EVALUATION OF UN WOMEN SUPPORT TO PWN+ ON HIV AND AIDS PROJECTS IN INDIA
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This is the report of an independent evaluation conducted by UN Women South Asia sub-regional office in 2011. The evaluation examines UN Women’s support to the HIV/AIDS project of the Positive Women’s Network (PWN+) in India. It is estimated that India now has the third largest number of individuals with HIV/AIDS. Of the estimated HIV burden, women and girls account for 40 per cent and there is a growing recognition of the feminisation of the epidemic. In the Indian context, women’s vulnerability is determined by discrimination and gendered values that lead to a lack of power to negotiate and use condoms during sex. The sheer numbers of the HIV/AIDS epidemic as well as women’s particular vulnerability to the epidemic demands much-needed multiple and diverse social responses and a flexible capacity to make country-specific responses.

Through its partnership with PWN+, UN Women advocates a gender-sensitive approach to combating HIV/AIDS and support women’s participation in policy-making on HIV/AIDS. The Positive Women Network (PWN+), a national self-help organization of women living with HIV, with the goal to improve the quality of life of women living with HIV, is supporting activism from the grassroots level. The network that started in 1998 has become a key force in the field with over 5000 members across 16 states in India. UN Women started its partnership with PWN+ in 2002. Since 2006, UN Women has focused on supporting PWN+ activities in the areas of 1) awareness raising and capacity building through sensitization workshops, awareness raising campaigns, development of information-education-communication material and training on gender and violence; 2) advocacy through developing advocacy material on WLHA rights and guidelines for Drop in Centres; and 3) community mobilization and leadership development leading to expansion of the state and district level networks.

The ultimate purpose of this evaluation is to assist in identifying strategies and operational approaches to strengthen UN Women’s mandate in the area of gender and HIV/AIDS as well as provide recommendations for its continued support to PWN+. More specifically, the evaluation examines the contribution that UN Women has made in supporting PWN+ between 2006 and 2010. In addition to the standard evaluation criteria-relevance, effectiveness, usage and efficiency – the evaluation also looked at the strategic role of UN Women vis-à-vis other development partners in providing support to PWN+ activities.

The evaluation notes that UN Women, through its assistance to PWN+, provided invaluable technical support to the young grassroots organization, and thus, supported the groundwork for a strong organization. In the years under review, while technical support declined, UN Women provided continuous financial and technical assistance up until 2011. It is especially heartening to read that PWN+ has accomplished much of its vision. UN Women played a critical role in supporting PWN+ in sustainably improving HIV/AIDS services by building on capacity development and beneficial relationships that have led to the development of a vast network comprising fourteen state networks with independent leaderships. UN Women’s evidence-based approach of analyzing gender specific needs and working with different stakeholders including the community to develop optimal socially, culturally and economically sound solutions has led to positive outcomes in terms of social entitlements and acceptance of Women Living with HIV/AIDS (WLHA). However, PWN+ has not been successful in changing attitudes of local leaders towards WLHA, which is important to effectively increase access to services for WLHAs. The report concludes that UN Women and PWN+ need to...
expand their joint work to fight the continuing discrimination experienced by WLHAs and to increase their networks as well as to leverage existing opportunities to engender the HIV/AIDS debate and create positive spaces for WLHAs.

I hope this evaluation will help UN Women’s support to PWN+s and other HIV/AIDS projects in the region, to pursue its interventions at various levels – systematically and effectively - as they move towards more holistic programming and work to integrate gender lens into the national, state and local discourses on HIV/AIDS. I am convinced that the refreshing new insights on UN Women’s work in providing support to PWN+ HIV/AIDS project offers substantial help in answering some of the remaining questions on how to increase the focus of its support and embed it in appropriate, achievable and locally adapted initiatives. As the issues addressed concern many other partners in the UN system, national governments and civil society, I hope that the report will also contribute to further debate and action.

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UN Women South Asia Sub-Regional Office
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<tr>
<td>AIDS</td>
<td>Acquired Immunodeficiency Syndrome</td>
</tr>
<tr>
<td>ART</td>
<td>Anti-Retroviral Therapy</td>
</tr>
<tr>
<td>DAW</td>
<td>Division for Advancement of Women</td>
</tr>
<tr>
<td>DIC</td>
<td>Drop in Centre</td>
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<tr>
<td>FGD</td>
<td>Focus Group Discussion</td>
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<td>GoI</td>
<td>Government of India</td>
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<tr>
<td>HIV</td>
<td>Human Immunodeficiency Virus</td>
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<td>IDI</td>
<td>In-Depth Interview</td>
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<td>INP+</td>
<td>Indian Network for People Living with HIV and AIDS</td>
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<td>INR</td>
<td>Indian Rupee</td>
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<td>INSTRAW</td>
<td>International Research and Training Institute for Advancement of Women</td>
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<tr>
<td>KII</td>
<td>Key Informant Interview</td>
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<tr>
<td>MYFF</td>
<td>Multi Year Funding Framework</td>
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<tr>
<td>NACO</td>
<td>National AIDS Control Organisation</td>
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<tr>
<td>NACP</td>
<td>National AIDS Control Programme</td>
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<tr>
<td>OSAGI</td>
<td>Office of the Special Adviser on Gender Issues and Advancement</td>
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<tr>
<td>PLHIV</td>
<td>People Living with HIV</td>
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<td>PWN+</td>
<td>Positive Women's Network</td>
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<td>ToR</td>
<td>Terms of Reference</td>
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<td>UN</td>
<td>United Nations</td>
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<td>UNAIDS</td>
<td>Joint United Nations Programme on HIV and AIDS</td>
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<td>Acronym</td>
<td>Full Name</td>
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<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
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<tr>
<td>UNGASS</td>
<td>United Nations General Assembly Special Session</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children's Fund</td>
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<td>UNIFEM</td>
<td>United Nations Development Fund for Women</td>
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<tr>
<td>WLHA</td>
<td>Women Living with HIV and AIDS</td>
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EXECUTIVE SUMMARY

In November 2011, UN Women commissioned Amaltas, a consulting and research organization based in Delhi, to carry out an evaluation of its support to the Positive Women’s Network (PWN+) on HIV and AIDS projects in India. As there had been no evaluation of the overall programme, the PWN+ programme was selected for decentralized evaluation in the year 2010-2011 as per the UN Women’s Evaluation Policy and Management Results Framework. The evaluation was intended to examine UN Women’s support to PWN+ programmes on HIV and AIDS since 2006.

This report draws upon the experience and wisdom of those implementing the programmes for women living with HIV and AIDS (WLHA), present and former staff of UN Women, various primary and secondary stakeholders, documents, supervisory information and evaluation studies shared with the review team.

UN Women

UN Women has been set up recently within the UN family in 2011 through a merger of four UN institutions working on gender and women. UN Women’s mandate is to work on issues pertaining to women’s empowerment and gender equality and links women’s issues to national, regional and global agendas by fostering collaboration and providing financial and technical support to gender mainstreaming and women’s empowerment strategies. Guidance documents of UN Women have addressed the issue of HIV and AIDS throughout the past decade. However, it appears that the nature of support has moved from implementation of projects to encouraging the engendering of HIV and AIDS response within the broader remit of women’s issues.

UN Women has provided support to PWN+ since 2002. An evaluation of the partnership with PWN+ was carried out in 2005 by UN Women which concluded that “strength of (the) organisation lies in understanding women’s vulnerabilities and growing violations that WLHA face in the country today”. The main challenges were found to be organisational development, communication processes across networks and external agencies, and fundraising strategy.

Positive Women’s Network

PWN+ was set up in 1998 with the goal to improve the quality of life of WLHA in India and the organisation implements programs to organize and mobilise WLHA towards self-reliance and sustainability. The membership of the organisation is approximately 200,000 in 14 states of India. The Tamil Nadu state network in particular has further helped to create district level networks. PWN+’s mission is to build capacities, increase access to formal rights and entitlements, develop partnerships and advocate for programme and policy change in support of WLHA and children living with HIV and AIDS.

Activities undertaken by PWN+ with UN Women support since 2006 include raising awareness and building capacity through sensitization workshops, awareness raising campaigns, development of information-education-communication material and training on gender and violence; advocacy through developing advocacy material on WLHA rights and guidelines for Drop in Centres; and community mobilization and leadership development leading to expansion of the state and district level networks.

1 For ease of reading, we will refer throughout to UN Women, although it should be understood that work may have been initiated under UNIFEM’s support prior to 2010.
Overview of HIV Situation in India

The HIV and AIDS epidemic which was first recognised in 1986 in India has shown an overall decline in the past decade. Initial estimates of people living with HIV (PLHIV) in 2002 when UN Women first began its support to PWN+ was between 3.8 - 4.6 million. After an overall downward revision following a population based health survey, latest estimates in 2008 put the number of PLHIV at 2.27 million across the country.

About 39 percent of PLHIV are women. The prevalence of HIV among women has been declining, but more slowly than for all persons taken together. There has thus been a slow increase in the proportion of women infected with HIV and AIDS. A much larger number are affected by the epidemic as caregivers.

The overall proportion of WLHA among those infected worldwide is slightly more than 50 percent. The female face of the epidemic has now emerged. Women’s biological, economic and social vulnerability has been well documented. In the Indian context, women’s vulnerability is determined by underlying factors such as low social status leading to lack of power to negotiate sex and use of condoms during sex.

The Evaluation

The aim of the evaluation is to examine UN Women’s support to PWN+ on HIV and AIDS since 2006, with a view to provide findings and recommendations that will facilitate the identification of strategies and operational approaches to guide UN Women’s mandate in the area of gender and HIV and AIDS.

Following detailed discussions with the UN Women team, three probe areas were developed based on the objectives of the evaluation. These were:

i. Did UN Women supported PWN+ projects empower the lives of WLHA;

ii. Did UN Women support to PWN+ build sustainable organizational capacity of PWN+ and its members; and

iii. Was UN Women support strategic and did it lead to engendering the work on HIV.

iv. A qualitative methodology was adopted utilising primary and secondary data. Purposive sampling was undertaken to meet time and access constraints. The highest ethical standards were maintained in conformity with guidance from UN Women. Consent was obtained from respondents to the study and anonymity has been ensured in reporting. Limitations of the study are reliance on qualitative data; unavailability of documentation on some issues of interest to the evaluators; time constraints; and inability to arrange meetings with some respondents.

Findings

UN Women Supported PWN+ Project empower the lives of WLHA

PWN+ was able to provide safe space for positive women to meet and share their everyday experiences. They have conducted meetings, workshops and research to address issues raised by their cadres including local social acceptance, education of children, marriage and inheritance, health, social acceptance etc. PWN+ has also provided outreach services such as supporting health services and income generating activities for its members. Emotional support, knowledge and information on HIV and strategies for dealing with violence have each played an important role in the lives of the members.

Counselling provided by PWN+ has meant that many WLHA have been able to return to their natal families. Efforts to mainstream their issues has led in the case of Tamil Nadu, to the revision of age eligibility criteria for widowhood pensions. Their intervention has also been able to ensure that medical services, otherwise difficult for WLHA to access, are available at the grassroots level. PWN+ supported programs have helped WLHA to access their rights through awareness generation and confidence building.

WLHA continue to fear discrimination and denial of services which remains rampant in society. WLHA do not, by and large, reveal their positive status. The level of acceptance of WLHA is more where networks are in place. However gains have been made through activism and wresting of rights rather than through support of local leaders.

The majority of PWN+ members are from a lower socio-economic background. Those who are relatively affluent, prefer not to take membership and do not attend community events. PWN+ interventions could not thus, be expected to have an impact on the situation of all WLHA in the country.
Just-in-time support from UN Women helped to build PWN+ organisationally and was coherent with expressed needs of the WLHA in the early years. However, documentation since 2006 does not provide adequate information on the coherence of UN Women support with the requirements of PWN+ or of WLHA. A major strength is that the organisation is firmly ‘grounded’ in its membership and hence can provide valuable lessons to UN Women.

**UN Women Support built Sustainable Organisational Capacity of PWN+**

Support of UN Women was greatly welcomed and the concordance of the mandates of the two organisations has been noted.

There has been a mismatch of expectation between UN Women and PWN+ in terms of organisational development. Nevertheless, PWN+ has seen strong expansion of state and district networks in this period, although several were felt to be nascent in respect to their processes and systems.

The leadership of PWN+ has been a matter of great discussion. While most have recognised the yeoman role that the present President has played in setting up and building the present profile of the organisation, some have expressed concern that a second line leadership is not entirely visible at this time. PWN+ has, in its most recent National Consultation in 2012, taken up the issue holding discussions on organisational development, leadership, and the organisation’s interface with external partners.

An important observation was the weakening of day-to-day links of UN Women with PWN+. This was at a time when the overall average support to PWN+ per year was in fact increasing. The organisational support provided also appears to have declined in the period under review. PWN+ has also received funding from other funders in the period, on account of their growing capacity for proposal writing and implementation. This is less so for the state and district level networks where organisational development remains an important need. Nevertheless, the concern about core funding continues to be felt within the organisation.

Participation in various international, national and state conferences and consultations has given PWN+ leadership great visibility and the ability to take the voice of marginalised WLHA to a global audience. Yet PWN+ appears not to have fully explored the intersections of its issues with those of other like-minded organisations. This appears to be an area where UN Women may help, given its evolving strategy on HIV and AIDS.

**Engendering HIV Work in India**

PWN+ has also been able to address gender issues at the ground level, yielding gains in emotional support, confidence building and local social acceptance. They have been able to make public services more accessible, for health, pensions, or public transport. National actions in this regard have been felt to be much fewer, owing to the state level locus of decision-making in many of these cases.

Some gains were made in engendering the National AIDS Control Programme (NACP) Phase III. Attention to the prevalence of HIV among women and the particular vulnerability of women to HIV and AIDS was felt at the highest levels of government. This was at least in part due to the participation of PWN+ and UN Women in discussion of the strategy for the programme. Both organisations are involved in the discussions of the structure of the next phase, although expectations on the scope of support to WLHA are uncertain at this time.

**Recommendations**

The following recommendations have emerged from the evaluation:

i. UN Women needs to recognise the continuing need for support for a women’s agenda in the context of HIV and AIDS, in view of the high absolute number of WLHA as well as the proposed merging of NACP with the National Rural Health Mission within the period of the NACP-IV.

ii. UN Women needs to provide technical support to further its commitment to HIV and AIDS within an ‘Ending Violence against Women’ agenda and other ongoing programs, through consistent and reliable guidance.

iii. UN Women needs to build its partnership with a ‘grounded’ organisation such as PWN+ in order to locate its work within the reality of local situations.

iv. PWN+ to take forward its vision to develop a shared understanding of the purpose and scope of work of all networks within the PWN+ organisation.
v. PWN+ to nurture a second line of leadership within the organisation and to develop democratic norms which are actualised within a finite period.

vi. PWN+ to provide handholding support to newer networks within its fold so that a strong programme of work to take up women's issues at the state level can be established.

vii. PWN+ to take cognizance of its role as a women's organisation and build relationships with like-minded organisations working on women's issues so as to ensure that it expands the scope of its work to cover issues of all women experiencing the HIV and AIDS epidemic.

viii. UN Women to play a convening role in discussions regarding the intersections of HIV and AIDS and women's issues and help PWN+ to establish relationships with women's organisations.

ix. UN Women and PWN+ to take stock of the continuing responsibility for efforts to meet community needs which is now in a position to express its demands for a better life for themselves and their families.

x. UN Women and PWN+ to take cognizance of the continuing discrimination experienced by WLHA and its impact on their lives. They need to expand their joint work and responsibility for this area through well defined projects which utilise the strengths of the longstanding women's organisation and the core competency of UN Women.

xi. UN Women and PWN+ to leverage existing opportunities to engender the HIV and AIDS space, thereby accomplishing the task they began a decade ago, as well as learn lessons for other engagements and situations.
1.1 Overview of HIV and AIDS Scenario in India

Over the past three decades, HIV and AIDS has emerged as one of the most potent threats to human development and well-being impacting the socio-economic fabric with severe consequences to the global society. Following a stark increase in the estimated prevalence of the infection among populations at risk, the epidemic gradually spread to the general population. Estimations of prevalence among antenatal women are used as a proxy for the rate in the general population.

In 2002, when UN Women began its support to programs with the Positive Women’s Network (PWN+), the estimated figures for People Living with HIV and AIDS (PLHIV) was 3.8 - 4.6 million, of which about 2 million were estimated to be women. Following a population based survey in 2006 the prevalence of HIV and AIDS among the adult population was substantially revised to 0.36 percent and in 2008 it was estimated to be 0.29 percent. HIV and AIDS prevalence has declined by about 0.07 percent over the past decade from 2006 to 2008 and fallen by as much as 0.05 percent between 2007 to 2008. There is also a declining number of PLHIV in the country, with an estimated 2.27 million PLHIV in 2008 compared to 2.31 million in 2007. More recent estimations of HIV and AIDS prevalence have not yet been published.

In 2008, 39 percent of an estimated 2.27 million PLHIV were WLHA. Despite progress, data show that the estimated prevalence of HIV and AIDS has not shown a similar decline for women. The distribution of WLHA is thus a gradually increasing proportion of all PLHIV. The percentage of PLHIV who are women has increased marginally from 38.4 in 2006 to 39.0 percent in 2011. The National AIDS Control Program (NACP) Phase III, Strategy and Implementation document also noted the increasing ratio of women testing positive among clients at clinics for Sexually Transmitted Diseases. The UNAIDS estimates that slightly over 50 percent of all those infected with HIV worldwide are women.

