

**Integrating
Gender
Responsive
Budgeting in the
Aid Effectiveness
Agenda:
End-of-
Programme
Evaluation**

Revised Evaluation
Report



September 21, 2012

A c k n o w l e d g e m e n t s

The Evaluation Team would like to thank all UN Women and EC staff members who supported the evaluation process from both Headquarters and in the various countries, especially the UN Women programme management team in New York. We are particularly grateful for the assistance received from the teams in the three countries visited during the evaluation (Nepal, Peru, and Rwanda), where UN Women staff were able to facilitate our work despite their busy schedules. Thanks also to the many programme partners at global and country levels who agreed to participate in interviews and email consultations and who provided feedback on an earlier version of this report.

Executive Summary

Background

The Evaluation Team is pleased to present this report on the evaluation of the Integrating Gender-Responsive Budgeting in the Aid Effectiveness Agenda (GRB in AE) programme of the European Commission (EC) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women).

The intended development impact of the programme was to enhance accountability for gender equality and women's empowerment of donor and partner countries in the aid effectiveness (AE) agenda. The objectives of the programme were to: i) deepen the understanding of EU decision makers and national partners on effective uses of GRB in the context of the aid effectiveness agenda; and ii) improve country capacity for institutionalizing the application of GRB in the context of the aid effectiveness agenda in five programme countries. This end-of-programme evaluation, which encompasses programme activities over the period 2008-12, examines the performance of the programme to inform future programmatic interventions.

The primary users of the evaluation are UN Women (Policy Division in HQ and Country Offices) and the European Commission. A draft version of the report was submitted in August 2012, and revised in September 2012 following feedback from UN Women and the Evaluation Reference Group.

Methodology

The evaluation was conducted from May to September 2012 in accordance with UN Women evaluation guidelines and UNEG norms and standards. The process was participatory and included consultations with the European Commission, the UN Women Gender Mainstreaming in National Systems (GMS) team at headquarters in New York, relevant geographic sections, and regional and country offices as required. Overall guidance for the evaluation was provided by the UN Women GMS team. The evaluation was supported by the Evaluation Management Group at UN Women headquarters. Two consultative bodies, the Core Reference Group and the Broad Reference Group, provided feedback on key evaluation deliverables.

While the GRB in AE programme outlined its objectives in a logical framework approach (LFA), it had not developed an explicit Theory of Change (ToC) that captured key assumptions and causal relationships that linked inputs and activities to expected results. The Evaluation Team, in collaboration with the Evaluation Management and Core Reference Groups, developed a theory of change that, together with the LFA, was used as a basis for assessing programme performance, particularly in terms of its effectiveness.

A total of 132 individuals were consulted for the evaluation, either in person or by telephone/Skype or email. These included: UN Women and EC staff at their headquarters and in five programme countries; programme partners at the country level, including representatives from government, civil society organizations (CSO), and donors; and international GRB experts.

The Evaluation Team reviewed and analyzed EC and UN Women documents and programme reports as well as literature on aid effectiveness, including documents related to the Accra and Busan High Level Forums on AE.

The Evaluation Team conducted visits to UN Women headquarters in New York and to three of the five Phase II programming countries, in addition to attending the Inception Workshop for the F4GE programme in Turin, Italy.

Following the data collection mission, the Evaluation Team presented preliminary observations via teleconference to UN Women in New York, EC representatives in Brussels, and programme staff from the five countries.

Conclusions

Context – The EC/UN Women programme reflects the ongoing work of donor and partner governments, UN agencies and others, to better explore how the aid effectiveness agenda and related aid modalities – such as general budget support (GBS) including direct budget support (DBS) and sector-wide approaches (SWAs) – can have a positive impact on gender equality. In this context, gender responsive budgeting has been identified as a valuable approach with the potential to enhance the positive impact of the AE agenda on gender equality and women’s empowerment.

Evaluation Criteria: Context
Report Section: 2

Relevance – The programme was relevant to the global context, the environment for GE/GRB institutionalization in the five Phase II programming countries, and to the EC’s and UN Women’s respective mandates and priorities.

Evaluation Criteria: Relevance
Report Section: 3
Findings 1 to 4

Effectiveness – In the four years of its duration, including two years of implementation at the country level, the programme has achieved most of its outputs, and has made considerable progress towards its envisaged short term outcomes. The programme has expanded the knowledge and evidence base on GRB uses in the context of the AE agenda, and has contributed to strengthening national capacity for GRB institutionalization. The evaluation relied on stakeholder interviews to assess some of the programme’s results as the programme did not monitor or collect data on all of its indicators, and in some cases did not have indicators.

Evaluation Criteria: Effectiveness
Report Section: 4
Findings 5 to 13
Recommendations 4 to 10

Sustainability – At the country level, the programme has contributed to results that are likely to be sustained and further advanced by national partners. Some of its global level achievements have the potential to influence high level policy dialogue beyond the programme’s duration.

Evaluation Criteria: Sustainability
Report Sections: 4.3.3 and 4.4
Findings 11, 13

Efficiency – Programme resources have been used strategically to ensure efficiency.

Evaluation Criteria: Efficiency
Report Section: 5
Findings 14, 15

Factors Influencing Performance (Design, Strategies, Management, EC/UNW Partnership) – The overall programme design had several strengths (e.g. building on lessons learned from UN Women’s previous work, including the earlier EC/UN Partnership for Gender Equality and Peace programme) but also some limitations (e.g. related to logical gaps in its original and revised Logical Frameworks).

The programme employed a variety of strategies and approaches to work towards its envisaged results and worked with a wide range of both government and non-government stakeholders considered to be strategically positioned to influence the GE agenda. One of the programme’s strengths was its ability and willingness to tailor its approaches to the national contexts in which it worked.

Evaluation Criteria: Factors Influencing Performance
Report Section: 6
Findings 16 to 19
Recommendations 1, 2, 3

The programme has consolidated UN Women’s global leadership role in GRB-related expertise and support. While the programme consolidated the EC/UN Women partnership, it also highlighted a lack of clarity between the two partners as regarded the programme’s expected role and relationship with EU country delegations.

Recommendations

Based on the evaluation findings and supporting evidence, the evaluation makes the following recommendations. Some recommendations are addressed to both UN Women and the EC in light of their continued collaboration under the F4GE programme and their partnership agreement under the MoU. Most recommendations, however, are addressed to UN Women (as a whole or to its GMS team) as they concern UN Women's role and approach to programming and/or engaging with different actors.

Partnership between UNW and EC

1. UN Women and the EC should establish a task group to further clarify each partner's goals and expectations for the partnership, and for any programme they engage in jointly.

The evaluation highlighted a lack of shared understanding between the EC and UN Women regarding the programme's role vis-à-vis EU country delegations. This included gaps in formulating and operationalizing strategies for action required by programme and EUD staff at country level and for actions/guidance required from EC HQ. In addressing this recommendation, UN Women and the EC should ensure that they:

- Define what needs to happen in order for their partnership to go beyond a traditional 'donor-recipient' relationship, i.e. what their respective understanding of 'partnership' entails;
- Come to an explicit and agreed upon understanding of what each partner expects from the overall partnership and/or specific programme, not only in terms of development results, but also in strengthening the position or capacity of UN Women and the EC respectively;
- Clearly identify what types of HQ support, guidance, and/or incentives are required for UN Women and EUD staff at country level to work together effectively and engage in specific programming activities. This would require an assessment of potential barriers and challenges, and possible strategies to overcome them; or, if that does not seem feasible, adjusting expectations to meet existing realities.

2. The EC should provide clear guidance to EUDs about how they are to be involved in a joint programme.

If a joint programme is expected to contribute to EUD capacity to integrate gender equality into their own planning, budgeting, implementation, and monitoring processes, the programme will need to reach a range of staff members, including those responsible for sector specific interventions.

One likely factor that prevented the programme from influencing EUD capacity and/or programming was that its primary contacts were the Gender Focal Points in each country, who, in most cases, had limited access to and influence on senior staff in the delegation who had the decision making power to make a difference. The experience in Peru showed that when a more senior person was the Gender Focal Point, collaboration was more effective and reached higher up in the EUD.

Programme Design

3. UN Women (GMS team) and the EC should use the noted strengths and weaknesses of the GRB in AE programme design to inform and improve (if and as needed) the development of the F4GE and future joint interventions.

The evaluation noted areas for improvement in the programme's design which should be taken into consideration in refining the approved F4GE programme and in conceptualizing any new interventions. In particular, UN Women and the EC should:

- Upon programme onset, develop a theory of change (ToC) that includes the key assumptions underlying the programme logic. Review and adjust this ToC if/as needed on a regular basis, e.g. as part of annual reporting.
- Define clear and realistic programme objectives at different levels (e.g., global, national) and for units of change (e.g., the actions/behaviour of targeted stakeholders).
- Define indicators that are both meaningful and measurable, and use them to systematically track and report on progress towards results. As noted in the conclusions above and section 1.2.8 on limitations, the lack of indicator-related data was a challenge for this evaluation.
- Formulate strategies and allocate resources for each programme objective, including, for example, for the engagement with donor agencies (if applicable).
- Define transparent and meaningful country selection criteria for programmes involving several countries. What constitutes ‘meaningful’ will depend on what the partners hope to achieve and/or learn from an intervention.

Global policy advocacy work

4. UN Women (GMS team & overall organization) should develop a more robust Theory of Change that clarifies its current thinking on the linkages between normative (global policy advocacy) and operational work.

The evaluation found various examples of how UN Women and its partners are trying to link global policy commitments with practice (e.g., by assisting partners to translate commitments into action, and develop related national level indicators and monitoring systems). In Rwanda, for example, the programme’s work in connection with the optional PD Survey Gender Module included and brought together other development partners, including donors and other UN Agencies. Nevertheless, there is limited evidence of global policy commitments influencing the way and extent to which donor agencies integrate gender equality considerations into the planning, budgeting, and monitoring of their own programmes, or of their contributions to aid coordination systems at country level.

Overall, there is still a gap when it comes to capturing and making explicit UN Women’s (and others’) current thinking as regards the conceptual linkages between global normative and operational work, and the concrete steps and/or processes that are required (or assumed to be required) to link the two. Clarifying and summarizing its current thinking in this regard should also consider UN Women’s ongoing process of clarifying and further defining the organization’s overall mandate, in particular the linkages of its normative and operational work not only in GRB, but in all thematic areas.

Country level work

5. At the country level, UN Women should further expand its network of strategic partners with a (potential) role in integrating GE into public finance management.

The programme made an effort in all countries to work with a range of stakeholders, but the number and influence of key partners varied from country to country. In Rwanda, one of the strengths of the programme (and the overall national context) is that the GRB agenda is not only owned and driven by the Ministry of Finance, but that there is also significant buy-in from other (more or less influential) actors with specific roles in planning, budgeting, implementing, and monitoring government programmes and expenditures. This includes active involvement from Parliamentarians, and various parts of the National Gender Machinery.

In relation to this recommendation, UN Women should consider:

- Work with existing GE champions to engage other national players in active and meaningful roles. For example, one suggestion from the Nepal site visit was to engage the National Planning

Commission (NPC) in GRB related work (e.g., by inviting the NPC to co-chair the GRBC along with the MoF, or rotate the role of the GRBC secretariat between the two entities on a regular basis).

- Explore additional options to institutionalize training for GRB/gender responsive public finance management at the country level, especially in countries where no such opportunities exist. Experiences in Rwanda and Tanzania during the GRB in AE programme can provide examples of possible approaches and formats.
- Work with national partners to identify existing or needed (positive and negative) incentives for actors at various levels to integrate GE into planning and budgeting processes, and provide advice and/or technical assistance to address these needs.
- Facilitate inter-sectoral linkages (as appropriate and feasible) to ensure that budgets are aligned with gender needs in various sectors (e.g., education and infrastructure).

6. UN Women (GMS team) should define a set of criteria to help determine the most strategic areas/issues for UN Women to engage in at the country level.

While UN Women's country presence and resources (human and financial) may increase in the midterm, it will for the foreseeable future have to work within considerable constraints as regards qualified staff and financial resources available for supporting GRB related work at the country level. This implies the continued need for UN Women to make strategic choices about where and how to engage. Ideally, this will not always require 'either-or' choices, but will require prioritization.

Although all programming countries made progress towards institutionalizing GE considerations in public financial management processes, a lot remains to be done. In most countries this includes the need to expand reforms/approaches to a larger number of line ministries and/or to the local (regional, district) level. Another common area requiring further attention is the need to develop and/or strengthen effective monitoring and accountability systems at various levels.

Decisions on what constitutes the most strategic area of engagement for UN Women will need to take into account the specific national contexts, but it would be helpful if the GMS team provided core criteria to help ensure some consistency across programme countries and help ensure that country level experiences can systematically contribute to global (and organizational) learning.

Several dimensions that UN Women may want to take into account when determining whether and why a particular area is *strategic* include the following:

- The potential to help change national systems. As an example, the evaluation suggested that in Rwanda it may be more strategic for UN Women to assist the government in strengthening monitoring and accountability systems at various levels than to help it roll out gender budget statements in a larger number of line ministries.
- The extent to which UN Women's technical capacity and resources will allow it to make a difference. This needs to be assessed in light of existing strengths and capacities of other actors, in particular UN Agencies. For example, large agencies such as UNDP may have a comparative advantage when it comes to working at local levels.
- Learning opportunities. UN Women may deliberately choose to engage in areas where it does not yet have a lot of experience in order to broaden its own opportunities for learning and growth. The GMS team would need to provide guidance on how to balance this with other considerations, perhaps by defining a specific list of (relatively) new areas that UN Women wishes to engage in over the midterm.

We are aware that these and other considerations already guide UN Women's programming choices. They are, however, not yet captured in an explicit set of guiding criteria.

Donor relations

7. UN Women (GMS team) should clearly define the desired results of its engagement with donor agencies at global and national levels.

While consulted stakeholders widely agreed that the programme's engagement with donors (and aid coordination groups) was relevant and strategic, available data provided few examples of tangible results deriving from this engagement. Rather than approaching this issue by critiquing the approaches and strategies used to influence donors, we suggest to start by clarifying the intended short and longer term results that UN Women aimed to achieve in this regard. The evaluation found that the reconstructed Theory of Change did not suffice to fully clarify the programme's key assumptions in this regard.

Engagement with aid coordination systems

8. UN Women (GMS team) should systematically explore opportunities and constraints to its engagement in different types of aid coordination systems, and compile more examples of successful mitigation strategies to address existing limitations.

This recommendation is based on the assumption that UN Women will and should continue to engage with donor/development partner coordination groups. In the context of GRB related work, this should not be limited to GE related coordination groups, but should, to the extent possible, span thematic and sector specific entities.

