 'positive masculinities', also called 'new masculinities in Peru', is described for example in the technical note on engaging men and boys (UNICEF, 2020), as a way to foster males' own well-being and that of adolescent girls and women, and benefits society as a whole. More detail available at: United Nations Children's Fund, *Technical Note on Partnering with Men and Boys to End Child Marriage*, United Nations, New York, 2020.
- 22 United Nations Children's Fund, *Country Office Annual Report 2021 - Peru, UNICEF, New York, 2021*.
- 23 CO are attributed a 1 or a 0 for most indicators within each indicator depending on whether they meet the indicator or not, while a few indicators can take any value between 0 and 1 (see for example, within the criterion "Culture", the indicator "Percentage of staff who agree with the gender equality statement" is a value between 0 and 1, 0.57 in this case, meaning 57% staff agreed with the gender equality statement). A criteria average is then calculated for each of the 9 criteria. The final score is an average of the 9 criteria averages. For more information, visit the UNICEF's Gender Team SharePoint page on the GAP standard.
- 24 United Nations Children's Fund, *Country Office Annual Report 2021 - Peru, UNICEF, New York, 2022*.
- 25 Set-aside funds are ring fenced funds for different thematic areas in UNICEF at global level, one of them being the Gender Equality Fund. Country Offices must submit proposals to win these grants. More information at: United Nations Children's Fund, *Spotlight on the UNICEF Gender Equality Fund - Results achieved in 2022 to ensure gender equality and the empowerment of women and girls, UNICEF, New York*.
- 26 United Nations Children's Fund, *Adolescent Girls Programme Strategy, UNICEF, New York, 2022*.
- 27 Gender Programmatic Review, UNICEF Peru, 2022
- 28 'Ley que Impulsa la Calidad de los Materiales y Recursos Educativos en el Perú', *Diario Oficial El Peruano*, 2021.
- 29 'Congreso aprueba la eliminación del lenguaje inclusivo en textos escolares y en todos los documentos públicos', *Comunicaciones Congreso*, 11 April 2024.
- 30 Camila case concerns a 13-year-old girl who became pregnant because of rape by her father. Although she made multiple requests to terminate the pregnancy in line with her right to therapeutic abortion, those were refused by the health facilities. When she had a miscarriage, law enforcement authorities prosecuted and convicted her for terminating her pregnancy. With support of a coalition of partners in Peru including UNICEF, she successfully appealed against her conviction. Mila, an 11-year-old girl in Loreto department, became pregnant because of rape by her stepfather. She was successfully supported by a coalition of UN agencies, including UNICEF to access her right to therapeutic abortion.
- 31 AGORA is UNICEF's global learning hub.
- 32 These are referred to as "explanatory notes" in the latest UNICEF country programme planning guidance.
- 33 Fondo de las Naciones Unidas para la Infancia en Perú, *Documento técnico: sesiones de masculinidades adolescentes por la igualdad de género*, UNICEF Perú, Lima, 2023.

- 34 Indicator “3.1.7. Percentage of UNICEF-targeted women, girls and boys in humanitarian situations provided with risk mitigation, prevention and response interventions to address gender-based violence, through UNICEF-supported programmes” is phrased as a percentage but is reported as an absolute value
- 35 UNICEF, Country Programme Full Approved Report. January 2024.
- 36 See, for example, Secondary Sanctions, Overcompliance and Human Rights, Note by the Secretary General, prefacing the Report of the Special Rapporteur on the Negative Impact of Unilateral Coercive Measures on the Enjoyment of Human Rights, UNGA, September 2023. The report references the UN response to the Syria-Türkiye earthquakes as one example in which overcompliance to secondary sanctions hampers the timely and efficient flow of humanitarian resources.
- 37 KII, 04/24.



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