7 UNAIDS. UNAIDS report on the Global AIDS Epidemic. 2010
1.2 Vulnerability of Women to HIV

The transmission of HIV is spurred by women's inability to negotiate safe sex and refuse unwanted sex. Young women often have less information on HIV and AIDS than men. The Behaviour Surveillance Survey 2006 found that the awareness among women of the transmission of HIV through sexual intercourse was 66.7 percent compared to 81.3 percent among men. Many women do not reveal their HIV-positive status as they fear violence and thus are less likely to access help and treatment. Young women are particularly vulnerable to coerced sex and thus more vulnerable to HIV infections. Over half of new HIV infections worldwide occur among young people between the ages of 15 and 24 years, of which a large proportion are women.

Today it is widely acknowledged that the epidemic especially affects women, and several studies have documented the greater biological, economic and social vulnerability of women to HIV and AIDS. Kathleen Cravero, the Deputy Executive Director of Joint United Nations Programme on HIV and AIDS (UNAIDS) wrote in 2004: "The female face of the epidemic is now a terrifying pattern. Nearly half of all adults living with HIV today are women, up from some one-third in 1985. A strategy against HIV and AIDS that does not confront gender inequality is, therefore, doomed to failure." UN Women has, in fact, been instrumental in confronting gender equality and a number of reports produced in the last decade record its actions in this regard.

There are a number of factors - biological, social and cultural determinants that put women and adolescent girls at greater risk of HIV infection than men. These relate to - not having control over their own bodies and right to decide when to have sex. The lower status of a woman leaves...

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11 UNAIDS South Asia Inter-Country Team and UNIFEM South Asia Regional Office: The Gender Dimensions of HIV and AIDS: Challenges for South Asia - Extracts from a regional scan and South Asian regional Consultation, August 2004, New Delhi; Foreword, p 1
14 Dept. of Social Work, State Training Resource Centre (STRC), Delhi. Mainstreaming Gender into HIV and AIDS Programmes.
her more likely to be exposed to infection. As a result, women cannot negotiate safe sex and ask men to use condom. There is also a lack of availability of female controlled HIV and AIDS prevention methods.\textsuperscript{15}

The 2004 UNAIDS-UNIFEM report on Gender dimensions in South Asia\textsuperscript{16} quotes Ms. Bindu Babu from PWN+ and CPKT+, “women living with HIV and AIDS need to play a central role in all HIV and AIDS policy formulation and programme implementation and there is a need to recognise their lived experience as a form of expertise.”

The National Association of Women in supporting the engendering of the Eleventh Five Year Plan\textsuperscript{17} makes a similar point when they say that women’s voices and perspectives must inform policy embodied in the Five Year Plan.

1.3 Positive Women’s Network

PWN+ was established in 1998 to improve the quality of life of women living with HIV and AIDS (WLHA) in India. It began as an offshoot of INP+, advocating for the specific issues that women face, as they come to terms with their lives affected by HIV. Its goal is to improve the quality of life of WLHA in India and the organisation implements programs to organize and mobilise WLHA towards self-reliance and sustainability.

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Box 1: The Positive Women’s Network

PWN+ is an exclusive network and national forum of WLHA that represents the voice of HIV affected women and children across India. The vision of PWN+ is to ensure that “Women living with HIV and AIDS, children living with HIV and children affected by HIV are all empowered to live a life of dignity and equality, free from stigma and discrimination”.

In 1998, four women living with HIV and AIDS joined hands to fight the discrimination that they faced from society and change their situation in life. The strong network has gradually emerged as the face of women living with HIV and AIDS in India.

Today PWN+ has a presence in 14 states of India. All state chapters are independently registered. The Tamil Nadu PWN+ state chapter has about 20 district level networks and five women-specific DIC in various districts. PWN+ has forged collaborations and partnerships with diverse stakeholders including the UN agencies, NACO, Government Departments, self-help groups, civil society organizations and corporate institutions.

UN Women has supported PWN+ since 2002. It has funded several capacity building workshops, legal literacy sessions and violence against women projects etc. Representatives from PWN+ have been invited to provide inputs at national and state levels on discussions on the gender dimensions of HIV and AIDS.

PWN+ has made differences to the lives of many positive women by meeting the needs of the women and helping them sustain their lives and children.

PWN+ has been set up as an all-India network of WLHA with the mission to “change the existing situation of women and children living with HIV and AIDS in India ... build capacities, increase access to formal rights and entitlements, develop partnerships and advocate for program and policy change”. Empowerment is not a destination that can be reached once and for all, but also among other things is a process of becoming conscious of the system which has limited one’s access to knowledge and has inhibited one from exercising one’s own choices. PWN+ proposes to empower WLHA and to bring about change through the establishment of groups at local levels and by changing societal perceptions regarding those living with HIV and AIDS.

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\textsuperscript{16} UNAIDS, UNIFEM. The Gender Dimensions of HIV and AIDS, Challenges for South Asia. August 2004
\textsuperscript{17} National Alliance of Women organisation (NAWO), Ministry of Women and Child Development (MWCD), UNIFEM, UNDP. Engendering the Eleventh Five Year Plan 2007-2012. March 2008
\textsuperscript{18} Quoted from Discovering the paths to positive change in women’s lives. www.pathwaysofempowerment.org Accessed on 2 February 2012.
The organization began to implement and organise programs, as well as mobilize WLHA toward self-reliance and sustainability. The network has been supporting the development of support groups of WLHA in many parts of the country. It helps in creating linkages between women’s issues and the issues of WLHA. The 2005 review of PWN+ by United Nations Development Fund for Women (UNIFEM) states, “this is part of PWN+ mandate, which has been conceptualised as a force that would change the course of HIV epidemic”19.

Since its beginning, PWN+ has become an important advocate for WLHA in India. Through its programs and activities PWN+ has reached out to them by:

- Creating a national network, and establishing chapters across several states in India
- Addressing and reducing stigma and discrimination against positive women
- Working towards societal acceptance
- Improving dissemination of information
- Improving access to services for women
- Ensuring access to quality education, health and safety for children
- Providing affirmative actions for women living with HIV in the area of livelihood employment vocational training and credit

**Figure 2. Map Showing State Networks of PWN+**

Following the National Consultation on WLHA in 2002 and the decision to develop an action plan of response, PWN+ and UN Women started to work in partnership to effectively address the issues of WLHA. Recommendations developed during the National Consultation provided a basis for PWN+ programme activities from 2002 to 2004.

19 PWN+, UNIFEM. Review of Positive Women’s Network. 2005

In the beginning of the decade PWN+, with the support of UN Women and other partners, conducted research studies and documented the voices of WLHA in order to strengthen their advocacy work with research based findings and evidence. PWN+ conducted several legal literacy and media workshops with the support of UN Women. Further, national level advocacy activities such as
Box 2: Kousalya Periasamy and K. Padmavathy

Kousalya Periasamy was a 21 year old bride of nine months when her husband died of AIDS. Married to her cousin, Kousalya had no idea that he had contracted HIV or that he knew of his condition when he married her. Kousalya grew from that young girl into a leader of stature. She earned her right to represent the issues of WLHA not only because she was the first woman to publicly acknowledge her positive status, but also because she, along with four other likeminded women started India’s first women’s organisation PWN+, dealing with the issues of positive women.

As WLHA, Kousalya and Padmavathy have had to struggle with the notions of male primacy. In the first organisation that they joined, they had to struggle to find space to discuss their issues, to establish the fact that they could be leaders in their own right, and finally, to struggle with bringing gender issues to the forefront. It was at this point in their journey, that UN Women supported their thinking.

A common definition of ‘leader’ is one who organises group of people to achieve a common goal. And that is exactly what people like Kousalya and Padmavathy, the head of the Tamil Nadu PWN+ have been trying to do since over a decade. One respondent remarked, “Kousalya is a natural advocate”. The same thought has been expressed by others.

Padmavathy has been able to make a mark as a leader in the state of Tamil Nadu. District level network staff refers to Padmavathy for any clarifications and reporting from the districts. She has been able to make a mark for herself in the big shadow of a leader like Kousalya.

public hearings and Consultations were also organized. These programs and activities led to the mobilization of WLHA and the creation of a wide network of institutions of support. PWN+ received support of ~INR 1,500,000 from UN Women during this period.20 Several publications which came out during this phase document the experiences of PWN+ and the voices of WLHA.21 Issues that were identified, covered a range of concerns such as stigma and discrimination faced by the WLHA, legal rights of WLHA and mainstreaming of gender.

Figure 3. Key Activities conducted by PWN+ and supported by UN Women

<table>
<thead>
<tr>
<th>Year</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
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<th>2008</th>
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</thead>
<tbody>
<tr>
<td>Raising awareness and Building capacity</td>
<td>Research studies</td>
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<td>Capacity building sessions</td>
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<td>Developing IEC materials</td>
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<td>Legal literacy workshops</td>
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<td></td>
<td>Awareness raising campaigns</td>
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<td>Sensitization programs</td>
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<td>Training workshops</td>
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<td>Advocacy</td>
<td>Public hearings</td>
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<td>National level consultations</td>
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<td>Linkages with CHARCA Project</td>
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<td>Campaigns to stop violence against</td>
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<td></td>
<td>Producing advocacy materials</td>
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<td></td>
<td>Producing DIC guidelines</td>
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<tr>
<td>Community mobilisation and Leadership development</td>
<td>Expansion of state and district level networks</td>
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</table>

20 Figure computed from budget document provided by UN Women.
21 Please refer to document list attached in the Annex 4.
Between the period of 2006 - 2011, the focus of PWN+ gradually shifted from awareness raising and capacity building to advocacy by coordinating the efforts of relevant stakeholders. PWN+ began to expand its network by creating state level networks of positive women. Present PWN+ has networks in several states of India. Activities undertaken by PWN+ since 2006 include raising awareness and building capacity through sensitization workshops, development of information-education-communication material and training on gender and violence; advocacy through developing advocacy material on WLHA rights and guidelines for Drop In Centres; and community mobilization and leadership development leading to expansion of the state and district level networks.

A series of workshops on skill building, sexual and reproductive rights and legal literacy were conducted with state chapters of the network. In addition, PWN+ produced information, education and communication as well as, advocacy materials in several languages. During the period between 2006 – 2011 various documents such as Women Drop In Center (DIC) Guidelines were produced and programs such as various sessions and trainings on Gender and Violence, Partner sensitisation programs were conducted by PWN+. Grants approved by UN Women in this period totalled INR 4,000,00022.

Women’s vulnerability to the disease and its gender dimensions has, therefore, been the backdrop of UN Women’s support to PWN+ initiatives.

1.4 UN Women Mandate

In 2010, UN Women was set up through a merger of four UN entities, namely United Nations Development Fund for Women (UNIFEM), Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), Division for Advancement of Women (DAW) and International Research and Training Institute for the Advancement of Women (INSTRAW). It is thus the successor to UNIFEM, which had been active in South Asia for several decades.

UN Women works on issues pertaining to women’s empowerment and gender equality and links women’s issues to national, regional and global agendas by fostering collaboration and providing financial and technical support to gender mainstreaming and women’s empowerment strategies23. Women’s empowerment and gender equality are central to all development priorities of UN Women. UN Women’s main mandate during 2000 - 2003 was to strengthen institutional mechanisms for addressing gender based violence which included HIV and AIDS. Collaborations were launched with Joint United Nations Programme on HIV/ AIDS (UNAIDS) and United Nations Population Fund (UNFPA) to address gender and HIV and AIDS. UN Women supported pilot projects were replicated and scaled up addressing gender dimensions and challenges of HIV and AIDS epidemic. The strategies developed were to support innovative and experimental activities benefiting women in line with national and regional priorities; to serve as a catalyst for ensuring the involvement of women in mainstream development activities at the pre-investment stage and to play an innovative and catalytic role in relation to the United Nations system24.

In this respect, the aspirations of the PWN+ were in line with the mandate of UNIFEM25. UN Women support was provided with the intention of bolstering and facilitating the work of PWN+. Support to PWN+ was obtained from UNIFEM’s MultiYear Funding Framework (MYFF) 2004 - 2007 under Outcome 326. The effort was not only to support and facilitate PWN+ but also to change the environment of HIV and AIDS in India through engendering the discourse. Specific reports relating to funding support offered to PWN+ during the period under review (2006 - 2010) also highlight the rationale and expectations behind these grants:

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22 Figure computed from budget document provided by UN Women.
25 Fund of the United Nations set up to help improve the living standards of women in developing countries
26 MYFF refers to Multi-Year Funding Framework, which integrates objectives, resources and outcomes of the programme within the given priority and focus. These were initially adopted by UNDP and transformed the organisation into a results-based one. Outcome 3 of UNIFEM’s MYFF for 2004-07 focused on increasing the capacity and strengthening advocacy of gender equality networks.
- Support for a month and a half long series of events focused on legal literacy and stopping violence against WLHA in the states of Kerala and Tamil Nadu is justified under linking gender-based violence with HIV and AIDS.

- Support for the National Consultation of PWN+ between August 2008 and March 2009 refers to an approved activity to support the participation, representation and leadership of PWN+ with a view to countering the under-representation, and at times absence of women in forums where HIV and AIDS related strategies are decided, policies are formed and funds are allocated.

Table 1. Key activities under each UN Women funded Project of PWN+(2006-2011)

<table>
<thead>
<tr>
<th>UN WOMEN funded PWN+ projects</th>
<th>Key Activities</th>
</tr>
</thead>
</table>
| Charca: Creating a sustainable model in strengthening groups of young WLHA who are better able to advocate for their issues (2005 - 2006) | • Facilitated capacity building programme for 25 WLHA in 2 districts - Kanpur and Guntur districts  
• Facilitated multi-sectoral policy roundtable in each of the two districts  
• Developed a resource directory for WLHA in India  
• Training follow up, monitoring and refresher at district level |
| UN Trust Fund in Support of Actions to Eliminate Violence against Women support for PWN+ (2005 – 2006) | • Conducted a baseline survey for 40 positive women from Madurai district to assess their knowledge on issues of reproductive health/violence against women/property and legal rights and livelihood options  
• Organized 3 two-day training and capacity development workshops for 40 positive women on reproductive health/violence against women/property and legal rights  
• Comprehensive documentation of case profile of the 40 women and referrals made  
• Organized a state-level sensitization workshop bringing in representatives from Panchayati Raj institutions, judiciary, health officials and police to share concerns of positive women  
• Conducted an end line survey with the 40 positive women. |
| Empowering Women living with HIV/AIDS to protect their legal rights and lead a violence free life 2007 | • Activities included street plays, the ‘Walk’ and sensitization programme with college students, positive people, people in the government and the general public  
• Copies of the brochures and posters were developed for the project  
• Training programme was conducted  
• End of Project Report was delivered that captured the work of PWN+ with regard to violence on HIV+ women |

27 Contract between UNIFEM and PWN+, Ref: 20-PWN+ 54074.  
28 ToR. PWN+ 51581.
<table>
<thead>
<tr>
<th>UN WOMEN funded PWN+ projects</th>
<th>Key Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>National consultation and workshop for improving the participation, representation and involvement of Women Living with HIV (2008 – 2009)</td>
<td>· PWN+ provided the advocacy materials such as brochures and media copies in which UN Women partnership was acknowledged.</td>
</tr>
</tbody>
</table>
| Strengthening & Bringing New Perspective to Women Drop In Centres with PWN+ of India (2009 – 2010) | · Revised operational guidelines and related tools developed for the women focused DIC.  
· DIC staff has been trained for an effective implementation of the revised operational guidelines and related tools for scaling up.  
· Formation of a partnership forum of State AIDS Control Society and Non-Governmental Organisations to use the PWN+ developed training tools for operationalization of the DIC guidelines in two states. |
| Ensuring Specific Rights of Women living with HIV in partnership with Rajasthan Network of Positive People (RNP+) and IMPACT Partners in Social Development (2009 – 2011) | · Aimed to develop a draft state policy on issues affecting WLHA which aims to provide a ‘minimum’ package of services for WLHA.  
· The program adopts a multi-pronged strategy which includes preparation of the policy by means of participatory consultation; improving the knowledge and skills of WLHA; conducting a needs assessment on political programmes for WLHA and improving the knowledge of rights based policies among staff in ministries of Health, Children and Social Justice. |

That HIV and AIDS is an important area of intervention and engendering is encapsulated in UNIFEM’s MYFF of 2004 - 2007 and the Strategic Plan 2008 - 2011\(^\text{29}\). In particular, mention is made in the MYFF 2004 - 2007 of prioritizing “the strengthening of United Nations partnerships with networks of affected and infected women, supporting capacity-building activities to enable them to mainstream their priorities into policies and programmes." Halting and reversing the spread of HIV and AIDS among women and girls was another stated goal of UN Women MYFF 2004 - 2007\(^\text{30}\). HIV and AIDS was also included under second goal which was ending violence against women. While HIV and AIDS was viewed as

\(^{29}\) UNIFEM. United Nations Development Fund for Women, Multi-year Funding Framework, 2004-2007

\(^{30}\) MYFF refers to Multi-Year Funding Framework, which integrates objectives, resources and outcomes of the programme within the given priority and focus. These were initially adopted by UNDP and transformed the organisation into a results-based one. That is why MYFF was introduced and used by UN systems as a mechanism for effective performance.
health and development issue, the epidemic was perceived as gender equality issue. The epidemic exacted a heavy toll on families and communities. They suffered further violations of rights due to their health status. Thus the approach and the strategies with reference to HIV and AIDS remained more or less the same. But it strengthened its internal capacities and used the existing gender expertise more effectively31.