The evaluation noted UN Women's leadership role in many GE related coordination bodies as well as constraints due to its status as a UN agency. To guide UN Women's future work in this regard it may be helpful to capture related experiences from a wider range of countries than explored in this evaluation. This could help it to identify other opportunities (e.g., related to UN Women's mandate and status, but also to the types of changes/results that its engagement in aid coordination systems has been able to contribute to) as well as mitigation strategies that have helped it overcome challenges in other settings.

Working within the UN system

9. UN Women (GMS team as well as corporately) should further define the implications of its coordination mandate for GE inside the UN, and identify implications for its work around GRB related issues at global, regional, and country levels.

The evaluation found several examples of successful collaboration and interaction between UN Women and other UN agencies on the ground, both related to leveraging capacities and resources through synergies and joint programming, as well as in connection with contributing to integrating GRB thinking into the next UNDAF (e.g., in Rwanda). At the same time, several consulted stakeholders pointed out the need to further clarify UN Women's relatively new mandate to coordinate the UN's work on gender equality, and its implications. These implications may not only relate to specific tasks or functions expected from UN Women, but also to new/broadened opportunities for ensuring coherence and effectiveness of the UN's overall work on GE, including on GRB related issues.

As noted in Recommendation 4, related deliberations should take into account the ongoing process inside UN Women to further clarify implications of its corporate mandate and its coordination function in particular. The GMS team will not necessarily need to wait for this process to be completed, but could identify specific issues and implications for global, regional, and country specific work in its particular area of focus.

Documentation work

10. UN Women (GMS team) should develop a strategy to focus its knowledge products and assess their relevance to stakeholders.

While consulted stakeholders widely agreed that the programme had produced high quality and relevant knowledge products, it was difficult to assess how these products had actually influenced or been used by the intended targeted groups or on which types of products had been more effective than others.

In addressing this recommendation, UN Women should:

- In documenting experiences and good practices in GRB related work, UN Women (GMS team) should ensure that knowledge products focus on results (e.g., poverty reduction, economic growth, development effectiveness) rather than processes.
- Expand its efforts to assist national partners in documenting and disseminating national experiences in integrating GE into planning and budgeting processes. The programme assisted national partners in Rwanda and Nepal in documenting their own work and experiences in GRB application and institutionalization. This approach is promising in terms of further strengthening national capacity for and ownership of GE related change processes. Also, resulting knowledge products send ‘strong messages’ to both international and national players about national partners’ commitment to and leadership for GE. UN Women should build on the positive experience gained during the GRB in AE programme and apply this approach in other contexts.
- Explore ways to systematically capture some data on the different needs and uses of its knowledge products by different stakeholder groups (e.g., through surveys, interviews). While this would not be realistic for all knowledge products, it would be helpful to do this for a sample of different types of products that are targeted at different stakeholder groups.

Lessons Learned

The following lessons are derived from the GRB in the Aid Effectiveness Programme.

Operational Lessons

- **Gender-responsive budgeting is an approach to enhancing gender equality that should be considered a means to an end rather than an end in itself.** In designing programmes, it is important to focus on the overall purpose and desired end result, which is gender equality. GRB is an approach that can contribute to the integration of gender, but budgeting is only one aspect of integrating GE. GE considerations must also be integrated in all aspects of the programme cycle, including analysis, planning, and monitoring.
- **Participatory approaches** can contribute to a programme’s relevance to stakeholders and their ownership of results, but they take time and resources that must be considered in programme design.
- The likelihood that GRB application and institutionalization will be effective is enhanced when **tailored to a specific context.** While it is possible to transfer some generic lessons from one context to another (e.g., factors that have contributed to or hindered progress in GRB institutionalization), the development or adaptation of tools, policies, and guidelines needs to be tailored to the organizations that will use them and the contexts in which they work. Similarly, in the context of institutionalizing GE considerations, technical assistance is most effective when it is grounded in thorough knowledge of the organization and its sector, structures, and processes. Generic knowledge of gender equality and GRB is helpful, but not sufficient.

- **Strengthening the GE capacity of an organization's country delegations requires leadership and explicit guidance from headquarters.** The EU's corporate commitment to GE in general, or to a specific programme such as the GRB in AE, needs to be accompanied by explicit expectations, clear guidance, and concrete (positive or negative) incentives for its delegations on the ground. Without internal leadership, external partners can do little to support strengthening EUD capacity.
- **The more developing country partners 'own' and drive GE-related change processes, the more difficult it becomes to assess the contributions of specific programmes to results.** As countries take more ownership and leadership for GE, the role of development interventions becomes to provide targeted support at strategic points. This makes it more difficult to identify specific programme contributions to progress towards GE institutionalization in national systems. While this does not reduce the relevance of programme contributions, it needs to be kept in mind in managing donor and programme partners' expectations regarding specific programme results.

Developmental Lessons

- **National ownership of GE appears to be closely linked to incentives and motivation for change.** There is a need to further explore and better define the concept of 'national ownership.' Programme experiences in the different countries provided examples of different manifestations of what 'ownership' means. These indicate that ownership is not a simple 'yes/no' question, but a matter of degree that depends on the extent to which the GE agenda is driven by positive or negative incentives, and extrinsic or intrinsic motivations. For example, several consulted stakeholders in Peru noted that the key factor driving government actions on GRB was the need to comply with existing legal obligations. In Rwanda, on the other hand, there was strong indication that MINECOFIN's strong leadership role was not only related to existing policy or regulative commitments, but also driven by a deep conviction that integrating GE into planning and budgeting would benefit the whole country in view of its key development goals.
- **Political will is a key factor in translating GE/GRB commitments into action.** While development interventions cannot create political will, they can contribute to creating incentives for different actors (e.g., in the form of public demands and questions, providing evidence of gaps) or by attempting to influence relevant legal and policy environments). Donors and other international development partners have a role to play in this regard, not only in ensuring that national governments live up to their GE commitments, but also by integrating GE in their own projects and programmes and thus displaying political will to address GE issues on their part.
- **GRB application and institutionalization are not driven by ministries of finance alone but also by government and non-government actors with complementary roles.** Ministries of Finance can be effective drivers of the GRB agenda and must be on board to effectively advance GRB institutionalization. At the same time, they alone cannot ensure meaningful GRB application at national, sector, and local levels. A range of other players within and outside of government need to be on board and able to play mutually complementary roles in ensuring government accountability and quality of GRB application at different levels. Ensuring GRB application at sector and local levels is essential if GRB is to make a real difference in allocation of resources for women's priorities.

Acronyms

AAA	Accra Agenda for Action
AE	Aid Effectiveness
AMIS	Aid Management Information System (Nepal)
APCI	Peruvian International Cooperation Agency
AWID	Association for Women in Development
BOD	Busan Outcome Document
BPfA	Beijing Platform for Action
BRG	Broad Reference Group
BRICS	Brazil Russia India China and South Africa
CCOAI	Concertation des Organisations d'Appui aux Initiatives de Base (Rwanda)
CEDAW	Convention on the Elimination of Discrimination Against Women
CIDA	Canadian International Development Agency
CO	Country Office
CRG	Core Reference Group
CSO	Civil Society Organization
DBS	Direct Budget Support
DCEAMC	Developing Capacities for Effective Aid Management and Coordination (Nepal)
DCF	Development Cooperation Forum
DFID	United Kingdom Department for International Development
DPCG	Development Partners Group
DPG GE	Development Partners Group on Gender (Tanzania)
EC	European Commission
EDPRS	Economic Development and Poverty Reduction Strategy(Rwanda)
ESPOEP	Strategy for Poverty Reduction and Economic Opportunities for the Poor (Peru)
EU	European Union
EUD	European Union Delegation
FACD	Foreign Aid Coordination Division (Nepal)
FEMNET	African Women's Development Communication Network
F4GE	Increasing Accountability in Financing for Gender Equality
GABA	Gender- Aware Beneficiary Assessment (Cameroon)
GAP	Gender Action Plan
GBS	General Budget Support

Acronyms

GE	Gender Equality
GESI	Gender Equality and Social Inclusion (Nepal)
GESP	Growth and Employment Strategy Paper (Cameroon)
GETG	Gender Thematic Group (Cameroon)
GEWE	Gender Equality and Women's Empowerment
GMS	Gender Mainstreaming in National Systems
GRB	Gender Responsive Budgeting
GRBC	Gender Responsive Budget Committee
HLF	High-Level Forum
HLF 3	Third High-Level Forum on Aid Effectiveness (Accra, Ghana, 2008)
HLF 4	Fourth High-Level Forum on Aid Effectiveness (Busan, South Korea, November 2011)
IAGG	Inter Agency Gender Group
LFA	Logical Framework Analysis
LGCDP	Local Governance and Community Development Programme (Nepal)
MDGs	Millennium Development Goals
MESAGEN	Roundtable for International Cooperation and Gender Issues (Peru)
MoF	Ministry of Finance
MoG	Ministry of Gender
MINECOFIN	Ministry of Finance and Economic Planning (Rwanda)
MIGEPROF	Ministry of Gender and Family Promotion (Cameroon)
MoU	Memorandum of Understanding
MKUKUTA	National Strategy for Growth and Reduction of Poverty for Mainland Tanzania
NAMs	New Aid Modalities
NPC	National Planning Commission (Nepal)
NSGD	National Strategy for Gender Development (Tanzania)
NWM	National Women's Machineries
ODA	Official Development Assistance
OECD-DAC	Organization for Economic Cooperation and Development-Development Cooperation Directorate
PBAs	Programme Based Approaches
PD	Paris Declaration
PFM	Public Financial Management
ROM	Results Oriented Monitoring

A c r o n y m s

SBS	Sector Budget Support
SFB	School of Finance and Banking (Rwanda)
SIAG	Social Inclusion Action Group (Nepal)
SP	Strategic Plan
SWAp	Sector-Wide Approach
ToC	Theory of Change
TGNP	Tanzania Gender Networking Programme
TOR	Terms of Reference
UMG	Universalialia Management Group
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Fund
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNIFEM	United Nations Fund for Women
USAID	United States Agency for International Development
WIDE	Network of Women in Development Europe

Glossary

Terms related to GRB and the AE Agenda	
Gender Responsive Budgeting (GRB)	A method and a tool, which applies to a spectrum of development needs identification, priority setting, planning, programming and budgeting and monitoring and evaluation. GRB analysis tools explore the links between policies, budget inputs, and development outcomes. Gender budget analysis can be applied to the various stages of development interventions. In this way, GRB is a critical tool to investigate and monitor the extent to which new aid modalities are gender-responsive. ¹
General Budget Support (GBS)	Donor money that is channelled into a government's main budget and that is not earmarked for particular expenditures. This type of support is provided on the understanding that the government will utilize its budget to support its main development agenda, with which the donor agrees and which it has had some hand in shaping.
New Aid Modalities (NAMs)	Aid modalities (other than the traditional aid project) that were developed and/or gained popularity in the context of the Paris Declaration and its call for an increase in budget support and other programme-based approaches.
Programme-Based Approaches (PBAs)	Encompass both GBS and SWAp. According to the OECD-DAC definition, ² PBAs share the following features: (i) leadership by the host country or organisation; (ii) a single comprehensive programme and budget framework; (iii) a formalised process for donor coordination and harmonisation of donor procedures for reporting, budgeting, financial management and procurement; and (iv) efforts to increase the use of local systems for promoting design and implementation, financial management, monitoring and evaluation.
Sector-wide Approach (SWAp)	Sector-based budget support is donor funding supporting a single, comprehensive sector policy under government leadership. Donor support for a SWAp can be in the form of project aid, technical assistance, or budget support. The allocation of funds for particular activities and purposes is not specified in any detail. Instead, the donor trusts that the government will spend the sectoral money according to an agreed sectoral policy. ³

Results Terminology	
Effectiveness	The extent to which the programme has achieved or made progress towards achieving its stated outputs and outcomes at the global and country levels, respectively.
Efficiency	The extent to which the programme has strategically allocated available resources (financial, human, technical etc.) to achieve the stated outputs and outcomes in a cost effective and timely manner.
Impact	Positive and negative long-term effects produced by a development intervention, directly or indirectly, intended or unintended.

¹ Source: Evaluation Terms of Reference

² OECD DAC, 2001 Survey on Monitoring the Paris Declaration. Glossary. http://www.oecd.org/document/19/0,3746,en_21571361_39494699_39503763_1_1_1_1,00&en-US_01DBC.html#P Retrieved on June 27, 2012.

³ Debbie Budlender: Integrating Gender Responsive Budgeting into the Aid Effectiveness Agenda: 10-Country Overview Report, New York, 2009; (p.10); and OECD DAC Glossary of Statistical Terms: <http://stats.oecd.org/glossary/detail.asp?ID=7240> (Retrieved June 17, 2012)

Results Terminology	
Medium Term and Short Term Outcomes	The intended effects of the project which are possible to achieve (or at least significantly contribute to) within the lifetime of the project, and which require the collective effort of partners. Outcomes respond to the question, “If the programme has been a success, which institutional practices or behaviours will have changed?”
Outputs	Concrete and measurable products, services, skills and abilities that result from a project or programme. Outputs are achieved in entirety during the lifetime of the project, and the project implementer is accountable for delivering them
Relevance	The extent to which the programme has complemented and/or has been congruent with existing global and country level policy priorities, and with interventions of other development partners; and the extent to which the programme has adapted to changing external conditions to ensure continued benefits for its target groups.
Sustainability	The extent to which the programme has been able to institutionalize GRB, create ownership and inform policy (at global and country levels) to enable the continuation and dynamic adaptation of programme results after the end of external support.
Ultimate Impact	The higher-order and longer-term results to which a development intervention is intended to contribute. Change at this level happens because of the collective and sustained efforts of many partners and is, for the most part, outside of the control of the project.

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1. Introduction

1.1 Background

In March 2008, with support from the European Commission (EC), the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) launched the programme, “Integrating Gender-Responsive Budgeting in the Aid Effectiveness Agenda” (GRB in AE). In keeping with its agreement with the EC in December 2007, UN Women commissioned this end of programme evaluation to report on the performance of the programme and inform future programmatic interventions. In April 2012, UN Women commissioned the Universalia Management Group Limited (hereafter known as “Universalia” or “Universalia Management Group”) to carry out the evaluation on its behalf, following a competitive and open bidding process.

This evaluation report presents the key evaluation findings and recommendations, as well as lessons learned deriving from programme implementation. This report was revised in September 2012 based on feedback from UN Women, the EC, the five programme country UN Women Offices and members of the Core Reference Group.

According to the Evaluation Terms of Reference (included as Appendix I) the intended development impact of the programme is to enhance accountability for gender equality and women’s empowerment of donor and partner countries in the aid effectiveness (AE) agenda. The revised programme results framework (2010) identified the following outcome-level objectives:

- 1) To deepen the understanding of EU decision makers and national partners on effective uses of GRB in the context of the aid effectiveness agenda; and
- 2) To improve country capacity for institutionalizing the application of GRB in the context of the aid effectiveness agenda in five programme countries.

The programme was structured in two phases that roughly corresponded to the two programme outcomes:

- Phase I (March 2008-March 2009) included in-depth research studies in ten countries that explored the extent and ways in which GRB concepts and approaches were being applied in the respective countries. Countries included in this phase were: Cameroon, Ethiopia, India, Morocco, Mozambique, Nepal, Peru, Rwanda, Tanzania, and Uganda.
- Phase II (July 2009 – March 2012) focused on providing tailored technical support to Ministries of Finance and line ministries in five of the original ten programme countries (Cameroon, Nepal, Peru, Rwanda and Tanzania) towards the achievement of Outcome 2 (i.e., improving country capacity).

Due to delays in the start of the country implementation phase, and the transition period required between the completion of country research studies and country implementation, in July 2010 the EC granted a one-year no-cost extension (NCE) to allow for a full two-year country-level implementation period. Thus, the overall programme period spanned 48 months (March 2008 – March 2012). The total programme budget was €2,731,127.00, with the EC contribution totalling €2,610,537.00.

The five countries included in Phase II of the GRB in AE programme subsequently received additional (limited) funding for a further year beginning April 2012 under the Financing for Gender Equality Programme (F4GE), another joint initiative of the EC and UN Women. The F4GE programme (2011-2014) seeks to strengthen accountability to implement gender equality in financing decisions and practices of donors and programme countries in 16 countries. The five GRB in AE countries will be part of the F4GE for the first year of its implementation, with the expectation that the other countries involved in the F4GE will be able to build on the lessons learned in the GRB in AE programme.

1.2 Methodology

1.2.1 Evaluation Objectives and Framework

Based on an analysis of the programme and country contexts, and interviews with key UN Women and EC stakeholders, the main evaluation objectives were restated as follows:⁴

- Analyze the relevance and effectiveness of the *Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda* programmatic strategy and approaches;
- Validate programme results in terms of achievements and/or weaknesses toward the outcomes and outputs at country level, with a critical examination of how/to what extent the programme contributed to the creation of an enabling environment for the application of GRB in the context of new aid modalities, *and to a deeper understanding of GRB for EU decision makers*;
- Assess the potential for sustainability of the results and the feasibility of ongoing, *nationally-led GRB efforts of both national governments and international donors in the five countries*;
- Document lessons learned to inform future work of various stakeholders in addressing gender equality within the context of the aid effectiveness agenda; and
- Document and analyze possible weaknesses in order to improve next steps of GRB implementation.

Universalialia developed a detailed methodology for the evaluation that was approved by UN Women (see Inception Report, Universalialia, 18 June 2012). This included constructing a theory of change for the programme as described in section 1.2.7 below. Universalialia also developed an evaluation framework that outlined the major evaluation questions and sub-questions and that guided data collection and analysis (see Appendix II).

The primary intended users of the evaluation are UN Women (Policy Division in HQ and Country Offices) and the European Commission.

1.2.2 Evaluation Scope

While the evaluation covered both phases of the programme, from March 2008 to March 2012, particular emphasis was given to Phase II implementation in five countries (beginning in July 2009). Progress and achievements in all five countries were assessed and field visits were carried out in three of the five countries (Nepal, Peru, and Rwanda).

1.2.3 Evaluation Process

The evaluation was conducted in accordance with UN Women evaluation guidelines and UNEG norms and standards. The process was participatory and included consultations with the European Commission, the UN Women Gender Mainstreaming in National Systems (GMS) team at headquarters in New York, relevant geographic sections, and regional and country offices as required.

Overall guidance for the evaluation was provided by the UN Women GMS team. The evaluation was supported by the Evaluation Management Group at UN Women headquarters. Two consultative bodies, the Core Reference Group and the Broad Reference Group, provided feedback on key evaluation deliverables (see Appendix III for a list of reference group members).

⁴ Changes from the original TOR are italicized to ease programme stakeholders' review.

1.2.4 Evaluation Team

The Universalia Evaluation Team members and their responsibilities are summarized below.

Title	Name	Responsibilities
Team Leader	Gerry Cooney	<p>Overall responsibility and accountability for management and conduct of the assignment, including coordination of all consultants, quality assurance and oversight of the research process and deliverables.</p> <p>Client liaison and debriefings with client and other stakeholders as required.</p> <p>Coordination of the evaluation Inception Phase, to ensure that evaluation requirements and framework are clear and that the team develops high-quality tools and frameworks for the evaluation. Participate in Inception Mission to New York.</p> <p>Lead the formulation of overall evaluation findings, recommendations and lessons learned. Manage working sessions with all team members to develop preliminary findings and share these with key stakeholders.</p> <p>Leadership for and substantive input to the draft and final reports.</p>
Co-team leader/Senior Evaluation Specialist	Anette Wenderoth	<p>Join the Team Leader in Inception Mission to New York.</p> <p>Carry out Rwanda country site visit as an international consultant, accompanied by regional consultant.</p> <p>Collect and analyze data for each of the identified units of analysis at global and national levels (focus on Phase I results). Includes document review, interviews, data analysis, and development of findings and conclusions.</p> <p>Lead the formulation of overall evaluation findings, recommendations and lessons learned. Manage working sessions with all team members to develop preliminary findings and share these with key stakeholders.</p> <p>Participate in writing the draft and final reports.</p>
Gender Responsive Budgeting Specialist	Mary Rusimbi	<p>Provide the Evaluation Team with expert advice in GRB and national planning and budgeting throughout the assignment.</p> <p>Undertake data collection in Rwanda as a regional consultant, accompanied by evaluation specialist.</p> <p>Participate in data analysis, formulation of preliminary (country) findings and report writing.</p>
Evaluation Specialists	Themrise Khan Emma Mason	<p>Collect and analyze data for each of the identified units of analysis at global and national levels (focus primarily on the two programme countries not subject to site visits). Includes document review, interviews, data analysis, and development of findings and conclusions.</p> <p>Carry out country site visits as evaluation specialists (Ms. Khan to Nepal, Ms. Mason to Peru), accompanied by local consultants. Preparation of respective country profiles and site-visit reports.</p> <p>Carry out observation visit to F4GE workshop in Turin (Ms. Mason). Facilitate initial interviews and focus groups with relevant programme staff and stakeholders in attendance.</p> <p>Participate in formulation of overall preliminary findings, and in writing sections of the draft and final reports.</p>
Local Consultants	Maria Alvarado (Peru) Rup Narayan Shrestha (Nepal)	<p>Conduct site visits in their own countries (including data collection and analysis) jointly with one of the evaluation specialists.</p> <p>Provide the Evaluation Team with contextual national advice as needed.</p> <p>Work closely with evaluation specialists to ensure coordination, consistency and quality of the process and deliverables.</p>

1.2.5 Data Sources

There were three major sources of data for this review: people, documents, and site visit observations.

People: A total of 132 individuals were consulted for the evaluation, either in person or by telephone/Skype or email. Appendix IV lists all stakeholders consulted. These included: staff at UN Women HQ and at the sub-regional and country level (in all five countries); EC staff at HQ level and in all five countries; programme partners at the country level, including representatives from government, civil society organizations (CSO), and donors; and international GRB experts.

Documents: The Evaluation Team reviewed and analyzed numerous documents (EC/UN, UN Women, and EC programme reports and documents; country documents), as well as literature related to the Paris Declaration (PD) and AE agenda, including documents related to the Accra and Busan High Level Forums on AE. A list of documents consulted is presented in Appendix V.

Site visits: As shown in Exhibit 1.1, the Evaluation Team conducted visits to UN Women headquarters in New York and to three of the five Phase II programming countries, in addition to attending the Inception Workshop for the F4GE programme in Turin, Italy.

Exhibit 1.1 Site Visits

Country	Team Members	Dates
New York	Gerry Cooney and Anette Wenderoth	30 April – 1 May 2012
Italy (Turin F4GE Workshop)	Emma Mason	29-31 May 2012
Nepal	Themrise Khan and Rup Narayan Shrestha	9-13 July 2012
Peru	Emma Mason and Maria Alvarado	9-13 July 2012
Rwanda	Mary Rusimbi and Anette Wenderoth	9-13 July 2012

1.2.6 Data Collection and Analysis

Units of Analysis

During the Inception Phase, and based on an initial review of available documents, the Evaluation Team identified key units of analysis aligned with the key stakeholder groups that the programme was aiming to influence (see Exhibit 1.2). These units of analysis guided data collection and analysis, as well as the formulation of findings, conclusions, and recommendations.

Exhibit 1.2 Units of Analysis for the Evaluation

Units of Analysis		Evaluation Focus	
		Results	Management
UN Women	UN Women Corporate Headquarters	✓	✓
	UN Women Field Offices	✓	✓
European Commission	EC Corporate HQ	✓	✓
	EC Field Offices in five Phase II countries	✓	✓
Country Level	Donor Coordination Groups	✓	✓

Units of Analysis		Evaluation Focus	
		Results	Management
(for Phase II countries)	Individual Donors in Phase II countries	✓	
	National Government Ministries (MoF and targeted line ministries)	✓	
	Selected CSOs (or association of CSOs) in Phase II Countries	✓	
	UNCT and UNDAFs (especially in countries with the UN Delivering as one (Tanzania and Rwanda))		✓
	Others (Women's Machinery etc.) in targeted countries	✓	
EC/UN Partnership	Partnership collaboration at the global level	✓	✓
	Partnership collaboration in each of five Phase II countries	✓	✓
Global Partnerships	Partnership collaboration in GRB initiatives between UN Women/EC and global civil society, professional associations, global forums (on GE and GRB) etc. OECD and UNDG Task Team on Aid Effectiveness	✓	✓

Methods

Methods of data collection included document review, semi-structured face-to-face and telephone/Skype interviews, focus groups, observations during site visits, and email correspondence. Consultations at global and national levels were carried out with both duty bearers and rights holders, and involved both men and women. Interview protocols were shared with UN Women offices and other stakeholders ahead of time to inform respondents of the evaluation purpose and questions to be discussed. All respondents were informed of how data gathered during the interview would be used. To ensure confidentiality, direct quotes from individuals were not attributed by name.⁵

Document Review: The Evaluation Team's initial document review was based on documents provided by UN Women HQ. These were sorted according to geographical regions and key documents (e.g., Programme Annual Progress Reports, Monitoring Reports, and the Ten-Country Study) were entered into Nvivo data-organizing software using the six core dimensions of the evaluation matrix. A second round of more detailed documents received from UN Women was organized in the same fashion. This process helped the Evaluation Team keep track of relevant documents that were later used to validate, substantiate, and triangulate information gathered from interviews.

Interviews and Focus Groups: Stakeholders interviewed during the evaluation were initially identified through lists of suggested interviewees provided by UN Women at HQ and country level. Some additional respondents were also suggested during the site visits.

Interviews followed a semi-structured qualitative approach. Interview protocols were designed for Inception Mission interviews and for data collection interviews and focus groups for each stakeholder

⁵ Consulted GRB advisors and EU Delegation representatives in the programming countries were aware that it would not be possible to ensure full confidentiality for their contributions as they were the main sources of data for assessing the EU/UN Women partnership at country level.

group (UN Women staff, EC staff, donors, and CSOs). These were shared with interviewees prior to the interviews. (See Appendix VI for two sample interview protocols).

- **Inception phase interviews:** During the inception phase, interviews were conducted by the Evaluation Team primarily via telephone or Skype. When respondents were not available by phone or Skype, the Evaluation Team invited interviewees to respond to interview questions by email.
- **Focus group interviews:** To make efficient use of respondents' time at the workshop in Turin, the Evaluation Team conducted a focus group with programme staff from all five Phase II countries. This was supplemented by individual interviews.
- **Site visit interviews:** A third set of interview protocols were developed for face-to-face interviews conducted during the site visits. Most interviews were conducted by Evaluation Team specialists accompanied by regional consultants who provided assistance in setting the context and local language where necessary. Regional consultants conducted some interviews independently when interview schedules overlapped and also provided written input based on their data collection during site visits.
- **Other interviews:** When respondents were not available during the site visits, efforts were made to speak to available counterparts and/or the Evaluation Team followed up with telephone interviews.

Data Validation/Triangulation: The document review and interviews complemented each other and allowed for ongoing validation of information and findings at various points in the evaluation. By asking similar questions in interviews with all stakeholder groups, and by considering the same themes in its document review, the Evaluation Team was able to triangulate and validate emerging findings. For example: the initial document review helped the Evaluation Team design the interview protocols for both the inception interviews and site visit interviews and focus groups; it was able to validate the information from inception interviews with information from site visit interviews; and was able to go back to the document reviews to substantiate claims and comments made by respondents.

Reviewing the Theory of Change (ToC): A draft version of the reconstructed programme ToC was shared with UN Women in New York and the Core Reference Group for feedback during the evaluation Inception Phase (see section 1.2.7). The evaluation team used the revised ToC as a framework to guide data collection and analysis at the country level, and in turn used elicited data to identify strengths and gaps in the reconstructed ToC. The draft ToC was also shared with the five country offices, and three of them provided written comments that were incorporated in the revised version included in this report.

Eliciting Feedback on Emerging Findings, Conclusions and Recommendations: At the end of each site visit, country-specific preliminary findings were shared with the respective UN Women Country Programme Teams. On return from the site visits, the Evaluation Team shared preliminary findings in a teleconference with UN Women in New York, EC representatives in Brussels, and programme staff from the five countries. Feedback deriving from this session was incorporated in the draft Evaluation Report, which was submitted to UN Women on August 15, 2012. This revised version incorporates UN Women's and the Evaluation Reference Group's feedback on the draft report.