The Strategic Plan 2008 - 2011 indicates its commitment to work with HIV affected women through Outcome 6 which states “the most marginalized women (including, among others, HIV-positive women, women in informal sector workers, migrant women, indigenous women, women survivors of sexual and gender-based violence in conflict situations and women with disabilities) have increased resources, capacities and voice to ensure that their priorities are included in relevant policies, programmes and budgets.” It was during the pendency of this Plan that UNIFEM merged with three other UN organisations to transform into UN Women.

The inputs provided by UNIFEM to the preparation of the NACP III strategy and implementation plan32 identifies several asymmetries owing to which women become vulnerable to HIV and AIDS, viz. material and knowledge resources, entitlements, power, risk etc. The document goes on to state, “(t)he international community has clearly endorsed that gender equality and the empowerment of women are fundamental elements in the reduction of the vulnerability of women and girls to HIV and AIDS”, both at the Millennium Summit held in 2000, as well as the UN General Assembly Special Session (UNGASS) on HIV and AIDS in June 2001. The theme of World AIDS Campaign 2004 has been identified as: Women, Girls, HIV and AIDS.

Table 2. Key Guidance of UN Women in the Context of HIV and AIDS

<table>
<thead>
<tr>
<th>Strategic Plan</th>
<th>Key Points</th>
</tr>
</thead>
</table>
| UNIFEM Strategy & Business Plan (2000-2003) | • HIV and AIDS features through objective 1: Increasing options and opportunities for women, especially poor women, through focused programming for three thematic areas. HIV and AIDS addressed through 2 of the 3 themes under this objective. UNIFEM to promote women’s human rights and eliminate violence against women through its programmes to mainstream gender into HIV and AIDS strategies and to promote the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) with the Trust Fund in Support of Actions to Eliminate Violence against Women.  
• UNIFEM begins work collaboratively with UNAIDS and UNFPA to address gender and HIV and AIDS.                                                                                       |
• UNIFEM prioritises strengthening of United Nations partnerships with networks of affected and infected women, supporting capacity-building activities to enable them to mainstream their priorities into policies and programmes.                                                                                     |

31  UNIFEM. MYFF 2004-07
<table>
<thead>
<tr>
<th>Strategic Plan</th>
<th>Key Points</th>
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</thead>
<tbody>
<tr>
<td>UNIFEM Strategic Plan (2008-2011)</td>
<td>• HIV and AIDS addressed under the larger goal of advancing gender equality and women’s empowerment. The expectations are captured under Outcome 6.</td>
</tr>
<tr>
<td>UNIFEM Strategic Plan (2011-2013)</td>
<td>• Goal to strengthen the responsiveness of plans and budgets to gender equality at all levels. This Goal 5 covered a component of the support that UN Women anticipated providing partnership to UNAIDS in order to ensure that women’s rights and gender equality are fully reflected in the United Nations response to the HIV and AIDS epidemic.</td>
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The guiding documents of UN Women have addressed the issue of HIV and AIDS throughout the decade. However, the nature in which the commitment is addressed appears to have changed, perhaps in relation to the changing pattern of the epidemic and its impact on the lives of women. The focus on taking action that advances an engendering of the response to HIV and AIDS has given way to a broad-based response to the issues of the growing number of WLHA.
The South Asia Regional Office of UN Women has supported the PWN+ since 2002, in pursuance of its goal to engender development and reduce women’s risk of and consequences from HIV and AIDS. UN Women supported activities of PWN+ and its initiatives on HIV and AIDS have not yet been systematically evaluated. In 2005, a study commissioned by UNFEM reviewed the impact of the work done by PWN+ in partnership with UN Women for the period of three years, i.e., 2002-2005. This evaluation, identified and reviewed the existing situation of PWN+ regarding the integration of WLHA concerns into the government schemes. The study concluded that “strength of organisation lies in understanding of women’s vulnerabilities and growing violations that WLHA face in the country today”. The main challenges were found to be organisational development, communication processes across networks and external agencies and fundraising strategy.

In order to take stock of its engagement with PWN+ since that study, UN Women commissioned an evaluation of its support in November 2011. The current evaluation is expected to provide findings and recommendations that will assist in identifying strategies and operational approaches to strengthen UN Women’s mandate in the area of gender and HIV and AIDS as well as provide recommendations for its continued support to PWN+.

2.1 Aims and Objectives of the Evaluation

The aim of the evaluation is:

To examine UN Women’s support to PWN+ on HIV and AIDS since 2006, with a view to provide findings and recommendations that would facilitate the identification of strategies and operational approaches to guide UN Women’s mandate in the area of gender and HIV and AIDS.

The objectives formulated to achieve this aim are to:

i. Develop a theory of change regarding UN Women supported interventions carried out by PWN+.

ii. Clarify the strategic role of UN Women vis-à-vis other donor partners in providing support to PWN+ activities.

iii. Identify gaps and formulate recommendations for UN Women’s support for HIV and AIDS programs and its partnership with PWN+.

---

33 For ease of reading, we will refer throughout to UN Women, although it should be understood that work may have been initiated under UNIFEM’s support prior to 2010.

34 ToR. Final evaluation of UN Women Support to the Positive Women’s Network on HIV/AIDS Projects in India. September 2011


36 ToR. Final evaluation of UN Women Support to the Positive Women’s Network on HIV/AIDS Projects in India. September 2011

37 ToR. Final evaluation of UN Women Support to the Positive Women’s Network on HIV/AIDS Projects in India. September 2011
Following discussions with UN Women early in the course of the study, it was concluded that the first objective of developing a theory of change may not be feasible, instead of that, an understanding of the rationale that guided the thinking of UN Women at the time of the support could be developed and utilised for the purpose of guiding the evaluation. Hence the evaluation focuses on objectives ii and iii listed above.

### 2.2 A Framework for Analysis

The following framework which sets out the relationship between UN Women and PWN+ and that of PWN+ with WLHA was developed to guide the evaluation:

#### Figure 4. Evaluation Framework

In the light of the above mentioned framework, three probe areas were explored. While the terms of reference for the assignment identified two primary areas of investigation, the evaluation team felt that further research focusing on the environment of HIV in the country also warranted study. The latter could be of critical importance with regard to the ability of PWN+ and UN Women to make a difference in the situation of WLHA. Further, it could be assumed that the activities funded would also have had engendered the environment of HIV and AIDS.

#### Table 3. Major Probe Areas

<table>
<thead>
<tr>
<th>a) UN Women supported PWN+ projects empower the lives of WLHA</th>
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<tbody>
<tr>
<td>Evidence that UN Women support improved lives of WLHA in society</td>
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<tr>
<td>-- Coherence of PWN+ activities with issues of WLHA</td>
</tr>
<tr>
<td>-- Effectiveness of PWN+ activities in addressing issues of WLHA and other vulnerable persons</td>
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<tr>
<td>-- Effectiveness of PWN+ activities in changing societal perceptions</td>
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<tr>
<td>-- Coherence of UN Women support with needs of PWN+</td>
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</table>

<table>
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<tr>
<th>b) UN Women support to PWN+ has built sustainable organizational capacity of PWN+ and its members</th>
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</thead>
<tbody>
<tr>
<td>Evidence that UN Women support led to organizational capacity and independent sustainability</td>
</tr>
<tr>
<td>-- Availability and sufficiency of UN Women support for PWN+ organizational development activities</td>
</tr>
<tr>
<td>-- Development and entrenchment of organizational culture in PWN+</td>
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<tr>
<td>-- Availability of current and future lines of funding</td>
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<tr>
<td>-- Comparison the to development status of other networks e.g., INP+, Maharashtra, Rajasthan, Kerala WLHA networks</td>
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<table>
<thead>
<tr>
<th>c) UN Women support was strategic and led to engendering the work on HIV</th>
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<tbody>
<tr>
<td>Evidence that UN Women support led to engendering HIV work in India</td>
</tr>
<tr>
<td>-- Change in environmental context for a gender perspective to HIV</td>
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</tbody>
</table>
2.3 Evaluation Methodology

Keeping in mind the aim and objectives as well as the framework of the evaluation, a qualitative methodology combining both secondary and primary research methods was devised for the study. This included the following:

**Secondary Research**

Systematic review of literature / documentation including the following:

a) Project-related documents such as proposals, budgets, project reports – generated by PWN+ and UN Women (such as monitoring and evaluation reports).

b) Information-Education-Communication and advocacy materials generated from UN Women supported initiatives.

c) Publications as a source for further references relevant to the issues under consideration – such as reports on HIV and AIDS situation in India and the location of women within that; stigmatisation and discrimination of HIV positive women; as well as stories of change captured from WLHA accounts, etc. 38.

Secondary research facilitated the overall context setting of the evaluation findings, along with providing specific examples that showcased any or all of the findings.

**Primary Research**

Primary research conducted using the following techniques for qualitative research constituted the major source of data for this evaluation 39:

a) In-depth Interviews (IDI) with a variety of interlocutors such as PWN+ management, local leaders, UN Women (concerned) staff and other donors.

b) Focus Group Discussions (FGD) with PWN+ members/beneficiaries and their families.

c) Ethnographic observation during all primary interactions – to complement responses in IDI and FGD.

**Study Tool Development**

It was important to capture the data in such a manner that its analyses yields information relevant for the indicators developed and described in the evaluation matrix. (See Annex 5) Accordingly, study tools were generated for primary research 40. Separate guides for different segment of respondents were constructed and included - relevant UN Women staff, PWN+ management, PWN+ members, beneficiaries and families as well as other relevant stakeholders 41. Study tools were reviewed by a peer who acted as an advisor to the project.

**Justification for Using Qualitative Methodology**

The methodology was developed after consultations with the UN Women office regarding the availability of quantitative/qualitative data, activity tracking reports, other forms of program management information, as well as possible involvement of relevant stakeholders. It was agreed that a qualitative approach using purposive sampling would be most appropriate for responding to the evaluation questions and to learn more about the experience of the various stakeholders pertinent to this evaluation. Further, on the basis of advice from UN Women, it was agreed that the evaluation team would focus on respondents from Tamil Nadu and Delhi due to time constraints. Different levels of the PWN+ structure were covered in multiple locations within Tamil Nadu to reduce bias in purposive sampling for this group of primary stakeholders. In addition, it was agreed that the team would cover a larger group of interested persons who have experience in engendering the work on HIV and AIDS in India and are familiar with the work of PWN+ and/or UN Women.

**Data Collection Plan**

Data collection took place between first week of January 2012 and the second week of February 2012. The main grouping of the respondents is as follows 42:

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38 Please refer to document list provided in Annex 4.
39 Lists of anonymised respondents are available in Annex 3.
40 Attached as an appendix to this report
41 Attached as Annex 2.
42 List anonymized as necessary, has been provided as Annex 3.
a) PWN+ management and staff.
b) PWN+ State and District representatives.
c) UN Women staff.
d) Staff of other UN bodies.
e) Management of other positive networks such as INP+.
f) Beneficiaries of the PWN+.
g) Other relevant stakeholders.

Data Analysis

Two main source of information for this evaluation are IDI and FGD. The IDI and FGD were recorded after obtaining verbal consent of respondents. Data files of the interviews and discussions have been saved in a secure place. The transcripts were analysed using Atlas TI software version 6.2.

The interviews and discussions provided the team with an understanding of perspectives of various stakeholders on the areas of study and allowed the possibility of triangulating the resulting information. Thus, it was possible to generate a representation of stakeholder’s perceptions even those that expressed divergent views. The sources of secondary data was examined and reviewed for information that describes the main areas under investigation.

Besides presenting the findings as a narrative, the following techniques were used:

a) Case Studies developed through combining document review, IDI responses and ethnographic observations. These case studies (presented as boxes in the document) provide a detailed view of select processes and results of intervention.

b) Programme Grid which systematically presents programme information. This was very useful in understanding the trajectory of the relationship between UN Women and PWN+ in terms of mandate, grants and funding.

Evaluation Matrix

An evaluation matrix was developed, which describes the evaluation questions, indicators, data sources and respondents for the study. This is attached as Annex 5.

2.4 Work Plan, Timeline and Role of Team Members

The study was conducted according to the following workplan and timeline:

Figure 5. Timeline of the Evaluation

<table>
<thead>
<tr>
<th>Event</th>
<th>Date</th>
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<tbody>
<tr>
<td>Commencement of the contract</td>
<td>28 November 2011</td>
</tr>
<tr>
<td>Submission of inception report</td>
<td>12 December 2011</td>
</tr>
<tr>
<td>Sharing of topline findings with UN Women</td>
<td>30 January 2012</td>
</tr>
<tr>
<td>Submission of draft report</td>
<td>29 February 2012</td>
</tr>
</tbody>
</table>

Evaluation Team

The Project Leader of the assignment, Dr. Suneeta Singh has been responsible for the conceptualization and overall execution of the study, research rigor, finalizing the report, presentations and communicating with UN Women.

Dr. Paramita Banerjee, the consultant and Technical Lead, was responsible for contributing to the conceptualization of the study, ensuring assignment progress and undertaking the analysis.

Ms. Sangita Dasgupta, Team Member, brought in-depth knowledge of HIV and AIDS programming and women’s issues to the discussion. She provided useful perspectives on the HIV and AIDS situation in India and provided inputs to the study tools, development of the analysis plan and reviewing early drafts of the report.

Ms. Priyanka Dubey, Team Anchor, was responsible for ensuring that the study met the timelines agreed with UN Women, had oversight of day to day execution and for undertaking document review and data collection. She worked
closely with the Project Leader in all aspects of her work.

Ms. Apurva Rastogi, Team Member, was responsible for analysing the data. She too, worked closely with the Project Leader and under her guidance.

Ms. Anandi Yuvraj, Asia Pacific Regional Coordinator, International Community of Women Living with HIV, an independent consultant acting in the capacity of Project Advisor, provided peer review of the study tools, supported the development of the analysis framework and reviewed the draft report.

**Ethical Safeguards**

Given the extremely sensitive nature of the evaluation subject, the Project Leader paid special attention to ethical issues and monitored the project accordingly. Ms. Anandi Yuvraj who identifies as a WLHA and is the senior member of an international non-profit organisation working with WLHA, kindly agreed to act as in an advisory capacity.

The highest ethical standards were maintained at all stages of the evaluation process. Guidance received from UN Women was followed. Verbal consent was sought and received before each interview or focus group discussion. The evaluation team decided against seeking written consent as signing any document could bias the responses received.

Anonymity of informants has been ensured by assigning codes to the respondents and groups.

To the extent possible, each IDI was conducted without others present except on the request of the respondent. Quotations from the IDI and FGD used in the report have been kept anonymous.

**Key Limitations**

Throughout the study, the evaluation team tried to adhere closely to the work plan while simultaneously remaining aware and responsive to emerging information and findings. Documentation on projects funded by UN Women during the period was generally available and we received 27 documents relating to projects and their products for the period 2006 - 2011. However, project closing documentation for a large-scale and long running partnership was not available.

It was possible to access most of the respondents identified in consultation with UN Women. However, meetings could not be arranged with:

a) Some members of the UN Women team who have since left the organisation.

b) Staff of other positive networks.

c) Some members from working group on Gender, National AIDS Control Programme (NACP) -IV.

Interviews with local leaders could not be held at the state and district level because the networks themselves have not identified local leaders with whom they work.

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CHAPTER 3

FINDINGS

The evaluation attempts to answer the questions posited by UN Women about the work carried out under their grants to PWN+ after 2006. Since long term support has been provided by the organisation, the evaluation team has also reviewed the relationship over the entire period of engagement to develop an understanding of the rationale for and expectations from the continued support.

Three primary questions are explored: 1. Did UN Women supported PWN+ projects empower the lives of WLHA?; 2. Did UN Women support build sustainable organisational capacity of PWN+ and its members?; and 3. Was UN Women support strategic and did it lead to engendering the work on HIV in India? Findings are presented with respect to each of these questions, referring to the subheads identified in the Evaluation Matrix.

Keeping in mind that PWN+ received funding for its activities and plans from several donors, and since evaluation was not built into the design of the support provided, only the contribution of UN Women to the PWN’s vision of empowering WLHAs and infected/affected children to live a life of dignity and equality and free from stigma and discrimination can be explored. It should also be noted that the present study did not have access to quantitative data. To reach objective conclusions on the basis of the perceptions of various stakeholders, data from interviews have been triangulated against others. We have used documentary sources to support our interpretation. However, the data available was very limited and primarily descriptive in nature, such as activity reports, terms of reference or proposals.

3.1 UN Women Supported PWN+ Projects Empower the Lives of WLHA

The overall aim of UN Women in supporting PWN+ was to demonstrate that change could take place in the lives of WLHA when they mobilise, collectivise and synchronise their work efforts. The analysis focuses on providing evidence of societal changes experienced by WLHA due to UN Women’s support to PWN+. Moreover, we explored whether respondents had experienced any negative changes in their lives from these societal changes.

Coherence of PWN+ Activities with Issues of WLHA

PWN+ was established for the stated purpose of addressing issues faced by positive women. It was set up because there was a need for a women’s organisation, which would systematically address the root causes of inequalities faced by women. Further, there was a general view that positive women needed a forum to collectively share their experiences of living with HIV and AIDS. It was felt that HIV positive women needed a platform to voice concerns; demand support on issues relating to violence, stigma and discrimination; counsel regarding legal rights especially property issues; education support for infected and affected children and opportunities to generate livelihood resources. This is necessary so they can claim their rights and empower themselves to deal with issues particular to WLHA.

44 FGD-4, 6, 8; KII-6, 23, 24
45 FGD-9, 7; KII-13, 15, 22
At the time that PWN+ was set up, HIV was considered primarily an isolated health problem. Since men were primarily affected, women's vulnerability to HIV and AIDS was neglected due to the socio-economic status of women in society. In response to this gender-blind approach, UN Women gathered evidence from community based research across eight countries which includes the regions from Latin America, Africa and Asia, in order to engender the discourse on HIV and AIDS.