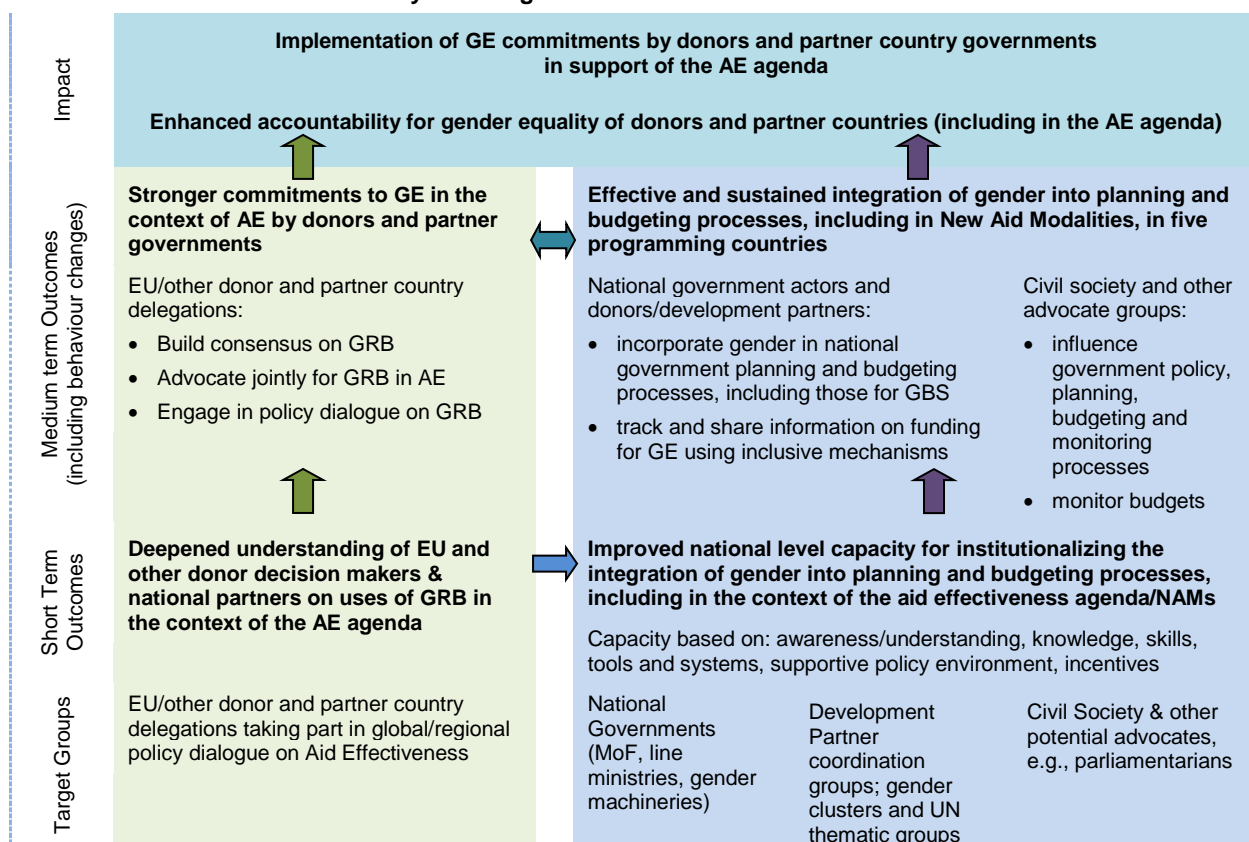
1.2.7 Basis for Assessment

While the GRB in AE programme outlined its envisaged objectives in a logical framework approach (LFA), it had not developed an explicit Theory of Change (ToC) that captured key assumptions and causal relationships that linked inputs and activities to the achievement of expected results in the short, medium, and long term. Therefore, following the Inception Phase, the Evaluation Team, in collaboration with the Evaluation Management and Core Reference Groups, developed a theory of change (see Exhibit 1.3). Together with the objectives outlined in the programme LFA, this ToC was used as a basis for assessing programme performance, particularly in terms of its effectiveness.

The reconstructed theory of change attempts to fill and clarify some of the gaps noted in the programme LFA and illustrates what the programme has actually been trying to achieve. While it is based on the programme’s LFA, it adds some additional steps in the intervention logic⁶ that derive from: a) document review, b) consultations with stakeholders; c) the Evaluation Team’s understanding/interpretation of the programme’s intended intervention logic; and d) feedback from UN Women on the draft version of the ToC. The Evaluation Team used the reconstructed ToC during the evaluation and analyzed its strengths and areas for improvement; this is discussed in Section 6.2.

The theory of change is presented below and is followed by a set of implicit assumptions on which the programme is based.

Exhibit 1.3 Reconstructed Theory of Change



⁶ For example, it includes an additional level of results between the LFA’s objectives (outcomes) and the LFA’s overall objective (impact) – to distinguish **short-term outcomes** and **medium term outcomes**. The reconstructed theory of change does **not** clarify the programme’s intentions or expected results vis-à-vis EU delegations on the ground as these were not defined in any document reviewed and consulted staff members were not aware of any planned initiatives for EU delegations.

UN Women/EC Programme Interventions	Creating opportunities for joint discussion/consensus building and advocacy		Technical assistance to MoF and other government entities	Participation in key dialogue groups for planning, budgeting & aid management	Technical and financial support to CSOs/NGOs and others to strengthen GRB knowledge & skills
	Generating and disseminating knowledge on and evidence of successful use(s) of GRB in AE context (e.g., Phase I research, Phase II case studies)				
	Facilitate south-south exchange learning				
Barriers	Lack of political will, limited understanding of the importance of GE, lack of resources and incentives at various levels of partner & donor country governments	Status quo of practices of developing, implementing, and monitoring budgets	Lack of capacity and incentives among decision makers and technocrats to systematically apply GRB principles/tools	Lack of capacity, political will and incentives among donors at country level to integrate GE into aid modalities such as GBS and SWAPs	Lack of capacity among civil society and other potential advocates to demand GRB, and monitor related progress
	Progress towards global GE objectives lags behind				
Problem	Progress towards global GE objectives lags behind		Progress towards global GE objectives lags behind		
	Global Level Regional Level		National Level		

Key Underlying Assumptions

The following are some of the key underlying assumptions of the GRB in AE programme and of UN Women’s overall GRB work:

- 1) National commitments to GE and women’s rights need to be reflected in budgets as these reflect values and priorities of a government, and are the basis for the allocation of resources (e.g., for the provision of services).⁷
- 2) Using a GRB approach can facilitate the implementation of such commitments by ensuring that sector and local plans include programmes and budgets that respond to women’s priorities and gender equality demands.
- 3) Accountability for implementing GE commitments lies with national and donor governments. In the context of AE, national partners are the key drivers in ensuring that GE is addressed and integrated into national and/or sector budgets. Donor governments can influence the extent to which and the ways in which gender equality is addressed and integrated into national and/or sector budgets.⁸
- 4) GRB tools/strategies can enhance the GE impact of general budget support and sector budget support through strengthened emphasis on GE in the definition of objectives, results, and monitoring frameworks associated with those instruments.

⁷ Also a key assumption in UN Women’s corporate Theory of Change for GRB (2010)

⁸ Assumptions 3 and 4 are the key rationale for this programme’s focus on GRB in the Aid Effectiveness Agenda.

- 5) Implementing any form of GE commitment at global or national levels, including through systematic GRB application, requires the political will of national governments and donors (see sidebar).

The elusive notion of **'political will'** plays a key role in the types of change processes that the programme has been trying to affect, in particular the leap from lower to higher level outcomes and, eventually, to impacts.

- 6) Implementation is also influenced by positive or negative incentives for relevant actors which create the motivation for pursuing (or not) any form of commitment (see sidebar).

Incentives can take many forms, can be positive or negative, and can depend on the institutional and cultural context. For example, for some actors having the knowledge required to promote something they believe to be morally, economically or otherwise "right" can be a sufficient incentive (positive/intrinsic). For others, being held accountable for one's actions can be more effective (negative/external).

- 7) Sharing evidence of GRB benefits can positively influence political will as well as capacities and behaviour of partner country and donor governments.⁹
- 8) Civil society actors need to actively participate in advocacy for gender responsive and equitable economic policy making, and in monitoring and oversight of government programming, budgeting, and execution.¹⁰
- 9) Work at global (regional) and national levels needs to occur in parallel as each level influences and is dependent on the other. This mutual influence can include: i) national good practices and challenges influencing and informing regional and global norm setting, and strengthening political will; ii) stronger global commitments to GE/GRB by donor and partner country governments enhancing the likelihood of actual application of GRB principles and tools on the ground.
- 10) Making relevant knowledge and/or evidence on an issue available to them can contribute to changes in different actors' behaviour.
- 11) EC HQ participation in the programme will ensure meaningful involvement of EU country delegation staff.

Appendix VII presents a summary of how evaluation findings and/or observations support or indicate gaps in the programme's overarching ToC and related assumptions.

1.2.8 Limitations

The Evaluation Team encountered a couple of limitations in conducting this evaluation, which are summarized below.

Timing of Site Visits: Some key stakeholders in government and representatives of some donor agencies were not available for meetings due to their tight schedules, vacation, or other obligations. Similarly, some UN Women country team staff members were occupied with other programme commitments that overlapped with the site visits.

⁹ However, especially in political contexts, while evidence is frequently used to back up *existing* positions, it often plays only a limited role in *forming* decision makers' opinions.

¹⁰ As noted above, this assumption was not reflected in the original programme LFA, and only indirectly addressed in the revised version. It was, however, an important assumption underlying actual programme operations on the ground.

As postponing the site visits would have led to a delay in the overall evaluation timeline, the Evaluation Team tried to mitigate these limitations by conducting a number of follow-up consultations after the site visits (via email and telephone/Skype) with programme staff in the three countries to fill remaining data gaps.

Data Availability: Some programme results were supported by very little or no concrete evidence, not because the programme did not achieve results, but because it did not systematically monitor its defined indicators to measure progress, or because no appropriate indicators had been defined for the respective result. Consequently, the evaluation sometimes had to rely on anecdotal evidence gathered through stakeholder interviews.

Reviewing programme performance in Cameroon and Tanzania was limited to document review and telephone consultations with a small number of stakeholders. However, some of the identified individuals were either unavailable or had only recently taken up their current positions and were unable to comment on programme progress and evolution.

1.3 Structure of the Report

This report is presented in seven chapters. Following this introduction, Chapter 2 explores contextual factors relevant to this evaluation. Chapters 3, 4, and 5 present the evaluation findings on the programme's relevance, effectiveness and impact,¹¹ and efficiency respectively. Chapter 6 presents findings on key factors affecting programme performance and Chapter 7 provides the conclusions of the evaluation, recommendations, and lessons learned.

Volume II, a separate document, presents the Country Profiles that accompany this report.

¹¹ Including an analysis of the likelihood of achieved results being sustained after the programme ends.

2. Context

2.1 Overview

This section summarizes key developments and characteristics of the global, institutional, and national contexts within which the programme took place. These contextual factors were considered in the evaluation in terms of their effect on programme relevance, effectiveness and sustainability.

2.2 Global Context

Gender Equality and GRB in the context of the Aid Effectiveness Agenda

Following the International Conference on Financing for Development (FfD, 2003), the Rome High Level Forum on Harmonization (2003), and especially the Paris Declaration (PD) (2005), the development community placed increasing emphasis on aid modalities such as general budget support and sector budget support based on principles of national ownership, alignment, harmonization, managing for results, and mutual accountability between recipient and donor countries.¹² Signatories to the Paris Declaration agreed to these principles and to meeting 13 measurable targets by 2010. These were monitored by the OECD through a series of surveys in 2006, 2008 and 2011. The 2011 survey results are considered sobering in that only one of the 13 targets for 2010 has been met so far.¹³ At the same time, considerable progress has been made towards the other 12 indicators. Survey data suggest that progress has been most significant for indicators where responsibility for change lies primarily with developing country governments.

Initially, many women's organizations, gender equality advocates, and international development stakeholders criticized the Paris Declaration as being not only donor-driven but also gender-blind. Some of this criticism has since been addressed (see sidebar), and there are ongoing efforts to further strengthen the extent to which gender equality is integrated in and furthered by the aid effectiveness agenda. These include efforts to better link the aid effectiveness agenda with country commitments to gender equality and women's empowerment, in line with the Millennium Development Goals (MDGs), the Beijing Platform for Action (PFA), the UN Convention on the Elimination of All Forms of Discrimination against women (CEDAW) and UN Security Council Resolution 1325.

The 2011 Paris Declaration survey included an **Optional Module on Gender Equality** which was added as a result of advocacy at the third high level forum in Accra.

24 developing countries, including four of the five GE and AE programme partner countries (Cameroon, Nepal, Peru, and Rwanda), agreed to pilot the Module.¹⁴

The GE module comprises three indicators:

1. Ownership: gender equality and women's empowerment are grounded in a systematic manner in national development strategies
2. Results: data is disaggregated by sex
3. Mutual accountability for gender equality and women's empowerment

¹² There is growing consent among donors that their core business is 'development effectiveness' rather than just 'aid effectiveness'. The shift in terminology reflects the growing acknowledgement of the relevance of non-aid policies on development outcomes at country level, and of the mobilization of domestic resources and private investment for development.

¹³ See: http://www.oecd.org/document/44/0,3746,en_2649_3236398_43385196_1_1_1_1,00.html

¹⁴ Findings from the GE Module of the 2011 Paris Declaration Monitoring Survey are summarized in a comprehensive report available at: <http://www.oecd.org/dataoecd/6/31/49014760.pdf>

The EC/UN Women programme under review, which was conceived in this context, reflects the ongoing work of donor and partner governments, UN agencies and others, to better explore how the aid effectiveness agenda and related aid modalities – such as general budget support (GBS) including direct budget support (DBS) and sector-wide approaches (SWAs) – can have a positive impact on gender equality. In this context, gender responsive budgeting has been identified as a valuable approach with the potential to enhance the positive impact of the AE agenda on gender equality and women’s empowerment.

Key Milestones in the Global Context since 2008

In 2008, the Third High Level Forum on Aid Effectiveness (HLF-3) in Accra reinforced development partners’ commitment to the principles of aid effectiveness as outlined in the 2005 Paris Declaration. The resulting Accra Agenda for Action (AAA) acknowledged overall progress towards the MDGs, yet also highlighted that poverty prevails and mostly affects women and girls. The AAA emphasized the need for further strengthening of country ownership of development processes, improving the effectiveness of partnerships among all development players, and increased focus on development results and accountability.

In 2010, the Beijing 15+ Review acknowledged progress towards achieving gender equality and the empowerment of women, yet also stressed that severe challenges and obstacles remain in the implementation of the Beijing Declaration and Platform for Action.¹⁵

In 2011, the Fourth High Level Forum (HLF-4) in Busan resulted in a non-binding declaration, the *Busan Partnership for Effective Development Cooperation*.

Signatories to the Busan Partnership included traditional and non-traditional donors such as China. The Busan Outcome Document (BOD) emphasized, among other issues, the critical role of gender equality and women’s empowerment for the achievement of development results. See also sidebar. While the Busan partnership was generally welcomed by participating governments, some civil society organizations and gender advocates felt that the BOD could have taken the gender equality agenda much further. Their reservations illustrate the need for civil society and women’s groups to continue to advocate and pressure governments to meet their GE commitments.¹⁷

The Busan Partnership for Effective Development Cooperation included explicit partner commitments to:

- i) deepen efforts to collect, disseminate, harmonize and make full use of data disaggregated by sex to inform policy decisions and guide investments, ensuring in turn that public expenditures are targeted appropriately to benefit both women and men; and
- ii) Integrate targets for gender equality and women’s empowerment in accountability mechanisms, grounded in international and regional commitments.¹⁶

¹⁵ Commission on the Status of Women. Report on the 54th session, Economic and Social Council, Official Records 2010, Supplement No.7. E/2010/27. <http://www.un.org/womenwatch/daw/beijing15/index.html>

¹⁶ Source: <http://www.unwomen.org/wp-content/uploads/2011/11/HLF4-OUTCOME-DOCUMENT-FINAL-EN.pdf>, retrieved July 20, 2012.

¹⁷ For example, while women’s groups have generally welcomed the gender paragraph they have been working on improving and strengthening it. Some feel that it does not go far enough and can only really stand if it goes hand in hand with an integrated human rights-based approach to development and development cooperation. Particularly disappointing for civil society and women’s rights advocates is that the BOD makes no explicit commitment to adopt human rights-based approaches to development and development cooperation. Source: <http://www.awid.org/News-Analysis/Friday-Files/A-Feminist-View-of-the-Fourth-High-Level-Forum-on-Aid-Effectiveness>, retrieved July 23, 2012.

Following the high-level forums in Accra and Busan, the Development Cooperation Forum (DCF) held at UN Headquarters in July 2012 discussed how international development cooperation can catalyze domestic development financing and promote South-South and triangular cooperation.¹⁸ The Report of the Secretary General to the Development Cooperation Forum noted that there has been little progress on achieving coherence between development cooperation and the non-aid policies of developed countries, and that aid modalities continue to be inconsistent with programme countries' wish to see increased budget support and reduced technical assistance. Keeping in mind the changing face of aid architecture following the emergence of new donors and the financial crisis, the report suggests that duplication of discussions and frameworks on aid quality should be avoided, for example by building more systematic linkages between post-Busan ministerial meetings and the Development Cooperation Forum.¹⁹

Other noteworthy developments in the global context during the review period include:

- Various gender advocates have voiced concerns that the ongoing global financial crisis may lead to a significant decrease in funds available for development assistance, and in particular resources available for work on gender equality and human rights. The recession has already contributed to a re-prioritization of aid for many bilateral donors such as USAID, CIDA and DFID, while other donors are expected to significantly scale back their international aid (e.g., Spain).
- The landscape of international aid has changed considerably due to the increasingly important role of donor governments from emerging economies, in particular the BRICS²⁰ who exercise growing influence on regional and global affairs. Their aid priorities and policies are not necessarily the same as OECD donors.
- In light of the global financial crisis, decreasing development aid budgets, and the emergence of 'new' donor countries, many 'traditional' donors are operating under increasing pressure to show tangible results of their investments and ensure that their contributions achieve the highest "value for money".

2.3 UN and UN Women Contexts

The establishment of UN Women in 2010, the result of a merger of four existing sister UN entities²¹ under a new and strengthened mandate, created a range of new opportunities and potential for furthering the gender equality agenda within and beyond the United Nations. UN Women is mandated to assist Member States and the entire UN system to progress more effectively and efficiently toward the goal of achieving gender equality and the empowerment of women globally. The creation of UN Women is widely hoped to result not only in a change in mandate and status, but also in an increase in funding and field presence compared to the former UNIFEM and other predecessor agencies.

¹⁸ The DCF convenes a biennial forum to review trends and progress in international development cooperation, to promote coherence across different development actors, and to strengthen links between the normative and operational aspects of the work of the United Nations. The deliberations during the first cycle of the Forum in 2007-2008 provided strategic inputs to the Follow-up International Conference on Financing for Development and fed into the Accra High-level Forum on Aid Effectiveness. Similarly, key messages of the second cycle of the Forum in 2009-2010 influenced the Busan Partnership Agreement for Effective Development Cooperation.

¹⁹ For report of the Secretary General, please see http://www.un.org/ga/search/view_doc.asp?symbol=E/2012/78

²⁰ Brazil, Russia, India, China, and South Africa

²¹ The Division for the Advancement of Women (DAW), the Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), the UN International Research and Training Institute for the Advancement of Women (INSTRAW), and UNIFEM.

UN Women's mandate emphasizes the importance of linking the normative policy standards agreed within the United Nations and the operational programmes at global, regional, and country level in support of strengthening national capacity.²²

UN Member States have on several occasions acknowledged the relevance of issues around Financing for Gender Equality. In 2008, the 52nd session of the Commission on the Status of Women focused on this theme, and its concluding agreements set out an important policy standard for member states to follow. The session particularly noted the need to continue increasing the capacity of ministries of finance, sector ministries and local governments in budgeting and planning, taking the issue beyond just GRB and gender financing, to the actual management of public resources.²³ Likewise, the UN Secretary General's report to the 52nd session of the Commission on the Status of Women²⁴ identified gender responsive budgeting as an effective approach to realize the calls for integrating a gender perspective in the design, development, adoption and execution of all budgetary processes and ensure the resources to achieve the strategic objectives relating to each critical area of concern in the Beijing Platform for Action.²⁵

Since 2001, UN Women (and its predecessor, UNIFEM) has been supporting GRB initiatives in almost 70 countries and has amassed a great deal of learning and experiences in different countries. With the creation of UN Women, the existing GRB unit was placed under UN Women's Leadership and Governance Section, which supports the establishment of gender responsive governance systems related to planning and budgeting, political participation and rule of law.

In 2009, an evaluation of UNIFEM's global work in GRB highlighted some key factors to ensure the success of GRB programmes. The most prominent were the engagement with key gender advocates, including CSOs, national women's machineries (NWM), and donors supporting public sector and public finance management reform, and a rights-based approach to help inform women's priorities in sector-level work. GRB capacity building was identified as the main route to sustainability with at least a medium-term approach to be able to institutionalize results.²⁶ Building on the findings of the 2009 evaluation, UN Women has further conceptualized GRB in its corporate GRB Theory of Change (2010) and GRB Capacity Development Strategy (2012).

2.4 EC Context

As the executive body of the European Union (EU), the European Commission (EC) has been integrating gender equality into its overall strategies and programmes as illustrated in several key policy milestones since 2007.

- In 2007, the EC developed its *Strategy Paper for the Thematic Programme 2007-2013 "Investing in People."* Gender equality was one of four pillars of this strategy which focuses in particular on ensuring that gender equality advocates have a voice in formulating development programmes and are progressively included in budget and decision-making processes, based on ownership for all – one of the core principles of the new aid procedures.

²² At the time of writing, UN Women was reviewing its regional architecture with the aim to strengthen the capacity and decision making power of its regional and country offices.

²³ <http://www.un.org/womenwatch/daw/csw/56sess.htm#panel3>

²⁴ *Financing for gender equality and the empowerment of women*. February 2008

²⁵ http://www.gender-budgets.org/index.php?option=com_content&view=article&id=15&Itemid=187. Retrieved 3 July 2012

²⁶ UNIFEMs Work on Gender Responsive Budgeting. Gender Responsive Budgeting programme; Evaluation Unit; 2009.

- In 2007, the EC *Communication on Gender Equality and Women Empowerment in Development Cooperation* (March 2007) was an important milestone in defining the EC's commitments to promote gender equality through new aid modalities and the aid effectiveness agenda. It identified GRB as a strategy towards the achievement of gender equality and efficient gender mainstreaming and a key requirement for the promotion of gender equality within general budget support.
- In April 2009, the EU developed a *Plan of Action on Gender Equality and Women's Empowerment in Development* (2010-2015). This includes ensuring that gender is mainstreamed in EU-funded projects and that general budget support and sector support programmes (SWAps) use gender disaggregated indicators and include at least one gender equality performance indicator where relevant. While the Plan has been approved, implementation throughout the EU, including at the level of country delegations, has not yet been fully rolled out. In 2011, the first monitoring report of the implementation of the plan was based on progress submitted by 27 member states and 117 EU Country Delegations, covering 37 actions and 53 indicators. The report presented the first comprehensive stock-taking exercise of what and how the EU was doing to mainstream GE in partner countries.

In addition, the EC partnered with UNIFEM to implement some global programmes focused on gender equality, including the GRB in AE programme and the earlier EC/UN Partnership for GE and Peace (see sidebar). In April 2012, the EC signed a MoU with UN Women to formalize EC – UN Women cooperation on policies and programmes to advance gender equality worldwide.

The **EC/UN Partnership for Gender Equality and Peace** was a global programme implemented in 12 countries between April 2007 and July 2010. Its overall aim was to ensure that GE and women's human rights were fully incorporated into national programmes and peace processes, especially those supported by the EC and other donors. It approached this objective by advocacy towards the HLF-3 in Accra, and supporting capacity development in the 12 pilot countries. A final evaluation of the programme in 2010 found several of the programme's achievements had strong potential for contributing to longer term sustainable results such as partnerships with development actors, adaptable and re-usable tools and models, and institutionalized capacity for GE and AE.

Finally, over the last five years and within the duration of this programme, the EC has undergone a process of restructuring and decentralization to make its aid more effective, with particular reference to strengthening GE interventions at the country level. (These include devolving increased responsibility to EUDs to implement GE commitments, creation of a gender help desk, and the development of an online gender toolkit.) The OECD DAC's Review of the Development Co-operation Policies and Programmes of the European Union conducted in early 2012 however, highlighted the continued need to further clarify the respective responsibilities of the EU institutions working on development, lowering the current administrative burden of development programming on EU staff and developing countries, and for the EU to better monitor and communicate development results.²⁷

2.5 National Contexts

This section provides an overview of some key contextual factors at the country level that have affected programme implementation. It focuses on the five countries involved in Phase II of the programme. For greater detail, see also Country Profiles in Volume II.

²⁷ <http://www.oecd.org/newsroom/eudevelopmentco-operationimprovingbutstillcumbersome.htm>

See also [https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/0/0d/Part_I_DCD-DAC-AR\(2012\)2-25-PART1-FINAL-ENG.pdf](https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/0/0d/Part_I_DCD-DAC-AR(2012)2-25-PART1-FINAL-ENG.pdf)

Political and Economic Contexts

The political context in the five countries ranged from unstable post-conflict and reconstruction environments (Nepal) to relatively stable and, to varying extents, functional governments (Cameroon, Peru, Tanzania, Rwanda). Peru has had a relatively stable and democratically elected government for over a decade. Similarly, Rwanda's president Kagame has been in power since 2000. While human rights organizations have repeatedly voiced concerns over the degree to which elections in Rwanda have been free and fair, there is wide acknowledgement of the President's contribution to ensuring stability and progress in the aftermath of the 1994 genocide against the Tutsi.²⁸ Tanzania has been governed by one ruling party for almost fifty years. Cameroon has a strong central government dominated by its president since 1982, despite having a multi-party system of government. In Nepal, on the other hand, the latest government – the fifth in six years - was replaced by a caretaker government in May 2012, after completing its extended four years of tenure without promulgating the long awaited constitution. Similarly, local bodies have not had elected representatives for almost 12 years.

The five countries also differ in economic status and degree of aid dependency. Peru has recently been upgraded to an upper middle income country. At programme onset, ODA made up only 4 per cent of Peru's national budget, and in 2011 the country was for the first time a provider of ODA. Cameroon, with ODA making up 10 per cent of its national budget, is at the lower end of the aid dependency scale, and is considered a lower middle income country. The other three countries are low income economies, with ODA making up a considerably higher portion of national budgets: Nepal (25 per cent), Tanzania (34 per cent), and Rwanda (52 per cent) in 2008 when the programme began.²⁹

Use of SWAps and GBS

Aid modalities such as general budget support (GBS) and sector-wide approaches (SWAps) reflect key principles of development effectiveness by prioritizing national ownership and capacity for the implementation of global commitments such as eradicating poverty and achieving gender equality. The extent to which modalities such as GBS and SWAps are used is to some degree aligned with a country's aid dependency. In Peru, for example, GBS and SWAps are not commonly used mechanisms, while in Rwanda approximately 38 per cent of aid is provided as Budget Support,³⁰ including resources channelled through SWAps (education, health, energy, justice and agriculture sectors). SWAps are also frequently used in Tanzania (education, agriculture, water, and local governance) and Nepal (health, education, and local development). Cameroon has SWAps in the health, environment and rural development sectors, but several donors are hesitant to engage in general budget support and sector budget support until the country is effectively able to handle corruption and other weaknesses in public finance management.³¹

²⁸ Some stakeholders pointed out that the challenging situation in Rwanda following the genocide also offered opportunities due to the fact that the young government had to reconstruct its major systems including for governance, planning, budgeting etc. This opened the door for innovative approaches to be adopted.

²⁹ UN Women 2009. *Integrating gender responsive budgeting into the aid effectiveness agenda, country identification: stage II* (2009-2011)

³⁰ Source: Ten Country Overview Report, UNIFEM (2009)

³¹ Ten Country Overview Report; 2009; p20

National Women's Machineries (NWM)

All five countries have National Women's Machineries led by the Ministry of Gender or equivalent (see sidebar). In most countries, these ministries tend to suffer from inadequate capacity (e.g., Nepal, Peru), and/or have not yet been able to position themselves to play a strong role in influencing and coordinating the work of line ministries and other development partners (e.g., Rwanda). Several also deal with a number of different responsibilities and stakeholder groups (e.g., children, social welfare), which limits their ability to focus on the GE agenda.

Lead Entities in National Women's Machineries

Nepal: Ministry of Women, Children and Social Welfare

Rwanda: Ministry of Gender and Family Promotion

Peru: Ministry of Women and Vulnerable Populations

Tanzania: Ministry of Community, Development, Gender and Children

Cameroon: Ministry of Women's Empowerment and the Family

In Rwanda, the NWM also includes two other entities: the Gender Monitoring Office, a regulatory body that monitors the implementation of gender equality plans, programmes and legislation, and which is a unique institution in all of Africa; and the National Women's Council (NWC), a national body of representatives from the village to the national level, as well as gender focal points in all sector ministries. In Tanzania, the NWM includes sectoral gender committees and focal points in line ministries. In Nepal, the National Women's Commission (formed in 2002) is a permanent legal entity whose responsibilities include monitoring the implementation of national and international treaties and instruments related to GE; and the Office of the Prime Minister hosts a Gender Empowerment Coordination Unit (formerly the Gender Based Violence Coordination Unit) to coordinate and collaborate on gender-related issues including GRB and GBV. In addition, all line ministries/departments in Nepal have gender desks and focal points at national level, and Gender Equality and Social Inclusion Implementation Committee (GESIIC) in all 75 District Development Committees (DDCs) at local level.