The purpose of PWN+ was to improve the situation of WLHA as well as children affected by HIV in India. As such, PWN+ mission was to change the existing situation of all women living with HIV and AIDS, children living with HIV and those children affected by HIV in India towards a better life. In accordance with this mission, they built capacities, increased access to rights, developed partnerships and advocated for program and policy changes with the help and support of UN Women. The needs of marginalised communities such as WLHA include social acceptance, safe spaces, education of children, marriage and inheritance issues, health, social security etc. PWN+ undertook several initiatives to conduct various activities, programs and research to meet these goals.

From 2006 onwards, key activities of PWN+ included advocacy, capacity building, mainstreaming issues of WLHA, sensitisation programmes and counselling. PWN+ provided outreach services such as organizing meetings and disseminating information, counselling, etc. which enabled WLHA to make decisions about their lives. Several respondents reported that PWN+ outreach workers and counsellors inform positive women about WLHA issues and assist them with Anti-retroviral Therapy (ART) centres and DIC. The network has not solely provided emotional support but also health services and income generating opportunities, which leveraged the skills of positive women. As a result, women's participation in public life and income generating activities increased. Keeping in mind that most PWN+ members are from the lower socio-economic strata (well to do WLHA reportedly choose to seek counselling, but not membership), many of the issues that the organisation deals with are related to the needs of the poorer sections of society.

One respondent remarked, “I am confident of what next step is to be taken in my life”. This confidence and increase in capacity was reflected in statements of several other respondents. This capacity was built by PWN+ through trainings and capacity building sessions under various projects supported by UN Women such as Charca Project, empowering WLHA, 2008 National Consultation, Stop Violence Project, DIC Guidelines.

Efforts were also made to mainstream the issues of positive women. For example, PWN+ lobbied with concerned authorities to reduce the age limit for eligibility to access widows’ pension scheme. This widows’ pension scheme could only be accessed by 65 years old age widows, and as many members faced widowhood at younger ages, this was felt to be a significant issue for positive women. The organisation advocated with the Tamil Nadu government that the age of eligibility should be reduced. PWN+ convinced the State AIDS Control Society and through them the relevant authorities, to achieve this and today the young women aged 25 years and above, who get widowed by HIV in Tamil Nadu receive a pension under the widow’s pension scheme of the state. PWN+ also took up similar initiatives for several other schemes like Antyodaya ration card, Rashtriya Swasthya Bima Yojana, etc.

Several respondents also reported that the sensitisation and awareness programmes...
conducted by PWN+ were extremely helpful in increasing their knowledge and information about HIV, gender, difference between gender and sex, understanding violence, etc56. These programmes were conducted under the project – Empowering WLHA to protect their legal rights and lead a violence free life57. Within the same project PWN+ also organised street plays, walks and sensitisation programmes with college students, people from government sector and general public58 to campaign for better services for WLHA, to step up support and spread awareness among the general masses. It also conducted a sensitisation workshop to share the concerns of positive women at state level under Stop Violence Project59. Under the Charca Project, in collaboration with Christian Aid and the National AIDS Control Organisation (NACO), PWN+ have also developed a resource directory60 for easy access of information and knowledge of different government welfare schemes for WLHA.

PWN+ was also involved in advocating the issues of WLHA at the national and state level. It conducted three national level consultations involving different stakeholders and representatives from several states. Public hearings, using a rights based approach, were conducted which enabled positive women to hear the different perspectives of many WLHA across the country and develop a better understanding of the issues affecting positive women61.

**Effectiveness of PWN+ Activities in Addressing Issues of WLHA**

Over the past years, PWN+ activities have positively impacted the lives of WLHA and substantially improved the living conditions of WLHA even for some of the poorest women. While WLHA reported feeling uncomfortable even leaving the house due to the stigma associated with HIV and the discriminations they faced, many respondents felt that this changed since PWN+ started outreach interventions providing guidance and counselling to WLHA62. With the help of PWN+, WLHA have become more articulate about their rights63. Women who were once house-bound and discriminated against, have become passionate advocates, fighting to resolve their own issues and standing up for the rights of WLHA.

Feedback from individual respondents indicates that PWN+ has been successful in creating a positive space for WLHA where they can meet and exchange experiences. This is reflected in respondents reporting that the support group meetings conducted by PWN+ has given them the strength “to live life with renewed vigour”64. The daily fear experienced by WLHA has been extensively documented,65 as such PWN+ support groups have been of critical importance to help WLHA to express themselves and to translate their experiences into destigmatizing discourses, thereby, fostering confidence, self-reliance and ownership.66 In addition, PWN+ has conducted several trainings which helped WLHA in changing their perception of themselves67 and to gain a positive perspective on their lives.

Counselling of the WLHA and their family members has been effective in increasing their self-confidence. For example, several respondents reported that the family counselling sessions, conducted by PWN+ has helped them to return to their natal families68.

In addition, several respondents felt that PWN+ initiatives positively impacted access to health care services for them, even at grassroots level69.

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56 FGD-4, 6; KII-7, 11, 15
57 ToR, Proposal and activity reports reviewed of the mentioned projects
58 ToR and activity report of the said project; KII-11
59 ToR, Proposal and activity reports reviewed of the mentioned projects
62 KII-7, 24
63 KII- 12, 15, 20
64 FGD -4; KII-11, 15
65 Centre for Advocacy and Research (CFAR), PWN+, UNIFEM. Positive Speaking: Voices of Women Living with HIV and AIDS 2003 South Asia Sub-regional Office (SASRO), New Delhi. Delhi, India:UNIFEM; 2003, KII-13, 22; FGD-4
66 FGD- 6, 7, 9; KII-15
67 FGD-4, 5, 9
68 FGD -4; KII-24
69 KII-7, 13, 18, 23
Many respondents specifically pointed out that UN Women supported programs such as the Property Rights Program or the Gender and Violence Programs have been extremely helpful in raising their awareness level and in helping them to claim their rights. Respondents also noted that the membership of PWN+ consisted largely of women from poorer socioeconomic background. While this allowed the network to serve those most in need, this has also meant that the network has had less leverage in respect of the impact of its activities as far as the overall situation of WLHA is concerned.

**Effectiveness of PWN+ activities in addressing issues of WLHA**

- UN Women support to PWN+ contributed to developing PWN+ into a powerful platform for social change where WLHA are informed about their rights and supported to make use of them;
- With the support of UN Women and other organizations, PWN+ has been successful in creating a positive space for WHLA to meet and exchange experiences and achieve tangible improvements in living conditions of WLHA such as improved access to the health services.

**Effectiveness of PWN+ Activities in Changing Societal Perceptions**

Stigma has always been associated with diseases which are caused by a transgression of social norms including attitudes to sexual behaviour. Data show that stigmatization and discrimination against HIV/AIDS remains widely prevalent in societies throughout the world. Generally, HIV is associated with high risk behavior as a result women-specific vulnerability to HIV is often insufficiently considered. Consequently, women are denied family support and access to basic services due to geographical immobility and cultural norms. Thus, WLHA are often hesitant to reveal their positive status. The situation of widows is often aggravated by traditional norms that erode their social and economic power and also frown on widow remarriage. This is reflected in feedback from respondents suggesting that even those widows who are economically better off continue to avoid social events.

In India, WLHA continue to face discrimination and barriers to essential services. The shift in societal attitudes is very slight according to respondents, and much more work is required. Stigma and discrimination in the hospitals and health service centres is still very prevalent. For example, one respondent reported that the high adherence to ART consumption is because WLHA fear that they may have to disclose their positive status to other health providers if they fall sick as a result of AIDS, fearing discrimination. Thus, they prefer to adhere strictly to ART, thus obviating the need to visit hospitals frequently for other HIV related conditions. It was also reported that public sector doctors continue to discriminate against WLHA especially with respect to surgery.

Ethnographic observations during the course of the study found that the level of acceptance of WLHA is higher where the network is strong. Instances of discrimination are more frequent in regions where the network’s presence is weak.

During the course of the evaluation, it became clear that PWN+ had not made inroads to gain

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70 KII-15
71 KII-2,12
73 KII-15
74 KII-7, 11, 15
75 FGD – 5; KII-2
76 Observation during discussion among the interpreter and a family member in Tiruppur.
77 FGD-5; KII- 13, 16, 23
78 KII-2,12
support from local leaders. PWN+ local leaders were not able to arrange meetings with local leaders as they do not have ongoing relationships with councillors and other important dignitaries. From discussions, it appears that PWN+ membership has had to wrest gains for the community through activism and a vociferous demand for their rights

Coherence of UN Women Support with Needs of PWN+

In response to their gender based approach, UN Women gathered evidence from community based research in eight countries from Latin America, Africa and Asia in order to engender the discourse on HIV and AIDS. UN Women shared these findings with policy makers to advocate that HIV policies be tailored with a gender lens, and at the same time began its programme of support for women’s organisations working on the issue. This marked the beginning of the relationship between UN Women and PWN+.

In the early period of support by UN Women, the just-in-time support provided to several activities of PWN+, albeit small, was critical to organisational growth and coherent with the needs of the network. However since 2006, the connection between the choice of particular support provided by UN Women and the needs expressed by WLHA in the national consultations is not clear from documentation available to the evaluation team. Several respondents noted that UN Women was not able to provide the kind of technical support required for the growing PWN+ after 2007. More than one respondent expressed disappointment in the diminishing technical advice by UN Women in the period since 2006.

An important observation by several respondents was the weakening link between UN Women and PWN+ as the program officers charged with their work responsibilities left the organization.

Respondents suggested that UN Women staff asked to administer the projects with PWN+ were less available to provide concerted technical support, perhaps because of a lack of exposure to the particular issues of WLHA or due to preoccupation with other tasks. One respondent commented that there appeared to be a lack of understanding on gender, HIV and grassroots level issues.

UN Women did not appear to have a coherent plan for the organisational development of PWN+ during the period of 2006 - 2011. Several respondents noted that support from UN Women became patchy after 2005. Following three new projects in 2005, no other funding was made available until March 2007. Some respondents suggested that this may have been due to friction between PWN+ and its mother organisation, the Indian Network for People Living with HIV and AIDS (INP+).

As PWN+ grew, so did its needs. This appears to have been taken into account as one looks at the size of projects being provided by UN Women after 2006. The size of the first grant to PWN+ in 2002 was INR 82,800 while the last grant in 2009 was INR 11,33,287. In particular, the focus on HIV and AIDS in the context of gender became weaker with time. MYFF 2004 – 2007 was in operation in 2006, with two of four goals related to a response to HIV and AIDS. With the new strategic plans in 2008 and 2011, the attention to engendering to HIV and AIDS response became less focussed. HIV and AIDS became a smaller element within the larger framework of gender equality and women’s empowerment.

Thus PWN+ was able to play an important role in the lives of WLHA with respect to their emotional and social acceptance needs. They also helped to provide access to services and successfully advocated in some cases, to provide social entitlements. However, fear of

\[\text{Field observation; KII -1, 2, 3, 10, 20}\]
\[\text{KII-12}\]
\[\text{KII-3, 12}\]
\[\text{Various TOR, Proposals and activity reports}\]
\[\text{KII-1, 2, 25}\]
\[\text{KII-11, 15}\]
\[\text{KII-1, 2, 3, 10, 25}\]
\[\text{KII-2, 5, 10, 12}\]
\[\text{KII-11}\]
\[\text{KII-1, 2, 12, 25}\]
\[\text{KII-11, 15, 17}\]
discrimination and denial of services continue to be an issue with many WLHA, one addressed by PWN+ cadres through activism rather than consultation. Technical support on organisational development to PWN+ appears to have declined since 2006, and not enough documentation is available in this respect. However, financial support from UN Women in the same period has increased on average.

3.2 UN Women Support Built Sustainable Organisational Capacity of PWN+

Development and entrenchment of an organisational culture in PWN+

Following the decision to create a federation of networks rather than one single organization with chapters, nine state networks were established and membership of PWN+ started to grow quickly. Several respondents reported that support from UN Women was welcomed, particularly because PWN+ was the only network in India advocating for the advancement of the rights of WHLA.

Against the background of limited financial and operational capacity of PWN+, several respondents noted that UN Women’s support during the early years was substantial and, in some cases, even critical in building the groundwork for PWN+. By 2006, PWN+ was invited to join national forums on HIV and AIDS on a regular basis and represented WLHA in India at international events. The considerable increase in PWN+ membership over a short period of time required a well-designed and well-coordinated strategy for organizational development. Evidence suggests that UN Women significantly contributed to organizational development in the early years of PWN+, pooling technical expertise such as preparing budgets, tracking expenditure and reporting on time.

For example, respondents noted that PWN+ members had difficulties with regard to financial reporting and other protocols of the funding organisation. As such, support provided by the HIV and the Finance unit of UN Women reportedly improved standard reporting procedures, e.g. templates for activity reporting and programme planning matrix, and the tracking of expenditure to ensure maintenance of work records and reporting on time.

In order to ensure sustainability and the realization of a more far-reaching vision, given the context of PWN+’s fast-growing network, UN Women’s non-monetary support included, leveraging funds from other donors, bringing women’s voices to the forefront and supporting documentation of work done to engender HIV and AIDS. Respondents noted that PWN+ members received considerable support in terms capacity building and have become more empowered to negotiate their own terms.

However, technical support provided by UN Women reportedly decreased after 2007 which was cited to be a major factor contributing to flaws in organizational development of PWN+ in the following years. For example, one respondent pointed out that “organisational strengthening is an extremely technical process and requires three categorical inputs: a) creating broad-based leadership – especially for positive people; b) creating large economic empowerment; and c) place of relevance in larger context. There is little evidence that UN Women sufficiently supported capacity development towards those three fundamental issues of organisational development.” Support from UN Women to organisational development remained superficial in the period under reference. Feedback suggests that the declining presence of UN Women also contributed to a decreasing work relationship between the two organizations.

92 KII-2, 3
93 KII-1, 2, 3, 10, 20
94 KII- 1, 9, 20, 25
95 KII-1, 2, 3, 9, 10, 20, 25
96 KII-1, 2, 3, 10, 12, 20, 25
97 KII-12, 18, 20, 22
98 KII-10, 14
99 PWN+, UNIFEM. Report of the review of the PWN+, 2005
100 KII-10, 14
101 KII-12
In addition, lack of clarity of the roles played by different stakeholders as well as a mismatch of expectations between UN Women and PWN+ negatively impacted the organisational development of PWN+\(^\text{102}\). For example, PWN+ members expected continuous technical support on the projects assigned to them, which they felt, was not adequately provided by UN Women staff\(^\text{103}\). Hence, one commonly shared view amongst respondents was that there is a general lack of specific planning and preparation as well as appropriate resource allocation to organisational development on the parts of both, PWN+ and UN Women\(^\text{104,105}\).

More than one respondent remarked that PWN+ has grown rapidly and the number of its state and district chapters has exceeded those of INP+\(^\text{106}\). State presence grew from 9 to 14 state networks in the period under review. Each of these state networks of positive women was developed with the assistance and support of the national PWN+. However, several state networks were not strong or mature enough for the kind of strategic planning needed to handle the expansion and the growing complexity of the network or for taking on leadership\(^\text{107}\). Although, each state network is registered as a separate entity, but function under a common vision.

As mentioned earlier, while it appears that UN Women support to PWN+ in the first half of the decade allowed it to grow into an organisation capable of sustaining itself\(^\text{108}\), progress towards organizational development slowed down in the period under review. Respondents felt that this was because of a gradual withdrawal of technical support provided by UN\(^\text{109}\). Some respondents who commented on the staffing of the network pointed out that whatever the commitment of the staff, well-qualified people are needed to run the organisation\(^\text{110}\). The study carried out by CMS Social\(^\text{111}\) found that most of the district level networks of PWN+ in the sample frame were still in initial stages of development except for Villupuram which had been set up somewhat earlier. A major finding of the study\(^\text{112}\) was that the capacity of office bearers and members required further support. The study suggested that that intensive capacity building measures are needed to strengthen the effectiveness of district level networks which are in the early stages of development. In addition, they felt that the cohesiveness of the network had eroded. Within PWN+, respondents noted that the advancement of a strong leadership with in PWN+ had become stunted due to a variety of reasons including, lack of funds, short term projects and high turnover of the staff\(^\text{113}\).

Developing a next level of leadership is a challenge in organisations. In PWN+, the over-reliance on a single person - the leader - meant that often critical leadership functions would be crowded out by quotidian concerns\(^\text{114}\). Hence, Kousalya Periasamy, the President of PWN+ for the last 13 years became the most visible member, acting not only as the main driver of organisational development but also as the representative of WLHA at national and international forums\(^\text{115}\). This placed an enormous burden on her and she stepped down from leadership during the second national consultation of PWN+ in 2004 despite advice to the contrary from some members of the Board\(^\text{116}\).
Following her resignation, a new president was elected who left office after only six months. Due to a lack of potential candidates, Ms. Periasamy was asked to return to the position by the Board\textsuperscript{117}. Some respondents felt that a second line of leadership has not been allowed to grow due to lack of delegation of responsibilities and decision-making power to state and district level networks\textsuperscript{118}. PWN+ has not developed any organogram of the organisation, nor was the membership by state network made available\textsuperscript{119}. However, the emergence of leadership of the 14 state networks and the fact that another leader could be elected to office was an important milestone and indicated growing self-confidence among its membership. This trend was also reflected during the National Consultation held in Chennai in 2012, which specifically focused on organisational development and the nurturing of leadership of the state networks\textsuperscript{120}.