Gender Equality Policy Commitments and Leadership

All five countries have ratified the Convention on the Elimination of Discrimination Against Women (CEDAW) and have developed action plans to support the implementation of the MDGs and the Beijing Declaration. Nepal and Rwanda are also making efforts to implement the SCR 1325 on women, peace and security.

- In Nepal, GE is part of the country's Gender Equality and Social Inclusion (GESI) agenda, a top government priority given the country's recent history of ethnic uprising. The Ninth Plan (1997/98-2001/02) included specific goals on gender mainstreaming and elimination of gender inequality, which were further emphasized in the Tenth Five-Year Plan (2002/03-2006/07), Three Year Interim Plan (2006/07-2009/10), and the current Three Year Plan (2009/10 -2012/13), which incorporated a rights-based approach and adopted the GRB and GESI framework.³²
- In Tanzania, GE is included in the country's Development Vision 2025 document and the National Strategy for Growth and Reduction of Poverty for Mainland Tanzania (MKUKUTA) and the MKUZA for Zanzibar. The government formulated a National Strategy for Gender Development (NSGD) in 2005 which listed up to 20 policy concerns regarding gender policies, laws and programmes.³³ This has now been replaced by the Gender Strategy 20110-2015.

³² Mapping Foreign Aid in Nepal; Dr. Meena Acharya; EC/UN Partnership on GE for Development and Peace March 2008

³³ DRAFT; Planning Session for GRB Mainstreaming in Budgets; Tanzania; 12-15 April 2010

- Rwanda has integrated gender commitments in its long term planning document (Rwanda Vision 2020), and its second PRSP-Economic Development and Poverty Reduction Strategy (EDPRS) (2008-2012). Rwanda's National Gender Policy (2004, revised in 2010) explicitly names GRB as a key approach to further gender mainstreaming.
- In Cameroon, the government adopted a Policy Declaration and a National Plan of Action for the Integration of Women in Development in 1999, as a follow-up to the Beijing Declaration. It also prioritised the increased status of women in the sixth strategic pillar of its first generation Poverty Reduction Strategy Paper (PRSP) in 2003.³⁴ Gender perspectives have also been included in policy documents such as the Growth and Employment Strategy Paper (GESP) published in 2009.
- Peru has an Equal Opportunities Law and an Equal Opportunities Plan (2006-2010) and the government recently approved the new National Gender Plan of 2012-2017. Its Strategy for Poverty Reduction and Economic Opportunities for the Poor (ESPOEP) emphasizes the reduction of gender-based discrimination and social divides.

Consulted stakeholders in the five countries indicated varying degrees to which government actions and leadership for gender equality matched their policy and legal commitments (see section 3.4).

GRB Environment

All five countries had some experience with GRB before the UN Women-EC programme started.

- In Tanzania, GRB work began in 1997, initiated by the Tanzania Gender Networking Programme (TGNP) in partnership with other NGOs. The government started GRB work in 1999 with a pilot project in six ministries. Since then, Tanzanian budget guidelines have made reference to gender, and gender has been reported to be mainstreamed into policies, plans and strategies at all levels. However, guidance on how, and the extent to which, gender is mainstreamed is vague.
- In Nepal, GRB was introduced in 2002 with the gender budget audit of the Ministry of Finance and was formally adopted in 2007/8 by the Ministry of Finance with UNIFEM assistance, through the budget classification criteria. The criteria and scoring procedure was applied for five years and provided substantial information on the gender responsiveness of the allocated budget. On the basis of feedback received from line ministries and practitioners, the classification criteria and scoring system has been refined and sub criteria have been developed to suit the needs of sector ministries as well. The government also established a Gender Responsive Budget Committee (GRBC) in 2005 to provide guidance and support to institutionalize GRB processes. UN Women is a member of this committee.
- In Peru, an amendment in 2007 (Law 29083) to the general law on the national system of budgeting incorporated gender analysis and evaluation of the execution of the public budget.
- In Rwanda, the Ministry of Gender and Family Promotion (MIGEPROF) supported by DFID implemented a GRB initiative in five pilot sectoral ministries from 2002-2004 but this ended with little indication of sustainable change. The government resumed its GRB programme in 2008 under the direction of the Ministry of Finance and Economic Planning (MINECOFIN) with support from UNIFEM and funding through the One UN budget. Under the government-led programme, the use of Gender Budget Statements has become legally binding for all line ministries, provinces and districts which allows members of parliament to monitor government compliance.

³⁴ Mapping Study on Aid Effectiveness and Gender Equality in Cameroon; EC/UN Partnership on GE for Development and Peace; December 2007

- In Cameroon, budget reform efforts existed before programme onset and involved Gender Focal Points (GFPs) in 35 ministries; however, these efforts were largely limited to awareness-raising seminars initiated by Ministère de la Femme et la Famille (MINPROFF) with UNIFEM support.

Public (Finance) Management Reform Processes

Several of the programming countries undertook, or are in the process of carrying out, various types of public sector reforms that are relevant in the context of the EC/UN Women programme.

In 2006, Rwanda embarked on a comprehensive Public Finance Management (PFM) Reform process that also triggered a transition to results based budgeting, which introduced the kind of result oriented thinking relevant for GRB application. Also in 2006, the Rwandan government introduced the performance based approach ‘Imihigo’ to enhance the rate and quality of execution of government programmes at the local level.³⁵ Under this approach, every government official, from ministers to the local level government staff signs an individual performance contract outlining annual commitments that are then used during performance appraisals. Imihigo has the potential to hold government officials accountable to gender equality commitments, including to GRB.

The Government of Cameroon is currently undertaking public finance management reforms which are envisaged to be concluded by 2013. Related efforts include formulating strategies for capacity development; as well as tools, processes and procedures for introducing performance-based budgeting in the medium term. Similarly, the Nepalese government has been engaged in PFM reforms, including piloting of performance based funding of local bodies in 2008. In Nepal, PFM systems are also undergoing massive computerization to enhance information technology capacity.³⁶ The Peruvian government, with support from a multi-donor fund, has developed a PFM Reform Programme 2011-2015, an action plan to implement PFM reform interventions. The action plan aims to modernize the integration of PFM and fortify results based budgeting, among other priorities. The implementation of results based budgeting is being addressed at the national, sectoral and subnational levels.³⁷ In Tanzania, the government has been implementing PFM reforms since the mid-1990s, with the third and current phase developed and launched in 2008. While the reform process does not include a move towards results or performance based budgeting, it is aiming to ‘achieve more equitable and improved public service delivery.’³⁸

Donor Coordination

Each country has a gender-related donor/development partner coordination mechanism (see sidebar). During the course of the programme UN Women became the (co) chair of these groups in four countries, and in Peru it chaired a GRB/AE sub-committee within the group.

Donor/Development Partner Coordination Groups on Gender

Nepal: International Development Partners Group – Social Inclusion Action Group (SIAG) and Peace Support Working Group (PSWG).

Tanzania: Development Partners Group on Gender Equality

Peru: Donor Roundtable on Gender (MESAGEN)

Rwanda: Gender Cluster, body of development partners engaged in gender related work. (Not functional since 2011, currently being ‘revived’ by the Ministry of Gender and Family Promotion in collaboration with UN Women)

Cameroon: Multi Partners Committee Gender Thematic Group (GTEG)

³⁵ For more information, please see: <http://www.rgb.rw/main-menu/innovation/imihigo.html>

³⁶ Source: 2011 Survey on Monitoring the Paris Declaration, Nepal Country Report, Government of Nepal, November 2011

³⁷ Source: <http://fiscus.org.uk/LinkClick.aspx?fileticket=jTyZOeKh4x0%3D&tabid=82>

³⁸ Source: <http://www.commonwealthgoodgovernance.org/?cid=17&pid=14&pcol=welcme>

In addition, in some countries, e.g. in Nepal and Rwanda, the programme engaged with additional and/or sector specific development partner coordination and working groups (see Chapter 4). Overall, the complexity of donor coordination mechanisms varied, partly depending on the degree of aid dependency and use of aid modalities such as and general budget support and sector budget support.³⁹

UN Agencies

Variations among countries also existed in terms of the respective UN context. Rwanda and Tanzania are part of the Delivering as One pilot, and, as such, aim to work according to the principles of “One Leader, One Budget, One Programme, One Office.” For UN Women, this provided both opportunities and challenges. It provided the opportunity to promote GE issues as the UN’s joint position (e.g., as part of the respective UNDAF/UNDAP⁴⁰) thus lending them more ‘weight’ by pooling the different agencies’ influence and reputation, as well as financial and technical capacities. It also raised challenges for UN Women, in terms of finding common ground with several other agencies regarding the extent and type of gender-related priorities. While Cameroon, Nepal and Peru were not part of the Delivering as One pilot, collaboration among UN Agencies, including through thematic working groups and joint programming, were common in all of them.

Civil Society

With the exception of Tanzania, CSOs in the five programme countries are in very early stages of developing an understanding of GRB as a concept and a practical approach.

In Tanzania, CSOs are widely seen to be strong, including in driving the GRB agenda. In Nepal, CSOs are vibrant, but tend to lack capacity in many areas. In Cameroon, many CSOs are strong and active in advocating for various agendas and budget tracking. In both Rwanda and Peru, civil society capacity tends to be weak, both in terms of gender knowledge and skills and in experience related to effective advocacy and participation in policy processes. CSOs in these two countries have not played a significant role in influencing national systems and processes to date (see also sidebar).

Exhibit 2.1 summarizes some of the similarities and differences between the five programming countries at the onset of the GRB in AE programme and during Phase II.

“In Rwanda it has been difficult for CSOs to provide meaningful input and be a real partner to government because government is so capable. We really need to strengthen our capacities in order to have something to contribute if we want to be taken seriously and add value.” (CSO representative, Rwanda)

³⁹ Reviewed documents and stakeholder consultations provided very little, if any, information on the extent to which the respective gender groups work with other strategic aid coordination groups and/or sector groups. For the three countries visited available data indicate that the gender groups’ have limited, if any, influence on other coordination bodies.

⁴⁰ United Nations Development Assistance Framework/United Nations Development Assistance Programme

Exhibit 2.1 Five Country Comparison at Time of GRB Programme Implementation in 2009

Dimension	Cameroon	Nepal	Peru	Rwanda	Tanzania
Gross national income (GNI) per capita Economy classification*	USD 1124 Lower middle income	USD 441 Low income	USD 4101 Upper middle income	USD 521 Low income	USD 524 Low income
Percentage of ODA as part of national budget	10%	25%	4%	50% ⁴¹	34%
GBS and sector support at programme onset	SWAps in education, health, environment, and rural development No GBS**	SWAps in health and education No GBS**	Food security, universal access to health insurance, gender observatory in People's Ombudsman No GBS**	SWAps in education, health, energy, justice and agriculture 38% of aid in form of GBS or sector-budget support	SWAps in education, health, agriculture, water and local governance, as well as national reform programmes including PFM More than one-third of aid volume as GBS**
Public finance management (PFM) reforms	PFM reforms (which should be concluded by 2013) include strategies for capacity development and for introducing performance-based budgeting	PFM reforms (ongoing) include piloting of performance-based funding of local bodies in 2008. PFM systems are being computerized to enhance information technology capacity	PFM reforms (ongoing) include transition to results-based budgeting as part of the PFM Reform Programme 2011-2015	PFM reforms (since 2006) include transition to results-based budgeting Performance-based approach 'Imihigo'	PFM reforms (ongoing, since the mid-1990s). Do not include performance-based budgeting, but aim to "achieve more equitable and improved public service delivery" ⁴²
Lead national actor identified as entry point for programme interventions	Ministry of Planning (investment budget) and Ministry of Finance (recurrent budget)	Ministry of Finance	Ministry of the Economy and Finance	Ministry of Finance and Economic Planning	Ministry of Finance
Extent of MoF leadership for GRB prior to this programme	Limited (to be confirmed/corrected by UNW staff)	Strong	Limited	Moderate -Strong	Limited

⁴¹ currently approximately 40%

⁴² Source: <http://www.commonwealthgoodgovernance.org/?cid=17&pid=14&pcol=welcome>

Dimension	Cameroon	Nepal	Peru	Rwanda	Tanzania
Previous GRB efforts 'highlights'	GFP in 35 ministries; training on GRB for MPs (with UNFPA and UNDP) and admin directors (UNFPA); women's organisations; local councillors and mayors	Ministry of Finance led GRBC with new methodology for annual assessments and a GRB scoring system that was required from 13 pilot sectors	Law on GRB; efforts in gender mainstreaming in participatory budget processes at local level	GRB guidelines issued by Ministry of Finance with support from DFID and UNIFEM. Pilot GRB application in 4 sectors, including use of Gender Budget Statements	TGNP lead national resource; RBB & budget reform implemented by government; GRB institutionalized in water sector; some gender training at sector levels

* 2009 UN data figures

** UNIFEM 2009. *Ten Country Overview Report: Integrating gender responsive budgeting into the aid effectiveness agenda*. All other data sourced from: UN Women 2009. *Integrating gender responsive budgeting into the aid effectiveness agenda, country identification: stage II (2009-2011)*

3. Relevance

3.1 Overview

This chapter provides the evaluation findings on the relevance of the programme – at the global level, to the mandates and priorities of UN Women and the EC, and to programme countries.

Relevance: The extent to which the programme has complemented and/or been congruent with existing global and country level policy priorities, and with interventions of other development partners; and the extent to which the programme has adapted to changing external conditions to ensure continued benefits for its target groups.

3.2 Relevance at the Global Level

Finding 1: The programme was relevant to ongoing efforts to strengthen the integration of gender equality in the context of the Aid Effectiveness agenda.