**Availability and Sufficiency of UN Women Support to PWN+ Organisational Development Activities**

In general, the findings reveal that the aspirations of PWN+ and the mandate of UN Women have corresponded. The financial support provided in the early years was welcomed particularly as it was combined with the technical assistance necessary to develop the national network.

A review of the project support provided by UN Women between 2002-2006 and between 2006-2011 indicates that financial support increased during the later period. This is in sharp contrast to the perception expressed by both grantor and grantee that the support had declined in the latter period\textsuperscript{121}. Over six years between 2006-2011, financial support provided by UN Women was INR 4,069,525, an average of INR 678,254 per year. In comparison, UN Women provided INR 1,494,488 in the previous 4 years, an average of INR 373,622 per year\textsuperscript{122}. Further, although no new funding was awarded in 2006, PWN+ has always had active projects with UN Women. See Figure 6 in this regard.

**Sustainability of PWN+**

By 2006, PWN+ had grown into a sustainable organisation with a presence in nine states of the country and the necessary recognition to represent the views of WLHA.

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\textsuperscript{117} KII-11, 12, 25
\textsuperscript{118} KII-3, 12, 18
\textsuperscript{119} Personal Communication to author.
\textsuperscript{120} Personal Communication to author.
\textsuperscript{121} KII-1,2,5,7,11,12,20,25
\textsuperscript{122} Various ToR, Proposals and activity reports; Budget provided by UN Women office
\textsuperscript{123} KII-1, 10, 11; PWN+ Annual Reports 2004-2005, 2007-2008
Apart from UN Women support, PWN+ also received funding from other donors and state governments. Feedback suggests that this may be due to the growing ability of PWN+ staff to increase their capacity to write proposals supported by UN Women. Participation in various consultations and conferences on women and HIV and AIDS gave them visibility and helped them become active at the national and global level.

Some PWN+ state networks have been able to access funding independently without relying on the PWN+ national network. This reflects the growing capacity of the state organisations and shows that state-level leadership is beginning to emerge. However, other respondents pointed out that PWN+ only has a limited number of projects in the pipeline and that a more reliable source of core funding is needed to ensure sustainability.

PWN+ has not fully explored potential partnerships with organizations working on similar issues. A recent internal stock-taking of the progress made emphasized the need to build and nurture connections to other aspects of the women’s movement for example, domestic violence, trafficking etc. Several respondents referred to the need for PWN+ to introspect and connect with other large networks. They felt that PWN+ needs to come out of its isolated way of working. From interviews with UN Women staff, it seems that the organisation is exploring a new roadmap for their continued support of an engendered approach to HIV and AIDS in India.

Comparison to development status of other networks

Owing to difficulties in accessing respondents, this question could not be explored. Secondary sources on the subject could not provide useful data that could be used to compare with what was collected during this review.

Support of UN Women was greatly welcomed and the concordance of the mandates of the two organisations has been noted. Yet there exists a mismatch of expectations between UN Women and PWN+ in terms of organisational development. PWN+ has seen strong expansion of state and district networks in this period, although several were felt to be inadequate with respect to their processes and systems. The leadership of PWN+ has been a matter of great discussion. An important observation was the weakening of day-to-day links of UN Women with PWN+. This was at a time when the overall average support to PWN+ per year was in fact increasing. Participation in various international, national and state conferences and consultations has given PWN+ leadership great visibility and the ability to take the voice of marginalised WLHA to a global audience. Yet PWN+ appears not to have fully explored the intersectionalities of its issues with those of other likeminded organisations.

3.3 Engendering HIV Work in India

At the beginning of the period under review, it was clear that some gains had been made in engendering the National AIDS Control Program (NACP). Attention to the prevalence of HIV and the vulnerability of women to it was being acknowledged at the highest levels of the government. Due to their role in the transmission of HIV in India, female sex workers were addressed as a major focus group by working groups set up to draft the NACP phase III.

Programme Acceleration Funds (PAF) funded project of UN Women aimed to catalyse positive changes in the lives of women in risk situations in India by facilitating their participation in mainstream government programmes for HIV and AIDS. It was hoped that this would slow down the poverty rate of women affected by HIV and AIDS.

In focus group discussions, WLHA pointed out that PWN+ had been able to address the gender issues at the ground level. PWN+ had very successfully created the space for many women...
in the natal families by helping the family members understand the situation of positive women\textsuperscript{131}. A few state networks had also begun to take initiatives to bring about change in schemes and programmes, for example, Antyodaya ration card, widows' pension, construction workers scheme, etc. Beneficiaries did not make the connection between the gains made through PWN+ and support received from UN Women. However similar efforts seem to be lacking at the national level. Several respondents felt that gender issues were not adequately addressed by working groups of NACP Phase III\textsuperscript{132}. Nevertheless, a draft Gender policy has been written and there is a proposal to establish a gender desk within the national AIDS program\textsuperscript{133}. The period between 2006 to the present has seen slow but steady gains in the fight against HIV. Prevalence rates in the population as a whole are declining. However, while the HIV prevalence rate among women is declining, the rate of decline is slower than the decline among males. This is reflected in the gradual increase in numbers of WLHA which have consequently increased as a proportion of the total.

Preparations for NACP Phase IV began in 2010. During the on-going discussions for NACP-IV, UN Women has been at the forefront of discussions on gender issues relating to HIV. It is felt however, that the programme is far too focused on Prevention of Parent to Child Transmission\textsuperscript{134} and targeted interventions. On the other hand, the Working Group on Gender suggests improved access to and use of HIV prevention, treatment, care and support services by women and girls; empowerment of women and girls to negotiate and advocate for their rights and entitlements to protect themselves from HIV and AIDS; creation of an enabling environment addressing structural barriers to reduce stigma and discrimination and mitigate the impact of HIV on women and girls; and reduction of gender based violence by equalizing gender and power relation by engaging men and boys\textsuperscript{135}. The case is also being made during NACP-IV discussion to establish a separate DIC for women in every district\textsuperscript{136}.

PWN+ has been able to address gender issues at the ground level, yielding gains in emotional support, confidence building and local social acceptance. They have been able to make public services more accessible although national actions in this regard have been felt to be inadequate, perhaps owing to the state level locus of decision-making in many of these cases. Some gains were made in engendering the National AIDS Control Programme (NACP) phase III. Both organisations participated in discussions of the structure of the next Phase, although expectations on the scope of support to WLHA are uncertain at this time.

The impact of the HIV epidemic is far greater on women due to the inherent inequalities that women have to face. Being HIV positive attaches an additional layer to the inequalities that women face and hence interventions for positive women must recognise the intense work needed to address their special needs.

\textsuperscript{132} KII-1, 2, 21, 25
\textsuperscript{133} NACO, GoI. Mainstreaming Gender in HIV Programmes. 2008
\textsuperscript{134} KII-1, 2, 21
\textsuperscript{136} NACP IV Minutes of the 2nd meeting of working of sub-groups on Greater Involvement of People Living with HIV and AIDS (GIPA) and stigma and discrimination
In its role as the UN agency mandated to support and monitor women’s empowerment towards gender equality ensuring the representation of women’s issues in international, national and local bodies, UN Women plays a unique role within the UN system. It recognises that much of its task is to ensure that other UN bodies and public entities recognise the importance of women-friendly policies and strategies in development work, as well as women’s voice in decision making. It therefore sees its role as being catalytic in nature and much of its effort is directed to establishing projects and programmes that serve to demonstrate a good practice which requires scaling up. UN Women has had the mandate to work in HIV and AIDS, although the approach and mandate have evolved from ensuring attention to women’s issues under HIV and AIDS programmes to addressing HIV and AIDS issues of women under its ‘Ending violence against Women’ pillar.

UN Women has been conscious that WLHA suffer under several asymmetries that exacerbate their biological vulnerability to HIV; namely, access and control of material and knowledge resources, entitlements, power, risk etc. Several international forums such as the Millennium Summit 2000 and UN General Assembly Special Session 2001 have commented on the fundamental role of gender equality and women’s empowerment in reducing vulnerability of women and girls to HIV and AIDS.

At the time that UN Women began its engagement with PWN+, the HIV epidemic in India was expanding and the second phase of the NACP saw an exponential growth in the number of PLHIV. By 2005, global wisdom was that the epidemic will likely spiral out of control in India as it had done in Sub Saharan Africa. The estimated number of PLHIV in 2005 exceeded 5 million. In 2006, the numbers of PLHIV were significantly revised downwards, but the proportion of WLHA had by then, grown to over 37 percent and then to 39 percent of the PLHIV population in 2008.

PWN+ had been set up by a small but determined group of women in this scenario. UN Women provided valuable technical support to the young grassroots organisation. In the years under review, interactions on the technical front became less frequent, but UN Women has continued to support the organisation with both funding and technical assistance until 2011.

4.1 Empowering the Lives of WLHA

WLHA were appreciative of the support provided by PWN+ and reported that social entitlements and acceptance were more likely when PWN+ stepped in. Support provided by UN Women has been very useful in furthering these outcomes through various project activities such as legal literacy workshops, empowering through envisioning, capacity building and advocacy, Stop Violence project and National Consultations. This perception is more deeply held with respect to the initial years when handholding support was provided through dedicated staff who were primarily tasked with this activity. Given that many of the earliest networks were set up in South India, and that the district networks were set up exclusively in Tamil Nadu, these places have arguably received the greatest benefits from the organisation.

The poorest outcomes have been with regard to change in societal perceptions of WLHA. The ability of PWN+ to access and change attitudes of local leaders of the community has been limited. Local community leaders have not been fully drawn into the activities. Gains have been
wrested through an attitude of confrontational activism rather than change from within.

Funding from UN Women has been very useful, but has constituted only part of the overall funding of the organisation. Just-in-time funding coupled with intense handholding activities, were important to instill confidence and ensure that PWN+ management got the exposure that it needed at this time.

However, as the intensity of technical engagement of UN Women declined from 2007 onwards, a distance appears to have developed between the two organisations. The ability of UN Women to be responsive to the needs of both PWN+ as well as the constituency it serves, appears to have diminished. As PWN+ has grown in size, its organisational needs as well as the demands from the field have grown.

Recommendations

1. UN Women needs to recognise the continuing need for support for a women’s agenda in the context of HIV and AIDS, in view of the high absolute number of WLHA as well as the proposed merging of NACP with the National Rural Health Mission within the period of the NACP-IV.

2. UN Women to identify technical support to further its commitment to HIV and AIDS within an ‘Ending Violence against Women’ agenda through consistent and reliable guidance.

3. UN Women to build its partnership with a ‘grounded’ organisation such as PWN+ in order to locate its work within the reality of local situations.

4.2 Building a Strong Women’s Organisation

PWN+ was created in 1998 by a small group of young women to improve the living conditions of WLHA particularly those of low socio-economic background. UN Women started supporting PWN+ in 2002, enabling the organization to pool expertise and funding. UN Women contributed significantly to building up and ensuring a sustainable organizational structure.

Over the past 15 years, PWN+ membership has grown continuously and includes approximately 20,000 members. Fourteen self-sustaining and self-governing state networks have been set up, each registered with the Registrar of Societies. In addition, five new networks have been added since 2006.

With the continuous support of UN Women and other organizations, PWN+ has, in many respects, been able to accomplish its vision. After an initial period of awareness generation, research and documentation as well as widespread mobilization of the growing number of positive women, PWN+ was able to turn its attention to organisational growth, livelihoods generation and the demand for various social entitlements.

Evidence suggests that UN Women funding of PWN+ activities was strategic and met the needs of the PWN+ membership although it could not be assessed if it would have been in the scope of UN Women to increase its funding. While UN Women’s support in terms of funding contributed significantly to PWN+ activities during the earlier years, it steadily decreased since 2007.

There has been a lack of effective organizational development at both strategic and operational levels of the UN Women supported National Consultations on organisational growth and leadership. Although National Consultations have been held every two years, there is little evidence of the development of a coherent plan for the organisational development of PWN+. For example, weak leadership following the democratic elections held in 2004, where the newly elected president left office after only six months and the former president, Ms. Periasamy, took office again, suggests a lack of institutional ownership and commitment on the part of the PWN+ senior management. In 2012 the National Consultation started a process to strengthen democratic institutional processes. Feedback from PWN+ members indicates that it is hoped that this process will lead to the implementation of democratic organizational structures and pave the way for an elected President in the near future.

UN Women as well as other organizations have provided substantial support to the PWN+ president, Ms. Periasamy, with the intention of capitalizing on an articulate and convincing representative on issues of WLHA in India. However, the sole focus on the head of the organization resulted in limited influence exerted on other potential leaders as such few others have emerged who enjoy the status of Ms. Periasamy. This is now sought to be
redressed through efforts to build a leadership base in the state networks.

As the organisation has grown, so have its needs. As overall, UN Women funding has increased from INR 82,800 in 2002 to INR 11,33,287 in 2009. Interestingly, although average funding per year doubled after 2006, both, UN Women and PWN+ staff, felt that funding has declined. This misperception may be due to the decline in the presence of UN Women and the technical assistance it provides in the years under review. PWN+ has been able to access other funding – both at the national and the state level. While the PWN+ national network has received several other funding projects, only a couple of state level networks have been able to win funding support from other sources. Thus, most of the funding received by the state networks continues to be local.

PWN+ currently conducts research on organizations addressing similar issues in order to extend its network. Increased networking efforts of PWN+ were reflected during the National Consultation 2012 in Chennai, for example, where PWN+ members approached many of the women’s organizations present. While PWN+ is focusing on planning an approach to broaden its network, including the development of a contact strategy, UN Women’s role in supporting this approach is unclear.

**Recommendations**

4. PWN+ to take forward its vision to develop a shared understanding of the purpose and scope of work of all networks within the PWN+ organisation.

5. PWN+ to nurture a second line of leadership within the organisation and to develop democratic norms which are actualised within a finite period.

6. PWN+ to provide handholding support to newer networks within its fold, so that a strong programme of work that brings up women’s issues in the state context can be established.

7. PWN+ to take cognizance of its role as a women’s organisation and build relationships with like-minded organisations engaged with women’s issues to ensure that it expands the scope of its work to cover issues of all women experiencing the HIV and AIDS epidemic.

8. UN Women to play a convening role in discussions of the intersectionalities of HIV and AIDS and its ongoing programmes on gender based issues and to help PWN+ to establish relationships with women’s organisations.

4.3 **Engendering the Epidemic**

There is a reciprocal relationship between PWN+ and the context in which work for WLHA is undertaken.

At the start of the epidemic, the number of women infected with the virus, or indeed affected by the virus through the death or infection of their husbands or children were few. This number grew exponentially as the epidemic expanded beyond the high risk groups. As the epidemic matured, the proportion of women affected by the epidemic also grew greatly. Kousalya Periasamy emerged as a leader and PWN+ set its agenda in a time when the epidemic was evolving.

What we see today is a mature epidemic with a large proportion of women affected by the worst effects of the infection. PWN+ represents the voices of those women who have suffered the tragedies of HIV and AIDS. The epidemic calls for a champion of those who are in the unfortunate position of not only losing their loved ones to the deadly disease, but also face social ostracism, obstruction of social interaction and denial of social entitlements in their everyday lives.

UN Women has not been able to support PWN+ to become this agent of change other than through the projects it has supported. This role has only partially been fulfilled through the work that PWN+ has undertaken. A draft on Gender Policy has been developed during NACP phase III. UN Women and PWN+ are at the forefront of the discussions on Gender in NACP phase IV. These present an excellent opportunity for the two organisations to work together to ensure the engendering of HIV and AIDS in the country.

**Recommendations**

9. UN Women and PWN+ to take stock of the continuing responsibility for efforts to meet community needs which is now in a position to express its demands for a better life for themselves and their families.
10. UN Women and PWN+ to take cognizance of the continuing discrimination experienced by WLHA and its impact on their lives. They need to expand their joint work and responsibility for this area through well defined projects which utilise the strengths of the longstanding women’s organisation and the core competency of UN Women.

UN Women and PWN+ to leverage existing opportunities to engender the HIV and AIDS space, thereby accomplishing the task they began a decade ago, as well as learn lessons for other engagements and situations.
Annex 1. Terms of Reference
Final Evaluation of UN Women Support to the Positive Women’s Network on HIV/AIDS Projects in India

1. Background and Context

Background

The National AIDS Control Programme–Phase II (NACP-II) recognizes that involving people living with HIV/AIDS and affected communities in the HIV/AIDS response enables individuals and communities to draw on their life experiences and thus contributes to increasing the effectiveness and appropriateness of the HIV/AIDS response. The movement for people living with HIV in India made its presence felt in the mid 90’s through the effort of a handful of affected people and has steadily grown in size, visibility and capacity. In the late 90’s the first national network of people living with HIV, Indian Network for people living with HIV/AIDS (INP+), was formed which has since grown to have many state level networks and district level networks (DLNs). Soon women living with HIV/AIDS became part of the growing group of articulate and informed advocates, and felt the need of establishing a network for them. In October 1998 a small group of women living with HIV/AIDS formed the Positive Women Network (PWN+) to address the need for a support system and to improve the quality of life of women living with HIV and their children in India.

At present, PWN+ has over 5000 members across 16 states in India. Moving from a largely South-based network, it has now come to represent the face of WLHA (Women Living with HIV/AIDS) across the country. Through this journey the network has forged collaborations and partnerships with diverse stakeholders including UN agencies, NACO, government departments, SHG, CSOs and corporate institutions. PWN+ implements its programs through organizing and mobilizing women living with HIV toward self-reliance and sustainability implemented by them and through them.

UN Women has provided support to PWN+ programmes and projects on HIV/AIDS since early 2000s. Women constitute a part percentage of the total people living with HIV/AIDS in India. By 2004, there were more than two million women living with HIV/AIDS, which is approximately 39 percent of the estimated 5.1 million living with HIV/AIDS in the country. Nationally, the prevalence rate for adult females is 0.29 percent. In the country there is a growing recognition of the feminisation of the epidemic. Existing studies on Gender and HIV/AIDS, have extensively documented such factors as low levels of awareness and limited access to healthcare, as being responsible for the growing incidence of HIV/AIDS among women. Women’s vulnerability to HIV/AIDS stems from a host of circumstances. They include social norms that deny women sexual health knowledge and practices that prevent them from controlling their bodies. The economic, social and psychological burden on women, especially widows, of HIV/AIDS is immense and is compounded by poverty, physical ill health, social exclusion and responsibility of caring for dependents.

This gendered dimension of the HIV/AIDS epidemic provides the backdrop for UN Women’s support to PWN+ projects. In India, through its partnership with PWN+, UN Women advocates a gender-sensitive approach to combating HIV/AIDS and support women’s participation in policy-making on HIV/AIDS.

Rationale

UN Women has supported project initiatives of PWN+ since 2002 towards scaling-up advocacy on gender and HIV/AIDS and for increasing its outreach with groups of positive women. UN Women has supported various PWN+ activities on HIV/AIDs, including the following:

2. Charca - creating a sustainable model in strengthening groups of young WLHA who are better able to advocate for their issues, 2005-06
4. Increasing awareness amongst women living with HIV and others vulnerable, 2005-06
5. Empowering women living with HIV to lead a violence free life, Mar-Apr 2007.

137 Technical report, India HIV estimates 2006, NACO & ICMR
7. Strengthening and bringing new perspective to women Drop In Centres (DICs) with PWN+ of India, 2009-10.

8. Ensuring Specific Rights of Women living with HIV (partnership with Rajasthan Network for People Living with HIV/AIDS and IMPACT Partners in Social Development), 2009-2011.

Further details regarding these programmes can be found in Table.

Since its inception in 2002, there has been no evaluation of the overall partnership between UN Women and PWN+ and of UN Women supported PWN+ activities and initiatives on HIV/AIDS. As a result, the PWN+ programme was selected for decentralized evaluation in the year 2010-2011 as per the UN Women’s Evaluation Policy. A UNIFEM sponsored report that examined PWN+ activities was published in September 2005. This report conducted a detailed case study of various PWN+ activities and its partnership with UNIFEM since 2002. Two further UN Women monitoring reports were conducted in 2010 by Meera Mishra and Anindit Roy Chowdhary. This evaluation will examine UN Women’s support to PWN+ programmes on HIV/AIDS since 2006.

Objectives

The principal objectives of the evaluation are to:

- Develop a theory of change vis-a-vis the interventions carried out by PWN+ and supported by UN WOMEN
- Clarify the strategic role of UN Women vis-a-vis other development partners in providing support to PWN+ activities; and
- Identify gaps and form recommendations for improvement of UN Women’s support for HIV/AIDS programmes and its partnership with PWN+.

The evaluation is expected to provide findings and recommendations that will assist in identifying strategies and operational approaches to strengthen UN WOMEN’s mandate in the area of gender and HIV/AIDS. An important evaluation activity will be to compare UN Women’s support to another positive people’s network (RNP) with its partnership with PWN+. The lessons from the evaluation and the comparative analysis of its partnership with RNP will provide recommendations for UN Women’s continued support to PWN+ and its overall strategy on HIV/AIDS in India.

2. Scope and Preliminary Evaluation Questions

Given the tight timeline and budget, the scope of this evaluation will be limited to UN WOMEN’s support to PWN+ between 2006-2010 in a selected sample of states. UN Women supported several PWN+ projects in the states of Andhra Pradesh, Tamil Nadu, Karnataka, Kerala, Delhi and few Northeastern states but the evaluation will select a sample of these states to focus its data collection efforts. Table shows that UN Women’s support to PWN+ activities has been concentrated in the southern states, Delhi and a few northeastern states.

Rather than address the standard evaluation criteria – relevance, effectiveness, efficiency, sustainability and impact – this evaluation will be organized around two very specific questions:

1. Did UN Women supported PWN+ projects empower the lives of women living with HIV/AIDS (WLHA)?

   - What evidence exists that the UN Women supported PWN+ activities, advocacy and training improved the lives of WLHA?
   - As a result of PWN+ intervention, what are the positive and negative changes produced directly or indirectly by the programme on the WLHA and other vulnerable groups, and on their societal conditions?

2. Has UN Women’s support to PWN+ resulted in organizational capacity building of the network and its members?

   - How has UN Women supported organizational capacity in PWN+? Is this capacity sustainable?
   - What is the likelihood that PWN+ can maintain similar level of programme delivery in the absence of UN Women support?

Both these questions will also examine UN Women’s support to PWN+ in light of its relatively new
partnership with RNP. (Table). In addition to the above questions, a key activity of the evaluation is to develop a programme theory of UN Women's support to PWN+ to achieve its objectives on HIV/AIDS. Further evaluation questions may be developed at the inception stages once a theory of change has been developed by the evaluator.

The above questions and sub-questions are intended to make the methodology more precise and accessible, thus optimizing the focus and usefulness of the evaluation. The choice of evaluation questions determines the subsequent phases of information and data collection, methods of analysis, and derivation of final judgements discussed in the following sections. The evaluation questions and their rationale will be finalized by the evaluation team in the final inception report and then validated by the UN Women M&E Unit.

3. Preliminary Approach

**Sampling Strategy**

Given the strict time and budget constraints, this evaluation will select a small sample of activities for data collection and analysis. Several criteria can guide the sample selection, including, the amount of UN Women's financial support, the number of beneficiaries and so on.

Within the sampled activities, various data collection activities will be undertaken, including interviews and focus groups. Since a long time has elapsed since these activities were undertaken, it will be difficult to trace all project beneficiaries making it difficult to get a representative sample for conducting interviews. The sampling strategy for selection of candidates for interviews should be purposive, based on recommendations from PWN+ staff and identification by the evaluation team.

**Data Collection**

In view of the nature of UN Women's support to PWN+, the evaluation will seek to obtain data from a range of sources, including thorough desk reviews and document analyses, interviews, as well as stakeholder consultations, interviews and focus groups of UN Women programme staff, PWN+ members and staff, and beneficiaries. The rationale for using a range of data sources (data, perceptions, evidence) is to triangulate findings in a situation where much of the data, due to the very nature of UN Women’s work in HIV/AIDS, is qualitative, and its interpretation thus critically dependent on the evaluators’ judgment. Triangulation provides an important tool in shoring up evidence by using different data sources to inform the analysis of specific issues.

Where possible and appropriate, the evaluation should seek to obtain evidence as to what may or may not have occurred in the absence of UN Women’s support to PWN+. This is especially important given PWN+ received support from other UN agencies as well (such as UNICEF and UNAIDS) and it will difficult to distinguish the effectiveness of UN Women’s work from the other agencies.

The evaluation will be based on the following sources of data: (i) documents; and (ii) interviews with key personnel in UN Women and other partner agencies; PWN+ members and staff; and beneficiaries.

**Document reviews** should include all relevant documents pertaining to the project such as:

- UN Women ToR for PWN+ activities
- Periodic Reports submitted by PWN+
- Workshop / training reports prepared by PWN+
- Project Completion reports submitted by PWN+
- Monitoring visit reports prepared by internal and external monitors of UN Women.

Supplementary interviews may include:

(i) Semi-structured ‘outsider’ individual interviews with beneficiaries of PWN+ projects;
(ii) Semi-structured ‘insider’ individual interviews with UN Women programme personnel, United Nations personnel in agencies directly collaborating with PWN+ on HIV/AIDS, and PWN+ members and staff involved with UN Women HIV/AIDS programmes.
(iii) Other interviews to validate findings and to gather insights into the operational and other dimensions of UN Women’s support of PWN+ activities.

Depending on the data source, the evaluation team will need to develop data collection instruments (such as semi-structured questionnaires, focus group checklists, and so on). Following an initial desk review, the evaluation team is expected to revisit this evaluation framework and propose the final areas of enquiry, evaluation questions and sub-questions, and the methodologies to be used for data collection and analysis in the Inception Report. The evaluation framework will be finalized in consultation with the UN Women SASRO.
4. Evaluation Management

**Management arrangement**

The UN Women SASRO M&E unit will provide the substantive technical support to the Evaluation Team and will work particularly closely with the Evaluation Team Leader throughout the evaluation.

Further, a stakeholder group will be constituted that will be consulted during different phases of the evaluation in order to (i) ensure an adequate understanding of the nature of UN Women’s partnership with PWN+ and work in HIV/AIDS, (ii) validate the overall evaluation approach, (iii) ensure that the evaluation report is factually correct and contains no errors of interpretation, and (iv) facilitate the formulation of conclusions and recommendations that are relevant and utilization-focused. The stakeholder group will include a mix of UN Women programme staff and PWN+ staff members.

**Evaluation team**

This evaluation is to be carried out by a team comprising 3-4 individuals with advanced knowledge and experience in evaluation, especially related to HIV/AIDS. The core evaluation team will consist of one team leader and up to three junior experts or research assistants. The senior expert will act as the team leader and will be a HIV/AIDS expert with experience in conducting evaluations. The team leader will provide intellectual leadership and direction and will lead the dissemination of the findings and recommendations. Given the budget constraint, the total number of team members should not exceed four. Further details regarding team responsibilities and expected experience level are provided in Table.

**Evaluation schedule**

Table: Timeline and Products

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<th>Activities</th>
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<td>1. Evaluation Planning</td>
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<td>Consultations with Programme Unit and M &amp; E Unit on following:</td>
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<td>Powerpoint presentation on the evaluation approach that will be shared with key stakeholders</td>
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<td>2. Composition of evaluation team</td>
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<td>3. Inception report and workshop (not more than 10 pages) containing:</td>
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<td>Overview of the evaluation purpose and objectives</td>
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<td>Team - Roles and Responsibilities</td>
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<td>Sampling and data collection tools</td>
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<td>Work plan – including reporting timelines, data collection and analysis</td>
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<td>On submission of the inception report and presentation to the UN Women office, the second installment will be released</td>
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<td>4. Planning for data collection and field visits</td>
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<td>Desk review of all the resource materials developed by PWN</td>
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<td>Drafting the questionnaire for the data collection (In consultation with the programme and M &amp; E Unit)</td>
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<td>Orientation of the evaluation team members for conducting the survey and interviews</td>
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1. Deliverables
Deliverable 1 – Inception Report and workshop
Deliverable 2 – Final Evaluation Report
Deliverable 3 – Dissemination workshop

Inception Report and workshop
The inception report will include evaluation methodology, detailed workplan, data collection instruments (including questionnaire for the interviews) roles and responsibilities of the team members and plans for field visits. An inception workshop will be organized by the evaluator to get key stakeholders’ inputs on the evaluation approach.

Final Evaluation Report
A final evaluation report will be submitted by the organization and that should not exceed 50 pages, excluding Annexes. The Report should contain at least the following sections:

- Executive Summary
- Background and context of the evaluation
- Programme description – its logic theory, results framework and exogenous factors likely to affect success
- Evaluation purpose
- Evaluation approach and methodology
- Findings – from various data sources including desk reviews, case studies, interviews, surveys etc. Provide explanation of findings and interpretations
- Conclusions and lessons learnt
- Recommendations
- Annexes:
  - Terms of Reference for the evaluation
  - Itinerary (actual)

- Data collection instruments: interview/survey questionnaire, focus group discussions questionnaire
- List of documents reviewed
- List of beneficiaries, PWN+ staff and (current and former) programme staff interviewed (without identifying names to maintain confidentiality).

Dissemination workshop
A dissemination workshop will be organized by the evaluation agency in consultation with and funded by UN Women SASRO, wherein PWN+ office bearers, various stakeholders involved in the HIV/AIDS programme and government departments will be invited. The dissemination workshop will present the key findings and recommendation of the evaluation. In addition the recommendations and experiences of the participants will also be documented in a separate module of the main report.

Evaluation audience
The evaluation users are UN Women headquarters, regional office and country programme office in S. Asia; Government of India and relevant ministries and departments; bilateral and multilateral agencies and donors; PWN+ staff and members and CSOs working on HIV/AIDS.

Mode of payment
The payment for the consultants selected through the competitive process will be as per approved budget. 20% of the payment will be made on signing of the contract agreement, 30% on submission of the inception report, 30% on the submission of the draft evaluation report and the final 20% on the submission and acceptance of the final evaluation report and other agreed products.
<table>
<thead>
<tr>
<th>Project Title and Description</th>
<th>Project Period</th>
<th>Geographical Spread</th>
<th>Major Highlights</th>
<th>Total Project Cost</th>
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<tr>
<td>Empowering women living with HIV through visioning, capacity building and advocacy.</td>
<td>July 2004 – March 2005</td>
<td>Northern region (Maharashtra, Rajasthan, Gujarat, Delhi, and Orissa); Northeastern region (West Bengal, Manipur, Nagaland, Meghalaya and Assam); Andhra Pradesh and Gujarat</td>
<td>Conducted regional workshops for developing a national perspective of PWN’s vision and activities to help PWN in strategic planning. Legal literacy workshops conducted. Mainstreaming gender issues of equity and empowerment in the Positive People Networks. Developing Advocacy materials on rights of positive women.</td>
<td>10,57,250/-</td>
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<td><strong>Charca</strong> Creating a sustainable model in strengthening groups of young WLHA who are better able to advocate for their issues</td>
<td>Aug 2005 – Feb, 2006 (7 mo)</td>
<td>Two districts in India – Guntur in Andhra Pradesh and Bellary in Karnataka</td>
<td>Facilitated capacity building programme for 25 WLHA in 2 districts - Kanpur and Guntur/Bellary districts. Facilitated a multisectoral policy roundtable in each of the two districts. Developed a resource directory for WLHA in India. Training follow up, monitoring and refresher at district level</td>
<td>346,500/-</td>
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<td>A Review of PWN+ activities in the past three years in partnership with UN WOMEN</td>
<td>Sept – Dec 2005 (4 mo)</td>
<td>Tamil Nadu, Andhra Pradesh and Gujarat</td>
<td>Conducted a participatory review of the impact of the work done by PWN+ in partnership with UN WOMEN over the past 3 years. Identified and reviewed the existing situation regarding the integration of WLHA concerns into the schemes of the key Government Departments in 3 states.</td>
<td>607,100/-</td>
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<td>Project Title and Description</td>
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| **UN Trust Fund in Support of Actions to Eliminate Violence Against Women support for PWN+**                                                                 | 30 Nov 2005 – 29 Nov 2006       | Madurai, TN          | Developed strategies for operationalizing these schemes on the ground for WLHA.  
Reviewed activities in Tamil Nadu, Andhra Pradesh and Gujarat.  
Organised a high level stakeholder’s workshop in Andhra Pradesh with representatives from various ministries and departments of the Govt of India.  
Conducted a base line survey for 40 positive women from Madurai district to assess their knowledge on issues of reproductive health/ VAW/ property and legal rights and livelihood options  
Organized 3 two-day training and capacity development workshops for these 40 positive women on reproductive health/VAW/property and legal rights and livelihood options in collaboration with women’s groups working on these issues.  
Comprehensive documentation of each case profile of the 40 women and referrals made  
Developed some campaign material (posters/leaflets) to raise awareness of other vulnerable women in Madurai district on the linkages between reproductive health/ VAW & HIV/AIDS and other critical issues such as property rights and livelihood issues | 11,25,500/-                  |
<table>
<thead>
<tr>
<th><strong>Project Title and Description</strong></th>
<th><strong>Project Period</strong></th>
<th><strong>Geographical Spread</strong></th>
<th><strong>Major Highlights</strong></th>
<th><strong>Total Project Cost</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Empowering Women living with HIV/AIDS to protect their legal rights and lead a violence free life.</td>
<td>Mar-Apr 2007</td>
<td>Kerala and Tamil Nadu</td>
<td>Organized one state level sensitization workshop bringing in representatives from panchayatraj institutions (PRIs), judiciary, health officials and police to share concerns of positive women. Conducted an end line survey with the 40 positive women. Facilitated project evaluation and assessment.</td>
<td>2,71,200/-</td>
</tr>
<tr>
<td>National consultation and workshop for improving the participation, representation and involvement of Women Living with HIV</td>
<td>Aug 08 - Mar’09</td>
<td>National and state level representation from 8 - 10 states</td>
<td>PWN+ provided the advocacy materials such as brochures and media copies. UN WOMEN partnership was acknowledged in all materials.</td>
<td>11,99,200/-</td>
</tr>
<tr>
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<tr>
<td>Strengthening &amp; Bringing New Perspective To Women Drop In Centres (DICs) with PWN+ of India</td>
<td>November 2009 – October 2010</td>
<td>Tamil Nadu and Delhi</td>
<td>Revised operational guidelines and related tools developed for the women focused DICs; DIC staff trained for effective implementation of the revised operational guidelines and related tools for scaling up; Innovative partnership model set up in one DIC each in two states with women welfare organizations for leveraging support in the areas, viz., programmatic, technical, financial, etc.; Formation of a partnership forum; SACS and NGOs use the PWN+ developed training tools for operationalisation of the DIC guidelines in two states</td>
<td>15,68,475/-</td>
</tr>
</tbody>
</table>
| Ensuring Specific Rights of Women living with HIV (in partnership with Rajasthan Network for People Living with HIV/AIDS and IMPACT Partners in Social Development) | December 2009 – December 2011 | Rajasthan | The program based in Rajasthan is a two year (December 2009 – December 2011) initiative which aims to develop a draft state policy on issues affecting women living with HIV/AIDS (WLHIV). The policy aims to provide for a 'minimum' package of services which should be available to WLHIV. The program adopts a multi-pronged strategy as detailed below:  
- Prepare of a draft policy by means of a participatory consultation process.  
- Improve the knowledge and skills of people affected by HIV (especially women) in their interaction with the government.  
- Conduct a needs assessment on political programmes for women affected by HIV (i.e. develop baseline data).  
- Improve knowledge of rights-based policies among staff in the ministries of Health, Children and Social Justice. | TBD |
Table: EVALUATION TEAM

Team Responsibilities

The Evaluation Team will be responsible for:

i. Refining the evaluation approach and methodology;

ii. Implementing the evaluation with adequate attention to building ownership of common analysis and recommendations;

iii. Developing and testing data collection instruments, including questionnaires, interview questions and focus group protocols;

iv. Developing any databases needed for processing quantitative and qualitative data;

v. Systematic evaluation data collection and data processing;

vi. Design and facilitation of required meetings;

vii. Preparation and delivery of draft and final reports and presentations; and

viii. Completing the evaluation on time and within budget.