The programme's explicit and implicit objectives were relevant to the ongoing efforts of development partners and gender advocates to integrate gender equality into the AE agenda in meaningful ways, and to existing and emerging opportunities for furthering GE and women's empowerment in the context of aid modalities such as general budget support and sector budget support. The programme responded to global and national demands for concrete tools to facilitate the practical application of the principles of aid effectiveness in a way that would advance progress towards gender equality in line with existing international commitments (e.g., the MDGs, the Beijing PFA, and CEDAW). In doing so, the programme also indirectly addressed a common critique of the Aid Effectiveness Agenda, namely that it was too focused on modalities of transferring funds rather than on development results.⁴³

The relevance of the programme was further enhanced by its timing (planned and actual). While delays in completing the Phase I research studies prevented the programme from making a significant contribution to the Accra HLF-3 in 2008, the programme was able to build on and benefit from lessons learned by UN Women and other gender advocates in the process of preparing for and taking part in the HLF-3. This included since 2011, working in partnership with national governments, civil society, women's organizations, OECD Gendernet and the task team of the UN Development Group (UNDG) on aid effectiveness. These efforts were evident in the numerous submissions of evidence to the OECD "Progress Since Paris Report" in connection with the HLF-4 in Busan.⁴⁴ (See also section 4.2.3)

These lessons benefited the programme's work around the 2011 Busan HLF-4, e.g. by working towards a greater level of preparedness on behalf of UN Women and partner programme countries; conducting research and advocacy activities with the EC and other partners; and further enhancing UN Women's partnerships with international CSO networks such as the Association for Women in Development (AWID).

⁴³ The PD surveys of 2006 and 2008, pointed to the need for partner countries to deepen their ownership of the development process, and increase efforts to link their plans much more closely to their budget and results frameworks. They also noted that mechanisms linking budget formulation and execution with national strategies, policy priorities and information on results are proving particularly hard to achieve.

⁴⁴ These submissions (a total of five in all) included key findings from UN Women's partnerships with Ministries of Finance in the context of the work on gender responsive budgeting, aid effectiveness, and peace and security.

3.3 Relevance to UN Women and the EC

Finding 2: The programme was relevant to the mandates and priorities of both UN Women and the EC at global and national levels.

Relevance to UN Women

The programme's goal and objectives aligned with UN Women's mandate and priorities as reflected in the Strategic Plan (SP) (2008-2011). One of the five corporate goals in the SP was to ensure that "*national planning and budgeting processes promote stronger institutional accountability to gender equality commitments.*"

While the programme was designed before UN Women (then UNIFEM) developed its corporate GRB Theory of Change (July 2010) and GRB Capacity Development Guidance Note (March 2010; revised April 2012), it was aligned with and reflected the key principles and assumptions outlined in these documents.

The programme continued and expanded on UN Women's previous work on GRB. It built on the agency's broad experience in this area, including its work under the EC/UN Partnership for Gender Equality and Peace, and also explored new terrain by focusing on the application of GRB in the specific context of the AE agenda in order to ensure increased results for gender equality. In doing so, the programme was relevant in terms of its potential to consolidate UN Women's expertise and leadership for GRB at the global level.

Relevance to the EC/EU

The EU is one of the larger providers of ODA, a member of the OECD DAC, and a signatory of the Paris Declaration. As such it has a direct interest in ensuring effective and equitable aid. Several EU policies recognize this and state that as well as more aid, the EU will provide better aid. These policies also state that the EU will include a strong gender component in all its policies and practices in developing countries, as well as build synergies between policies other than development cooperation policies that have an impact on developing countries (see sidebar).

In the current context of financial crisis and budgetary austerity, discussions on innovative financing mechanisms complementary to traditional ODA have gained a new resonance, both within the EU and

EU Commitments to Development Cooperation, including GE

The **2005 European Consensus on Development** in which GE is identified as a cross-cutting issue

The 2007 **Communication from the Commission to the European Parliament and the Council on Gender Equality and Women's Empowerment in Development Cooperation** (and related Council conclusions) describe how GE can be furthered through new forms of aid such as budget support and sector-based aid. It also identifies gender responsive budgeting as a strategy towards the achievement of gender equality and efficient gender mainstreaming, and a key requirement for the promotion of gender equality within GBS.

The commitment to "**Policy Coherence for Development**" (PCD) embedded in the European Consensus in which the EU agreed to apply the approach in 12 policy areas to accelerate progress towards the MDGs. In 2010 the Commission presented the PCD Work programme 2010-2013 for five priority area, with no explicit reference to GE.

The **2010 Action Plan on Gender Equality and Women's Empowerment** aims to reinforce EU coordination regarding gender equality policies and actions in the interest of increased impact on the ground.

Increasing the Impact of EU Development Policy: An Agenda for Change (2011): Reform proposals for EU budget support that set out a more strategic approach to reducing poverty, including more targeted allocation of funding.

The **Mid-Term review of the Investing in People Strategy Paper** in 2010 suggests that the programme should follow two basic principles in 2011 – 2013. Support for actions at global and regional levels should be guided by the objective of promoting policy dialogue, knowledge generation and innovation. Support for actions at country level should be used to stimulate stronger involvement of civil society in policy making, policy implementation and policy monitoring. Gender should continue to be systematically mainstreamed across all themes of the thematic programme as a cross-cutting issue.

at global level. The EU has specifically responded to this through the 2009 Communication Supporting Developing Countries in Coping with the Crisis. Over the programme period, other EU financing arrangements have also become more sensitive to the issue of aid effectiveness and supporting actions at country level and building the capacity of partner countries.⁴⁵

The latter considerations have strong implications for the programme at the country level as they place great emphasis on working closely with Member States to improve their capacity to manage aid and strengthen ownership and national accountability in line with instruments such as general and sector budget support. EU Delegations at the country level are the strategic partners to Member States in these processes, while ensuring that EU policies are effectively implemented at the country level. This includes promoting dialogue around country strategies and creating synergies with existing opportunities at the country level, be it with other donors or development partners. As such, the programme has a direct relevance to EU priorities of promoting effective budget support for greater aid effectiveness within Member States.

At the global level, the EU has emphasised the need for an inclusive Post-Busan Agenda, building bridges towards different development actors, notably emerging economies, civil society organizations and the private sector, as well as for improved domestic accountability mechanisms in partner countries.

The programme design was relevant in this context as it offered the opportunity to put some or all of these objectives into practice.⁴⁶

3.4 Relevance to Programme Countries

Finding 3: The programme was congruent with country commitments to GE at global and national levels, and related needs. The programme’s relevance to stated government priorities for GE was generally high, but there were variations among countries in the extent to which governments act on their GE commitments.

The programme’s relevance to national priorities and commitments was closely linked to their national contexts, as discussed in section 2.5 above. As noted there, all five countries are signatories to international commitments such as CEDAW, the Beijing Declaration, and the MDGs. This required each country to report its progress against globally agreed indicators, and also provided gender advocates with a basis for monitoring and assessing government performance and highlighting gaps. For instance, Nepal’s 2011 CEDAW Shadow Report notes that GRB was still “*limited only to the Ministry and yet to be reflected in local bodies.*”⁴⁷

When the programme was conceived, all five programme countries had formulated national GE commitments in different policies, strategies, and action plans (see section 2.5). Consultations with stakeholders during the site visits indicated, however, that there was considerable variance in the extent to which GE was an actual priority of the respective governments at the implementation stages.

In Rwanda, the GE agenda is supported by the constitution and key development frameworks and strategies, and is also practically enforced by President Kagame and other influential bodies, including parliament. In Nepal, GE is widely considered a government priority that is largely addressed as part of the overall national peace and security agenda and in the context of concerns over social inclusion in light of the country’s past history of ethnic and political unrest. In Tanzania GE is promoted by the government in

⁴⁵ These included adopting the Operational Framework on Aid Effectiveness (2009) and the Multiannual Financial Framework.

⁴⁶ The extent to which EU country delegations were able to build bridges with other development actors during the course of the programme varied, but was quite limited (see section 4.2.2).

⁴⁷ Shadow Report on the Fourth and Fifth Periodic Report of the Government of Nepal on CEDAW; 2011; p9

all sectors, as outlined in Tanzania’s Development Vision 2025, and GE targets are clearly outlined in the National Growth Strategy,

MKUKUTA. However, although commitment to GE is present, the government lacks the capacity to implement their vision. In Peru, on

In Peru, all consulted stakeholders considered UN Women’s work in GRB/AE “fundamental” given the limited commitment to action that the government had displayed in the past.

the other hand, stakeholders indicated that government leadership for GE is limited to meeting minimal legal obligations and that gender is not treated as a major government priority. The programme was relevant not only to national GE commitments, but also in helping strengthen political will and national capacity to put some of the commitments into practice at national and/or sector levels. See also sidebar.

As noted above, all five countries had some previous experience with GRB application and institutionalization, but none had worked under the specific lens of GRB in the context of the AE agenda. The programme was also relevant in view of ongoing public management reform processes in some of the programming countries, such as the transition to results-based budgeting systems in the case of Peru and Rwanda (see Exhibit 2.1).

Finding 4: UN Women has taken actions to ensure its continued and/or increased relevance to countries over the programme’s duration.

The programme adapted to evolving contexts and learning over time. For example, while CSOs were not addressed in the programme’s original LFA, the Phase II country implementation plans and subsequent interventions identified various CSO/NGO partners and opportunities for supporting them. At the national level the programme made similar adjustments to remain relevant. For example:

- In Peru, the programme initially focused on the Ministry of Women and Vulnerable Populations (formerly MIMDES). When it became apparent that the Ministry’s limited capacity was not allowing significant progress, the programme continued to support the Ministry, but also concentrated efforts on the Ministry of Finance and other sectoral ministries that showed more promise to make a difference.
- In Nepal, the programme made efforts beyond the purview of the programme and piloted GRB at the local level through the Local Governance and Community Development Programme (LGCDP), a SWAp supported by 16 donors. It also worked with other development partners on the UNDP/MoF- FACD led Developing Capacities for Effective Aid Management and Coordination (DCEAMC) programme to include a gender marker in the newly developed Aid Management Information System (AMIS).
- In Rwanda, the programme made use of emerging opportunities. It supported the application of GRB at the sub-sector level (e.g., its collaboration with the Rwanda Biomedical Centre in relation to Rwanda’s national response to HIV/AIDS). It built capacities of CSOs in GRB and budget tracking (e.g., it supported the CCOAIB, an umbrella organisation for rural development, in budget tracking for the agriculture sector). It built a strategic partnership with the School of Finance and Banking to deliver short course training in gender responsive economic policy management for government, CSO, and donor economists, planners and budget officers to help ensure the sustainability of capacity development in the country.
- In Tanzania, the programme initially engaged in capacity development and awareness raising with government officials (primarily planning and budgeting officers in the Ministry of Finance), and developed and strengthened manuals, guidelines, and systems. Later, to create bridges between the MoF and other government departments, the programme engaged with other strategically placed actors in other MoF departments (e.g., external finance and PFM), and with Members of Parliament to improve accountability.

The programme also responded to other emerging opportunities and took the Lead for Gender in the UN Delivering as One through the UN Inter Agency Gender Group,⁴⁸ and became Secretariat and Co-Lead of the Development Partners Group on Gender (DPG GE).

- In Cameroon, the programme provided training on GRB, which led several ministries to demonstrate stronger ownership and leadership of the process and adopt strategic approaches in accordance with the principles of Aid Effectiveness. This included, for example, the creation of a donor consultation platform and the establishment of a Gender Theme Group (GTEC) led by UN Women.

⁴⁸ Established in Tanzania in 2007 and under a unified UNDAP since 2011

4. Effectiveness and Impact

4.1 Overview

This chapter provides an analysis of the programmes' progress towards its envisaged outcomes and its overall effectiveness.

Effectiveness – The extent to which the programme has achieved or made progress towards achieving its stated outputs and outcomes at the global and country level.

Section 4.2 and 4.3 reflect on the programme's achievements and progress toward its two main outcome areas. Section 4.4 presents evaluation findings on the programme's progress towards its envisaged impact. Section 4.5 presents the evaluation's conclusions on the programme's overall effectiveness. Reflections on the likely sustainability of results are incorporated in both sections 4.3 and 4.4.

As noted in section 1.2.7, the Evaluation Team used a combination of the revised programme LFA and a reconstructed Theory of Change (ToC) as a basis for assessing programme effectiveness. The reconstructed ToC distinguishes between short-term and medium-term outcomes.

4.2 Progress towards Outcome Area 1

4.2.1 Overview

In this section, the evaluation examined the programme's progress toward the short-term outcome 1 as articulated in the LFA and toward the medium-term outcome developed in the reconstructed Theory of Change (see sidebar).

Short Term Outcome 1: Deepened understanding of EU decision makers and national partners on the uses of GRB in the context of the AE agenda.

Medium term Outcome 1: Stronger commitments to GE in the context of AE by donors and partner governments.

To examine progress against the short and medium term Outcomes, the evaluation focused on achievements deriving from the two key areas of related programme interventions as outlined in the reconstructed Theory of Change: i) generating and disseminating knowledge on the application of GRB in the context of aid effectiveness; and ii) creating opportunities for joint discussion/consensus building and advocacy.

4.2.2 Short-term Outcome 1

Finding 5: The programme produced and disseminated high quality and useful knowledge products on the application of GRB. However, there is limited information available on the extent to which these products have deepened the understanding of EC/EU decision makers.

One of the programme's foci was to generate and disseminate knowledge and evidence on both the potential benefits of GRB application in the context of the AE agenda, as well as on the actual ways in which GE and GRB were already being used at the national level, and with what results. This was a focus primarily during Phase I, but also continued in Phase II.

Knowledge Products: Over the course of the programme, UN Women developed a variety of knowledge products (see sidebar for examples) that explored and illustrated the actual and potential uses of GRB in the context of the AE agenda. These materials were disseminated on the websites of both UN Women and the EC, and were shared with partners in the ten programming countries. UN Women also used the knowledge generated as the basis for developing recommendations for integrating gender equality in the *EC Communication on Aid Effectiveness (2007)*, and for engaging with other UN partners to provide input to the mid-term review of the EC thematic strategy *Investing in People (2007-2013)*, as well as the *EU Plan of Action on Gender Equality and Women's Empowerment (2010-2015)*. The latter makes reference to incorporating lessons learned from the earlier EC/UN Women Partnership Programme, but does not explicitly mention the GRB in AE programme. However, the positions outlined in the document reflect the thinking underlying and guiding the programme under review, by confirming the EC's commitment to effective integration of gender in programme planning, budgeting, implementation and monitoring, including in general budget support and sector budget support.⁴⁹

Consulted stakeholders at global and national levels widely agreed that the knowledge products made available by the programme were high quality, useful for filling in existing knowledge gaps, and useful advocacy tools (see also sidebar).

Given the nature of advocacy and information sharing, it is difficult, however, to trace the specific effects of programme activities and products. While UN Women monitors the use of its corporate website, there is no data available on how often specific programme-related tools are accessed or downloaded, or on how this compares to users accessing other knowledge products.⁵⁰ At the same time, while it is difficult to identify the specific influence that these products have had on the various EC instruments noted above, there is evidence that the overall EC/UN Women collaboration has influenced and is reflected in the EC's position.