Expected Experience of Team

The evaluation team should consist of not more than four members with one senior expert and two junior experts or research assistants. As a unit, the Evaluation team must offer the following demonstrated experience and knowledge:

- Significant knowledge and experience of evaluation concepts and approaches
- Experience of conducting studies and evaluation
- Knowledge of HIV/AIDS
- Good knowledge of the UN system, national programmes, information/data/statistical systems, etc.
- Updated experience with gender equality issues and knowledge of mainstreaming gender into policies/programming/development; knowledge of gender related strategies of government and non-government agencies
- Sound understanding of human rights based approaches
- Facilitation skills, particularly design of stakeholder consultations exercises
- Strong quantitative and qualitative data collection and analysis skills; and
- Excellent analytical skills and documentation skills.

The senior expert must have extensive experience in the field of evaluation, especially related to gender and HIV/AIDS. Ideally, the senior expert will be a known leader in the field and will serve the role of the team leader. The team leader should have:

- Minimum fifteen years working experience in international development and good understanding and experience of the UN system;
- Experience in conducting and leading corporate/organizational evaluation;
- Excellent analytical skills and communication skills;
- Demonstrated excellent report writing skills in English; and
- Experience of facilitating workshops for initiating evaluation and for sharing evaluation findings.

The two junior team members should have at least five years experience in development, with specialization in gender, HIV/AIDS, social development, women's rights and international human rights instruments, and gender information, data and statistical systems. Evidence of the above experience of the team in conducting similar evaluations will need to be submitted in addition to their latest CVs.
Annex 2. Data Collection Instruments

Introduction
Thank you for agreeing to meet us to discuss the support from UNWomen to PWN+. While we know that PWN+ has received support from UNWomen for the last decade or so, we are primarily interested in the support received between 2006 – 2011.

The study takes an evaluative approach to the work carried out under the support. It aims to derive recommendations for UNWomen in formulating its comprehensive strategic support to End Violence Against Women including violence experienced by WLHA. The study will also locate gaps if any, in the partnership of UNWomen with PWN+ and its network.

Guide for Key Informant Interview

<table>
<thead>
<tr>
<th>UN Women staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>Date: ..................………………......................……….</td>
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<tr>
<td>Location: ………………………..................…………..</td>
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<tr>
<td>Start Time: …………………....................…………….</td>
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<td>End Time: ………………..................………………...</td>
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<tr>
<td>Interviewer: ………………………………………………….</td>
</tr>
</tbody>
</table>

Background Information:
Name __________________________________________
Designation____________________________________
Telephone______________________________________
E-mail address..________________________________

Questions

Q 1. Did UN Women’s support to PWN+ projects empower the lives of WLHA?
Q 2. Has UN Women’s support to PWN+ resulted in organizational capacity building of the network and its members?
Q 3. Was UN Women’s support strategic? Did it lead to engendering the work on HIV?

Q 4. Growth of PWN+

i. How would you describe the trajectory of PWN+?
   Probe: When was the organisation set up?
   How was it at the start?
   What role did you play?

ii. What are the most important ways in which PWN+ addresses issues of the WLHA in India?
   Probe: What are the most important issues that face WLHA?

iii. What have the greatest achievements of PWN+ been?
   Probe: Which intervention strategies have you found most useful? Why?
### Q5. UNW support to PWN+

<table>
<thead>
<tr>
<th>i.</th>
<th>What was the genesis of support by UNWomen to PWN+?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Probe: What led to it? What was the thinking behind it? For what purpose was the initial funding given?</td>
</tr>
<tr>
<td>ii.</td>
<td>Do you feel PWN+ has been provided with all-round technical support from UNWomen?</td>
</tr>
<tr>
<td></td>
<td>Probe: Was the support provided on the basis of requests made by you? If not, how was the need for support decided? Do you feel there were any gaps in the support?</td>
</tr>
<tr>
<td>iii.</td>
<td>Was the support provided by UNWomen adequate for PWN+?</td>
</tr>
<tr>
<td></td>
<td>Probe: Was it sufficient to meet organisational goals?</td>
</tr>
<tr>
<td>iv.</td>
<td>How did UN Women support organisational capacity in PWN+?</td>
</tr>
<tr>
<td></td>
<td>Probe: Could you elaborate? What was most useful? What drawbacks were there?</td>
</tr>
<tr>
<td>v.</td>
<td>Did you feel that UN Women faced challenges in providing the support?</td>
</tr>
<tr>
<td></td>
<td>Probe: If so, what were they? Could these have been avoided? Please elaborate.</td>
</tr>
</tbody>
</table>

### Q6. Organisational capabilities of PWN+

| i. | Do you feel that the capabilities of PWN+ have been enhanced by UN Women's support? |
|    | Probe: What methods were used? How did they help? Who benefitted? How did that translate into gains for WLHA? |
| ii. | How much of the organisational capacity of PWN+ can be attributed to UN Women? |
| iii. | Was the support (technical and financial) provided by UN Women utilised in an efficient way by PWN+? |
|    | Probe: Were the activities proposed actually conducted? |
| iv. | Do you think that PWN+ has been able to evolve into a strong organisation? |
|    | Probe: Do you think PWN+ possesses the attributes of a strong organization? What are they? |

### Q7. PWN+ as a unique organisation

| i. | Do you feel that PWN+ will be able to sustain itself after UN Women support stops? |
|    | Probe: What do you base your assessment on? How has it prepared itself? |
| ii. | What is PWN+ USP relative to other positive persons networks which address issues of the WLHA? |
|    | Probe: What other networks are there in India? How would you compare them to PWN+ in terms of size and scope? How do you see it evolving? |

### Q8. Societal perceptions of WLHA

| i. | Do you think that society has changed its perceptions of WLHA? Please elaborate. |
| ii. | Has the treatment of WLHA in the communities they live in changed? |
|    | Probe: Please elaborate. Have the barriers faced by WLHA in accessing services changed? What about the myths relating to women and children living with HIV-AIDS? Have they changed? |
| iii. | What was PWN+'s role in changing societal perceptions? Please elaborate. |
| iv. | What do you think were the main activities carried out by PWN+ that led to this? |
Q9. The engendering of HIV-AIDS in India

i. Do you feel that PWN+ has helped to engender the work in HIV-AIDS over the past few years?
   Probe: How?
   Is there an increase in gender responsive budgeting in HIV-AIDS in India? Do you think that
   NACP4 is sufficiently considering gender? Do you think that NACP4 is sufficiently considering
   WLHA?

ii. What do you think are the most important changes in Gender and HIV-AIDS?

iii. Of all the activities undertaken with the support of UNWomen, which ones do you think contributed the
    most to:
    - Organisational development of PWN+
    - WLHA issues on the ground
    - Changing societal perceptions
    - Changing gender responsive budgeting in HIV-AIDS

iv. In your opinion, have the myths about women and children living with HIV changed with time?

Q 10. Are there any unforeseen adverse effects of any of the activities that PWN+ has undertaken?

Q 11. Is there anything else that you would like to add?

Q 12. What recommendations do you have for future efforts?

Introduction
Thank you for agreeing to meet us to discuss the support from UNWomen to PWN+. While we know that
PWN+ has received support from UNWomen for the last decade or so, we are primarily interested in the
support received between 2006 – 2011.

The study takes an evaluative approach to the work carried out under the support. It aims to derive
recommendations for UNWomen in formulating its comprehensive strategic support to End Violence
Against Women including violence experienced by WLHA. The study will also locate gaps if any, in the
partnership of UNWomen with PWN+ and its network.

Guide for Key Informant Interview

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<td>UN Women staff</td>
</tr>
<tr>
<td>Interviewer:</td>
<td>UN Women staff</td>
</tr>
</tbody>
</table>

Background Information:

Name: ______________________________

Designation: ______________________________

Telephone: ______________________________

E-mail address: ______________________________
### Questions

**Q 1.** Did UN Women’s support to PWN+ projects empower the lives of WLHA?

**Q 2.** Has UN Women’s support to PWN+ resulted in organizational capacity building of the network and its members?

**Q 3.** Was UN Women’s support strategic? Did it lead to engendering the work on HIV?

**Q 4.** Growth of PWN+

1. How would you describe the trajectory of PWN+?
   - **Probe:** When was the organisation set up?
   - How was it at the start?
   - What role did you play?

2. How does PWN+ address issues of the WLHA in India?
   - **Probe:** What are the most important issues that face WLHA?
   - What challenges did you face?
   - Do you feel that you have been successful?

3. What have the greatest achievements of PWN+ been?
   - **Probe:** Which intervention strategies have you found most useful? Why?
   - What problems did you face? How did you overcome them?

4. What is the main funding stream of PWN+?
   - **Probe:** What are the number of projects overall? In the pipeline?
   - Other sources of funding?

**Q 5.** UNW support to PWN+

1. What was the genesis of the support by UNWomen to PWN+?
   - **Probe:** What led to it? What was the thinking behind it?
   - For what purpose was the initial funding given?

2. Do you feel you received all-round technical support from UNWomen?
   - **Probe:** What was the most helpful support?
   - Was the support provided on the basis of requests made by you? If not, how was the need for support decided?
   - Do you feel there were any gaps in the support?

3. Do you feel you received all-round technical support from UNWomen?
   - **Probe:** Was the support what you had hoped for?
   - What was the most helpful support?
   - Was the support provided on the basis of requests made by you? If not, how was the need for support decided?

4. Was the support you received from UNWomen adequate?
   - **Probe:** Was it sufficient for you to meet your organisational goals?

5. How did UNWomen support organisational capacity in PWN+?
   - **Probe:** Could you elaborate?
   - What was most useful?
   - What drawbacks were there?

6. Did you feel that UNWomen faced any challenges in providing the support also?
   - **Probe:** If so, what were they?
   - Could these have been avoided? Please elaborate.

7. Do you feel that the support provided by UNWomen was timely and helped you in achieving your organisational goals?
   - **Probe:** Were there any mis-timings? How did they affect the achievement of organisational goals?
   - When were they just in time for important organisational events/actions?

8. Was the support you received from UNWomen more beneficial than others?
   - **Probe:** In what way?
   - Please provide examples.
<table>
<thead>
<tr>
<th>Q 6. Societal perceptions of WLHA</th>
</tr>
</thead>
<tbody>
<tr>
<td>i.  Do you think that society has changed its perceptions of WLHA? Please elaborate.</td>
</tr>
</tbody>
</table>
| ii. Has the treatment of WLHA in the communities they live in changed?  
  Probe: Please elaborate.  
  Have the barriers faced by WLHA in accessing services changed?  
  What about the myths relating to women and children living with HIV-AIDS? Have they changed? |
| iii. What was PWN+ role in changing societal perceptions? Please elaborate. |
| iv. What do you think were the main activities carried out by PWN+ that led to this? |

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<tr>
<th>Q 7. Organisational capabilities of PWN+</th>
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</table>
| i. Do you feel that the capabilities of PWN+ have been enhanced by UNWomen’s support?  
  Probe: What methods were used? How did they help?  
  Who benefitted?  
  How did that translate into gains for WLHA? |
| ii. How much of the organisational capacity of PWN+ can be attributed to UN Women? |
| iii. Do you think that PWN+ has been able to evolve into a strong organisation?  
  Probe: What attributes of a strong organisation have you concentrated on?  
  Could you provide examples? |
| iv. How did you go about instilling these attributes into the organisation?  
  Probe: Are there any particular strategy or intervention that you would cite as very useful? Why?  
  Any that you think should not be continued? |
| v. Do you feel better prepared to seek other funding? What has changed from the early days? |

<table>
<thead>
<tr>
<th>Q 8. PWN+ as a unique organisation</th>
</tr>
</thead>
</table>
| i. Do you feel that PWN+ will be able to sustain itself after UNWomen support stops?  
  Probe: What do you base your assessment on?  
  How has it prepared itself? |
| ii. What is PWN+ USP relative to other positive persons networks which address issues of the WLHA?  
  Probe: Are you satisfied with the growth of the network?  
  What other networks are there in India?  
  How would you compare them to PWN+ in terms of size and scope?  
  How do you see it evolving? |

<table>
<thead>
<tr>
<th>Q 9. The engendering of HIV-AIDS in India</th>
</tr>
</thead>
</table>
| i. Do you feel that PWN+ has helped to engender the work in HIV-AIDS over the past few years?  
  Probe: How?  
  Is there an increase in gender responsive budgeting in HIV-AIDS in India?  
  Do you think that NACP4 is sufficiently considering gender?  
  Do you think that NACP4 is sufficiently considering WLHA? |
| ii. Of all the activities undertaken with the support of UN Women, which ones do you think contributed the most to:  
  Organisational development of PWN+  
  WLHA issues on the ground  
  Changing societal perceptions  
  Changing gender responsive budgeting in HIV-AIDS |
Q 10. Are there any unforeseen adverse effects of any of the activities you have undertaken?

Q 11. Is there anything else that you would like to add?

Q 12. What recommendations do you have for any future efforts?

Introduction
Thank you for agreeing to meet us to discuss the support from UN Women to PWN+. While we know that PWN+ has received support from UN Women for the last decade or so, we are primarily interested in the support received between 2006 – 2011.

The study takes an evaluative approach to the work carried out under the support. It aims to derive recommendations for UN Women in formulating its comprehensive strategic support to End Violence Against Women including violence experienced by WLHA. The study will also locate gaps if any in the partnership of UN Women with PWN+ and its network.

Guide for Key Informant Interview

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Location: ............................................................

Start Time: ...........................................................

End Time: ...........................................................

Interviewer: ..........................................................

Background Information:
Name __________________________________________
Designation____________________________________
Telephone______________________________________
E-mail address.__________________________________

Questions

Q 1. Did UN Women support PWN+ projects empower the lives of WLHA?

Q 2. Has UN Women’s support to PWN+ resulted in organizational capacity building of the network and its members

Q 3. Was UN Women’s support strategic? Did it lead to engendering the work on HIV?

Q 4. Growth of PWN+

i. How would you describe the trajectory of PWN+?
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ii. How does PWN+ address issues of the WLHA in India?
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   What challenges did you face?
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   Probe: Which intervention strategies have you found most useful? Why?
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iv. What is the main funding stream of PWN+?
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### Q 5. UNW support to PWN+

i. What was the genesis of the support by UN Women to PWN+?
   Probe: For what purpose was the initial funding given?
   Do you think that UN Women provided all-round technical support? Any gaps?

ii. Do you feel you received all round technical support from UNWomen?
   Probe: Was the support what you had hoped for?
   What was the most helpful support?
   Was the support provided on the basis of requests made by you? If not, how was the need for support decided?

iii. How did UNWomen support organisational capacity in PWN+?
   Probe: Could you elaborate?
   What was most useful? Any drawbacks?

iv. Do you feel that the support provided by UN Women was timely and helped you achieve your organisational goals?
   Probe: How did it help in the affect the achievement of organisational goals?
   When were they just in time for important organisational events/actions?

v. Was the support you received from UN Women more beneficial than from others?
   Probe: In what way?
   Please provide examples.

### Q 6. Societal perceptions of WLHA

i. Do you think that society has changed its perceptions of WLHA? Please elaborate.

ii. Has the treatment of WLHA in the communities they live in changed?
   Probe: Please elaborate.
   Have the barriers faced by WLHA in accessing services changed?
   What about the myths relating to women and children living with HIV-AIDS? Have they changed?

iii. What was PWN+ role in changing societal perceptions? Please elaborate.

iv. What do you think were the main activities carried out by PWN+ that led to this?

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i. Do you feel that the capabilities of PWN+ have been enhanced by UNWomen's support?
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   How did that translate into gains for WLHA?

ii. Do you think that PWN+ has been able to evolve into a strong organisation?
   Probe: What attributes of a strong organisation have you concentrated on?
   How did the organisation go about instilling these attributes?

iii. Do you feel better prepared to seek other funding? What has changed from the early days?

### Q 8. PWN+ as a unique organisation

i. Do you feel that PWN+ will be able to sustain itself after UNWomen support stops?
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   Probe: How?
   Is there an increase in gender responsive budgeting in HIV-AIDS in India?
   Do you think that NACP4 is sufficiently considering gender?
   Do you think that NACP4 is sufficiently considering WLHA?

ii. Of all the activities undertaken with the support of UNWomen, which ones do you think contributed the most to:
   Organisational development of PWN+WLHA issues on the ground
   Changing societal perceptions
   Changing gender responsive budgeting in HIV-AIDS

Q 10. Are there any unforeseen adverse effects of any of the activities that you have undertaken?

Q 11. Is there anything else that you would like to add?

Q 12. What recommendations do you have for any future efforts?

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Guide for Key Informant Interview

UN Women staff

Date: ...............................................................

Location: ..........................................................

Start Time: ......................................................

End Time: ....................................................... 

Interviewer: ......................................................

Background Information:

Name .............................................................

Designation .....................................................

Telephone .....................................................

E-mail address: ...............................................
### Q1. Change in societal perceptions

i. As a person / family member of a person living with HIV and AIDS, what issues do you face in your everyday life?

ii. What are the general myths about women and children living with HIV? Have they changed with time?

iii. Which of these have affected you most?

iv. What barriers do you face in accessing and utilising services including those relating to HIV?

v. Do you think that society has changed its perception of WLHA? Do you think that any of the programs by PWN+ were instrumental in this? Please elaborate.

vi. What effect did PWN+ programs have on the way that the society treats you and your families? Please elaborate.

vii. What do you think were the main activities carried out by PWN+ that led to this?

### Q2. PWN+ as a change agent

i. How did you get to know about PWN+ and its work?

ii. What are the specific issues that PWN+ addresses with regard to issues that WLHA face in everyday life?

iii. Do you feel that PWN+ has been an effective agent to help you deal with your issues? Please give examples.
   Probes: discrimination in day to day interactions  property and inheritance issues

iv. Do you think programs in PWN+ have been effective in addressing violence faced by WLHA? Please give examples.

v. In what way did the PWN+ programs empower you? Did you use the information and the knowledge received during the programs in your daily life?

vi. Do you feel that PWN+ has been an effective agent to help you deal with your issues?
## Annex 3. Respondent Matrix

<table>
<thead>
<tr>
<th>#</th>
<th>Name of Respondent</th>
<th>Affiliation</th>
<th>Date of Interview</th>
<th>Mode of Interview</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Gitanjali Singh</td>
<td>UNW staff (current)</td>
<td>08-Dec-11</td>
<td>In-person</td>
</tr>
<tr>
<td>2</td>
<td>Naresh Chopra</td>
<td>UNW staff (current)</td>
<td>08-Dec-11</td>
<td>In-person</td>
</tr>
<tr>
<td>3</td>
<td>Gita Gupta</td>
<td>UNW staff (current)</td>
<td>08-Dec-11</td>
<td>In-person</td>
</tr>
<tr>
<td>4</td>
<td>Ash Pachauri</td>
<td>Other stakeholders (CHP)</td>
<td>09-Dec-11</td>
<td>In-person</td>
</tr>
<tr>
<td>5</td>
<td>Suneeta Dhar</td>
<td>UNW staff (ex)</td>
<td>13-Dec-11</td>
<td>In-person</td>
</tr>
<tr>
<td>6</td>
<td>Padmavathy</td>
<td>PWN+ management</td>
<td>04-Jan-12</td>
<td>In-person</td>
</tr>
<tr>
<td>7</td>
<td>Kousalya</td>
<td>PWN+ management</td>
<td>05-Jan-12</td>
<td>In-person</td>
</tr>
<tr>
<td>8</td>
<td>Thiyathayakai (treasurer)</td>
<td>PWN+ staff</td>
<td>05-Jan-12</td>
<td>In-person</td>
</tr>
<tr>
<td>9</td>
<td>FGD (Chennai)</td>
<td>DIC members (TPWN+)</td>
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<td>FGD State Chapters</td>
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<td>Anandi Yuvraj</td>
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<td>Diya Nanda</td>
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<td>Sushma Kapoor</td>
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<td>Firoza Mehrotra</td>
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<td>36</td>
<td>Chandni Joshi</td>
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## Annex 4. Documents Consulted

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<tr>
<td><strong>Gender and HIV and AIDS</strong></td>
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<tr>
<td>1</td>
<td>The Gender Dimensions of HIV/AIDS, Challenges for South Asia</td>
<td>UN Women</td>
</tr>
<tr>
<td>2</td>
<td>The impact of HIV/AIDS on Women Care Givers in Situation of Poverty: Policy Issues</td>
<td>UN Women</td>
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<tr>
<td>3</td>
<td>Positive speaking</td>
<td>UN Women: CD</td>
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<tr>
<td>4</td>
<td>Shaping a New Reality: A vision Document of the Positive Women Network</td>
<td>UN Women</td>
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<tr>
<td>5</td>
<td>Changing minds, changing behaviour</td>
<td>UN Women: CD</td>
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<tr>
<td>6</td>
<td>Legal literacy handbook for people living with HIV/AIDS (Hindi version of the same report also available)</td>
<td>UN Women: CD</td>
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<tr>
<td>7</td>
<td>Mainstreaming HIV/AIDS for Women</td>
<td>Smita Mitra</td>
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<tr>
<td>8</td>
<td>Mainstreaming HIV and AIDS for women’s empowerment</td>
<td>Smita Mitra</td>
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<tr>
<td>9</td>
<td>Engendering the Eleventh Five Year Plan 2007-2012</td>
<td>Internet</td>
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<td>10</td>
<td>NACP III Mid Term review Key Findings</td>
<td>Internet</td>
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<td>11</td>
<td>Country Progress Report; UNGASS</td>
<td>Internet</td>
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<td>12</td>
<td>NACP III Gender Inputs by UNIFEM</td>
<td>Internet</td>
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<td>13</td>
<td>NACP III Gender Working Group Report</td>
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<td>14</td>
<td>Gender and HIV/AIDS</td>
<td>Internet</td>
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<td>15</td>
<td>Women’s Empowerment, HIV and the MDGs: Hearing the Voices of HIV Positive Women</td>
<td>Kousalya</td>
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<td><strong>2002-2005 documents</strong></td>
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<td>16</td>
<td>Excerpts from presentation on Gender and HIV/AIDS Advancing the Rights Based Approach Mainstreaming Rights within CEDAW by PWN, CFAR - August 2003 Based on the study done by CFAR and PWN with positive women in India</td>
<td>UN Women</td>
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<td>17</td>
<td>Legal literacy workshops for women living with HIV- A Step towards legal empowerment</td>
<td>UN Women</td>
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<td>18</td>
<td>Building capacities of WLHA for advocacy through linkages with the CHARCA project</td>
<td>UN Women</td>
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<td>19</td>
<td>Review of the positive women’s network</td>
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<td>Budget for Building Capacities for women living with HIV for advocacy through linkages with the CHARCA Project</td>
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<td>21</td>
<td>UNIFEM-CHARCA Programme</td>
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<td>22</td>
<td>Breaking the Silence</td>
<td>UN Women</td>
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<td>23</td>
<td>Strengthen the support mechanisms for women living with HIV to access their legal entitlements in property and inheritance in India</td>
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<td>Conduct the national consultation and workshop for improving the participation, representation and involvement of Women Living with HIV</td>
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<td>National Advocacy event 4-days</td>
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<td>26</td>
<td>Positive Women Network - Mainstreaming gender issues of equity and empowerment in networks of people living with HIV</td>
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<td>27</td>
<td>Building capacities of women living with HIV for advocacy through linkages with the CHARCA project.</td>
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<td>Building Capacities for women living with HIV for advocacy through linkages with the CHARCA Project</td>
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<td>29</td>
<td>Using Rights-Based Processes Towards Building Gender-Sensitive Responses for Women Living with HIV/AIDS: The UNIFEM South Asia Partnership with the Positive Women Network, India and Centre for Advocacy and Research in India</td>
<td>UN Women: CD</td>
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<td>30</td>
<td>Budget for Building Capacities for women living with HIV for advocacy through linkages with the CHARCA Project</td>
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<td>32</td>
<td>Annual report PWN+ 2002-03</td>
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<td>33</td>
<td>Annual report PWN+ 2003-04</td>
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<td>34</td>
<td>Annual report PWN+ 2004-05</td>
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<td>35</td>
<td>Gender, HIV and Human Rights: Strengthening partnerships with Women’s movement (Jan-June 2003)</td>
<td>Rajat Khanna</td>
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<td>36</td>
<td>Gender, HIV and Human Rights: Strengthening partnerships with Women’s movement (Jan-Dec 2002)</td>
<td>Rajat Khanna</td>
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<td>37</td>
<td>MYFF – Joint proposal for reporting</td>
<td>Rajat Khanna</td>
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<td>38</td>
<td>UNIFEM Strategy Business Plan 2000-2003</td>
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<td>39</td>
<td>UNIFEM MYFF 2004-2007</td>
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<td>40</td>
<td>National Government Welfare Schemes Directory</td>
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**2006 onwards documents**

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<td>Advocacy Report Trivandarum</td>
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<td>Awareness Campaign at the ART centers in three Government Hospitals, Chennai.</td>
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<td>43</td>
<td>Campaign to Stop Violence Against Women Living with HIV/AIDS and to Protect their Legal Rights – End of Project Report</td>
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<td>44</td>
<td>Empowering the Women living with HIV/AIDS to protect their legal rights and from violence to lead a sustainable life</td>
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<td>Report on Campaign to Stop Violence Against Women Living with HIV/AIDS and to Protect their Legal Rights - Kerala</td>
<td>UN Women</td>
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<td>46</td>
<td>Emancipating women living with HIV/AIDS in Kerala to protect their legal rights and protect from violence to lead a sustainable life</td>
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<td>47</td>
<td>Budget for legal literacy workshops for WLH/A in Tamil Nadu</td>
<td>UN Women</td>
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<td>48</td>
<td>Guidelines for Assessment of NGO Implementing Partners of UNIFEM</td>
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<td>Awareness Campaign at the ART centers in three Government Hospitals, Chennai</td>
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<td>Stop violence project</td>
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<td>Violence in contract work among female sex workers in Andhra Pradesh, India</td>
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<td>52</td>
<td>Police related experiences and HIV risk among female sex workers in Andhra Pradesh, India</td>
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<td>53</td>
<td>Review of Capacity Building Needs of Members and Office Bearers of Positive Women Network with a view to increase their participation and ability to advocate for the rights of PLHAs</td>
<td>Sonia Trikha, Kousalya</td>
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<td>54</td>
<td>The funding needs of networks of Women living with HIV in South Asia</td>
<td>Anandi Yuvraj</td>
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<td>55</td>
<td>MDG Meeting report</td>
<td>Anandi Yuvraj</td>
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<td>56</td>
<td>MDG 3 and 6: What do they say? Perspectives of women and girls living with HIV in Asia and Pacific</td>
<td>Anandi Yuvraj</td>
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<td>57</td>
<td>Funding need assessment of network</td>
<td>Anandi Yuvraj</td>
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<td>58</td>
<td>Mainstreaming Gender into HIV and AIDS Programmes</td>
<td>Shreyasi Jha</td>
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<td>59</td>
<td>Report on Trainings with the Positive Women Network</td>
<td>Shreyasi Jha</td>
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<td>60</td>
<td>PAF Report</td>
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<td>61</td>
<td>Field visit to Radhapuram, Kerala and TN</td>
<td>Shreyasi Jha</td>
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<td>62</td>
<td>UNIFEM Strategic Plan, 2008-2011</td>
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<td>63</td>
<td>UNIFEM Strategic Plan, 2011-2013</td>
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<td>64</td>
<td>Annual report PWN+ 2002-03</td>
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### Evaluation Question Indicators Sources of Data

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<tr>
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</table>
| 1. UN Women supported PWN+ projects empower the lives of WLHA. Evidence that UN Women support improved lives of WLHA in society | 1.1 Coherence of PWN+ activities with issues of WLHA | - PWN+ members, beneficiaries and their families commented on the number and kinds of programs conducted on topics of relevance to them.  
- PWN+ staff and management provided instances where programs instituted served needs of community members.  
- In depth interviews with beneficiaries and families  
- Focus group discussions with the members  
- In depth interviews with staff and management of PWN+  
- Interviewees/discussants were asked to identify programs which helped them deal with everyday problems of WLHA. Evidence was sought on issues such as violence, discrimination, legal and property issues, etc. including through specific examples.  
- Document review: corroborated interview findings, examined selected evidence of activities of PWN+ which were relevant to issues identified by members, beneficiaries and families. |
| 1.2 Effectiveness of PWN+ activities in addressing issues of WLHA and other vulnerable persons | - PWN+ members, beneficiaries and their families commented on effectiveness of programs conducted, and report increased ability to meet their and their children’s needs.  
- PWN+ management provided instances where programs instituted effectively served the needs of community members such as economic opportunities, redressal of grievances with government or other authorities, and creating space within society.  
- In depth interviews with staff of UN Women  
- In depth interviews with management of PWN+  
- Focus group discussions with the members  
- In depth interviews with beneficiaries and families.  
- Interviewees/discussants were asked how they would rate the effectiveness of programs by PWN+ which helped them deal with everyday problems. Evidence was sought on intervention/ programs which have been most helpful or effective in making an impact on WLHA life and should be conducted repeatedly.  
- Document review: corroborated interview findings, examined selected evidence of effectiveness of the activities of PWN+ which were relevant to issues identified by members, beneficiaries and families. |
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<th>Evaluation Question</th>
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| **1.3 Effectiveness of PWN+ activities in changing societal perceptions** | *References from PWN+ members, beneficiaries and their families on any change in stigma and discrimination faced in the family, locality and community at large, especially as it relates directly to interventions by PWN+. In particular, references with regard to public spaces were sought.*  
*PWN+ staff and management provided instances where programs instituted, resulted in a better community environment for WLHA.* | *In depth interviews with staff and management of PWN*+  
*Focus group discussions with the members  
*In depth Interviews with beneficiaries and families. Interviewees/discussants were asked to describe any change in the stigma and discrimination faced in public spaces as a result of PWN+ activities.*  
*Literature review: cases or recent examples change in stigma and discrimination against WLHA in public or domestic space were added to substantiate the findings*  
*Ethnographic observations: in the field to make an assessment of the change in societal perceptions.* |
| **1.4 Coherence of UNWomen support with needs of PWN+** | *References from UN Women staff to serving particular needs identified by PWN+, provided instances where programs instituted, resulted in a better community environment for WLHA.*  
*References to activities supported over the early and later periods i.e. 2002-05 and 2006-11.* | *In depth interviews with staff of UN Women  
*In depth interviews with management of PWN+  
*In depth interviews with other stakeholders. Interviewees were asked to provide their perceptions on coherence of needs with support from UN Women. In particular, the gaps noted by them were probed  
*Document review: to corroborate interview findings, compared approved projects and budgets between comparable phases.* |
<table>
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<tr>
<th>Evaluation Question</th>
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<tr>
<td>2. UN Women support to PWN+ has built sustainable organizational capacity of PWN+ and its members. Evidence that UN Women support led to organizational capacity and likely independent sustainability</td>
<td>2.1 Availability and sufficiency of UN Women support for PWN+ organizational development activities</td>
<td>In depth interviews with staff of UN Women. In depth interviews with management of PWN+. In depth interviews with other stakeholders. Interviewees were asked to comment on availability and sufficiency of funds provided/received from UN Women. Where evidence suggested that this was the case, interviewees were asked to describe the extent to which and how it helped to achieve organizational development goals. Document review: substantiated interview findings on budgets for various projects. Literature review: on growth phases and stages of OD were checked with growth of PWN+.</td>
</tr>
<tr>
<td></td>
<td>Number of references by PWN+ management on usefulness of support by UN Women for their organizational development. Number of independently registered networks at the state and district level. References by UN Women staff on instances where UN Women contributed to PWN+ organisational planning and development.</td>
<td></td>
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<tr>
<td>2.2 Development and entrenchment of organizational culture in PWN+</td>
<td>References by PWN+ staff and management of the evolution of the organisation. Observations that supported the sense of strong organisational culture of empowerment.</td>
<td>In depth interviews with staff and management of PWN+. In depth interviews with other stakeholders. Interviewees were asked to comment on evolution of organisational culture, in particular decision making, membership and leadership. Literature review: substantiated interview findings on growth phases and stages of organisational development within PWN+. Ethnographic observations during data collection on bonding, shared space, peer support, and speaking for themselves.</td>
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<td>Evaluation Question</td>
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| 2.3 Availability of current and future lines of funding | - Availability of funding for PWN+ in the future from UN Women or other sources.  
- Number of projects being undertaken by PWN+ using funding from other sources. | - In depth interviews with staff of UN Women  
- In depth interviews with management of PWN+. Interviewees were asked to provide details of current sources of funding, current projects and projects in the pipeline.  
- Literature review: substantiated interview findings on project funding and programmatic evolution within UN Women. |
| 2.4 Comparison to development status of other networks e.g., INP+, Maharashtra, Rajasthan, Kerala WLHA networks | - Reference to unique characteristics of PWN+ with respect to work on gender and HIV. | - In depth interviews with staff and management of PWN+  
- In depth interviews with staff of UN Women  
- In depth interviews with other stakeholders from UN system, Working Group on gender for NACP IV and others. Interviewees were asked to provide comments on the particular abilities of PWN+ to engender HIV work in India.  
- Literature/Document review: substantiated interview findings. |
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<th>Evaluation Question</th>
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| 3. **UNWomen support was strategic and led to engendering the work on HIV**  
Evidence that UNWomen support led to engendering HIV work in India | National planning and budget documents explicitly state the importance of WLHA in the context of NACP IV. | In depth interviews with management of PWN+  
In depth interviews with staff of UN Women  
In depth interviews with other stakeholders from UN system, Working Group on gender for NACP IV and others.  
Interviewees were asked to provide comments on changes in the epidemic, government’s response, inclination toward the gender perspective of budgeting and policies, and the changing scenario in NACP IV.  
Literature/Document review: substantiated interview findings in particular through reports of the working group on gender for NACP IV. |
EVALUATION OF UN WOMEN SUPPORT TO PWN+ ON HIV AND AIDS PROJECTS IN INDIA