GRB Knowledge Products

Ten **country research studies** on how GRB tools and strategies have been used in the context of general budget support and sector budget support, as well as an overall ten-country summary report (Phase I).

Three **knowledge briefs** (Phase I) that highlight key findings from the above research, focussing on how GRB and gender-related financing can be used by donors to make aid, including general budget support and sector budget support, more gender responsive.

Four **country case studies** (Nepal, Peru, Rwanda, and Cameroon) in Phase II that explore the challenges and lessons learned in GRB implementation. Each case study focused on a different area of work (e.g., adapting a gender-responsive legal framework in Peru, research to support integrating gender into the Health Swap in Cameroon) and highlighted what is working well and what presents a challenge.

While it is too early to assess their use, their detailed exploration of good practices in a number of relevant areas makes it likely that they will be valuable resources for both advocacy and operational work.

"The most useful thing to influence donor dialogue and decisions at the global level are concrete examples from the ground that show that and how things have worked. The programme provided some valuable new examples."

(Global Stakeholder)

⁴⁹ For example, it sets out to "ensure that gender is mainstreamed in EU-funded projects and that EU-funded general budget support and sector support programmes (SWAs) use gender disaggregated data and gender-sensitive performance indicators where relevant" (p. 6). The Plan also notes "Specifically, gender equality perspectives based on analysis of the conditions for the interests of women, men, girls and boys respectively, should be integrated in . . . the national annual planning and budgeting cycle in conformity with Aid Effectiveness Agenda" (p. 8). And further: "The EU will also continue to ensure that gender is mainstreamed throughout the internal management processes related to the design and implementation of development interventions." (p. 10)

⁵⁰ Even if these figures had been available they would only constitute a proxy indicator for actual effects of the accessed information.

Other engagement of EC/EU decision makers: The programme provided several opportunities for EC/EUD representatives to better understand the potential contributions of GRB, not only through the noted knowledge products, but also by bringing together EC representatives and other global and national partners on various occasions to share and learn from country level experiences in using GRB in the context of the AE agenda. These included an Experts Group meeting at the start of the programme in 2008, as well as a Programme Steering Committee meeting in 2011⁵¹ that brought together EC and UN Women representatives from headquarters and UN Women country offices to discuss programme achievements and challenges to date. In addition, a representative of EC HQ attended the Global High Level Meeting on ‘Increasing Accountability and Development Effectiveness through Gender Responsive Planning and Budgeting’ in Kigali in July 2011.

In most countries, especially during Phase II, the programme made efforts to reach out to and share information with the respective EU Delegations (EUD). The consultation meetings and workshops organized after the first phase of the programme also engaged the EU delegations with national partners and UN Women. Document review and consultations with stakeholders indicate varying frequency and depth of exchange with EUD staff. In most countries, information sharing was limited to the respective EU gender focal point, and thus not directly geared to EUD *decision makers*. In Peru, the relationship between UN Women and EUD staff appears to have been relatively close and mutually perceived as productive. In Tanzania, the partnership was initially difficult, but has started to improve since the current UN Women Country Representative took over the management of the programme on the ground. In Nepal, this relationship has also recently been strengthened with the arrival of the EUD Advisor on Public Financial Management who takes a keen interest in GRB issues. In Rwanda, the collaboration between UN Women and EU has improved since 2011 and the EU gender focal point is a member of the technical committee of the Gender Responsive Economic Policy Initiative (GEPMI). However, while there has been considerable progress in creating a line of programme communication between EUDs and UN Women country offices, there is limited evidence that any information or tools shared with the EUDs have been used to inform EU programming on the ground.

The programme did make significant contributions to putting GRB on the agenda of **national partners** in the ten programming countries involved in Phases I and II – both through its work in strengthening capacity for GRB institutionalization at the country level (Phase II), and its research and efforts in influencing global policy dialogue on Aid Effectiveness (Phases I and II). This is further explored under Outcome area 2 (section 4.3).

4.2.3 Medium-term Outcome 1

The medium-term outcome (stronger commitments to GE in the context of AE by donor and partner governments) is based on the reconstructed Theory of Change developed by the Evaluation Team, and reviewed with programme stakeholders.

Finding 6: The programme partially achieved its medium-term outcome and contributed to increasing donor and partner government commitments to GE in the Busan Outcome Document.

Especially during Phase I, but also in the early part of Phase II, the programme worked in a variety of ways to prepare for and influence the Busan HLF. This included efforts aimed at three key target groups: i) influence the EC and other donor agency delegations to integrate not only gender, but specifically GRB-related considerations into the AE discourse, ii) assist global civil society organizations to effectively work

⁵¹Steering committee meetings were held almost every six months during the programme. This particular meeting however, was important as it occurred towards the end of the programme and provided a platform for sharing overall experiences among all partners.

together to develop joint positions for influencing the Busan meeting, and iii) work with national partners (government and non-government) from the five Phase II countries to participate in and contribute to global policy discussions leading up to Busan and during the meeting itself.

Some of the programme's key efforts geared towards influencing the results of the HLF include:

- Providing continued support to a consortium of global women's networks led by the Association of Women's Rights in Development (AWID) and including the African Women's Development and Communications Network (FEMNET) and the Network of Women in Development Europe (WIDE), to convene consultations with women's groups and gender advocates and participation in the Global Women's Forum, part of the Busan Global Civil Society Forum.
- Assisting the government of Rwanda in convening a High-level Global Meeting in Kigali in July 2011 that resulted in a *Global Call for Action on Financing for Gender Equality*, an important tool for advocacy for the integration of gender in HLF-4 preparatory efforts.
- Supporting the participation of government and civil society partners from Rwanda and Tanzania to attend the third African Regional Meeting on Development Effectiveness in September 2011. The delegates contributed significantly to an African position paper that was submitted as part of the preparation for the Busan High-Level Forum, which had initially been gender blind.
- Supporting a technical side event at the HLF in Busan on "Progress on Gender Equality and Women's Empowerment since the Paris Declaration." This event featured a roundtable discussion on ownership and resources for gender equality including financing in the economic sectors. It was led by ministerial representatives from Nepal and Ecuador and resulted in an explicit recommendation on GRB.
- Supporting national partners in four of the five Phase II programme countries to complete the optional gender equality module of the 2011 PD Monitoring Survey (Cameroon, Nepal, Peru, and Rwanda).

While civil society and women's organizations had differing opinions on the extent to which the Busan HLF was a success (see sidebar),

there is wide acknowledgement that the Busan Outcome Document includes, for the first time, an explicit commitment to ensuring that public expenditures are targeted

"Judging by the Outcome Documents of Accra and Busan, the gender equality agenda has been reflected and given some consideration. But we would have liked to see more."

Global CSO Representative

appropriately to benefit both men and women.⁵² In addition, the post-Busan Global Monitoring Framework (June 2012) includes a gender equality indicator that sets out to measure *the percentage of countries systems that track and make public allocations for gender equality and women's empowerment*. Consulted stakeholders consider it a remarkable success that GRB had a place on the HLF agenda and that public financing for gender equality is a targeted indicator. They also agreed that while it is not possible to attribute specific achievements to the work of GRB in AE programme, it is very likely that it contributed to the HLF outcomes.

It is also worth noting that the programme not only contributed to strengthening donor and national partner commitments to GE, but also took first steps to help 'translate' these commitments into practice. Near the end of the programme, UN Women facilitated country level follow up to the Kigali and Busan meetings. In

⁵² Busan Outcome Document, paragraph 20a. In addition, one of the main recommendations from the technical side event in Busan explicitly stated that "*Donors and countries need to support capacity development in government agencies to strengthen gender-responsive planning and budgeting. This will enable more effective responses to women's empowerment in economic areas and beyond*".

Peru, for example, the programme supported a civil servant from the Peruvian International Cooperation Agency (APCI) in developing a proposal on how lessons learned from the Kigali and Busan meetings could be used to ensure APCI's continued engagement in taking forward recommendations from the Busan meeting on how to approach the use of aid modalities from a gender perspective. To our knowledge, this proposal has not yet been widely shared within or used by APCI. The Kigali forum also coincided with a south-south exchange between Rwanda and Nepal, bringing the two countries together to share their experiences in implementing GRB. Also, UN Women is planning to provide technical assistance to programme countries in defining country level indicators to track progress towards implementing the Busan commitments.⁵³

It is more difficult to assess the extent to which and the exact ways in which the GE in AE programme has contributed to strengthening EC commitments to GE, and whether the EC itself considers this programme to be an influencing factor in its long-term programming. For example, UN Women drafted evidence in support of gender equality and financing in an attempt to influence EC advocacy messages for the HLF in Busan. However, these attempts did not result in any tangible result as the EC position paper remained gender blind. Also, the EC did not sign or formally endorse the Busan Action Plan; although this was due to its objection to the process through which the document had been developed and not a rejection of its content. At the same time, documents such as the Gender Action Plan document the EC's commitment not only to gender mainstreaming in general, but specifically in support of the AE agenda and the inclusion of GE considerations in all parts the programme cycle. Similarly, the new F4GE programme is an indication of the EC's continued interest in and commitment to integrating GE commitments into planning and budgeting processes. In both cases it is likely that the GRB in AE programme has either contributed to, or at least confirmed the EC's commitments.

4.3 Outcome Area 2

4.3.1 Overview

In this section, the evaluation examined the programme's progress toward the short-term outcome 2 as articulated in the LFA and the medium-term outcome 2 developed in the reconstructed Theory of Change (see sidebar).

Short Term Outcome 2: Improved country capacity for institutionalizing the application of GRB in the context of the aid effectiveness agenda in five programme countries.

Medium Term Outcome 2: Effective and sustained integration of gender consideration into planning and budgeting processes, including in modalities such as General Budget Support and SWAp, in five programming countries.

4.3.2 Short-term Outcome 2

In all five countries, the programme contributed to strengthening national capacity for GRB application and institutionalization, both in terms of enhancing the enabling environment and in building a critical mass of competent individuals and teams. Consulted stakeholders widely agreed that the programme performed very strongly with regard to assisting in strengthening national capacity for GRB application and institutionalization.

In this section, we have categorized programme efforts and contributions to strengthening national capacity in three areas:

- 1) Strengthening the enabling environment for GRB institutionalization;
- 2) Strengthening people, in terms of both individual competencies and collective capabilities;

⁵³ Preliminary findings discussion; UN Women and COs; July 2012

3) Engaging donors/development partners at the country level.⁵⁴

Programme efforts and contributions in each of these three areas are described below. Appendix VIII presents a chart summarizing the dimensions that were addressed in each of the five countries.

Strengthening the enabling environment for GRB institutionalization

In this report the term ‘institutionalization’ refers to the process of embedding a concept, value, or mode of behaviour within a social system as an established custom or norm.⁵⁵ In our understanding, the institutionalization of GRB capacity is dependent not only on enabling conditions and individual/collective competencies, but also on whether these are likely to be maintained, adapted and expanded without external support.

The programme’s understanding of and approach to supporting the institutionalization of GRB at national levels is closely linked to its understanding of what constitutes *GRB capacity*. UN Women’s corporate GRB Capacity Development Strategy (2010, revised in 2012) includes a comprehensive analysis of the agency’s concept of system GRB. Please see Appendix IX).

Finding 7: In all five countries, the programme contributed to strengthening the enabling environment for GRB institutionalization.

The programme provided various types of support to strengthen the enabling environment for institutionalizing GRB at both the organizational/institutional level (e.g., in particular ministries) and at sector and national levels (e.g., by working to influence national and sector-specific policies, guidelines, strategies, and systems). Some key achievements are outlined below.

Supporting the formulation of National GRB Capacity Assessments and Plans. In Tanzania the programme assisted in carrying out an institutional capacity assessment which highlighted the need for greater government commitment to implement GRB and to address gender gaps in policy, planning and budgeting. The assessment was rolled up into a capacity development plan which outlined necessary training and training of trainer sessions to expand the reach of GRB capacity development. Comparable activities were carried out in Peru, Nepal, and Cameroon. In Rwanda a capacity assessment of relevant members of a CSO network was completed.

“With UN Women’s support, the normative work on GRB in Peru has now been established in terms of systems and tools...for future work, what is lacking is political will, awareness and widespread buy-in and ownership in the Ministry of Finance and government of its importance in reducing poverty.”
Consulted UN Women Programme Stakeholder in Peru

Analyzing GE gaps in government sector programmes and/or sector budgets. In Peru, the programme provided technical assistance to the Ministry of Finance to identify GE gaps in 26 sector programmes, which led to further programme engagement in facilitating four pilot programmes in the Ministries of Labour and Tourism, integrating gender concerns into the programmes’ design. At the time of writing, one of the pilots had been approved (labor inspection) and the other three (youth employment, tourism, and craftwork) were still under consideration for approval by the MEF. In Rwanda, the programme supported a

⁵⁴ While donor/development partner engagement is not a dimension indicated in UN Women’s GRB Capacity Development Strategy, we felt that it was an important area to add in the context of this evaluation. While one might argue that donors/development partners are also part of and contribute to the respective enabling environment for GRB institutionalization, it seemed appropriate to address programme efforts and achievements separately from its work with national partners and systems.

⁵⁵ Social system can refer to a particular organization, a specific part of society (e.g., a certain sector or social group), or society as a whole.

review of the agricultural sector to identify gender gaps and determine the extent to which women benefit from agriculture policies and programmes. The programme also supported MIGEPROF to review the National Gender Policy. In Tanzania, the programme assisted the Development Partners Group on Gender in a review of several sector policies and plans (agricultural policy, food security, statistics, and climate change) to integrate gender considerations.

Providing technical support to integrate/ strengthen gender and GRB in national budget guidelines.

The programme provided support in Peru to include gender article in budget directives for 2012 budget formulation. The Peruvian article indicates that the planning and prioritization of expenditures must identify gender gaps to be used as criterion in determining budget allocations. In Cameroon and Rwanda, the programme was involved in revising budget circulars to make them more gender sensitive. In Rwanda, gender budget statements and gender distribution of employment tools were introduced and made mandatory for all ministries, provinces and districts. In addition, the Organic Budget Law (OBL) was revised from a gender perspective and is awaiting approval by cabinet.

Furthering the application of GRB at the sector level, including in the context of SWAp. In Rwanda, the programme provided support for costing the agriculture sector gender strategy. In Cameroon, the programme carried out a gender-aware beneficiary assessment of reproductive health services to inform the health sector SWAp; supported a budget tracking study of reproductive health services of the Ministry of Health; and supported the CSO network Dynamique Citoyenne to design a methodology for tracking public allocation and expenditure in the sector.

Supporting the development and application of methodologies to track budget allocations and expenditures.

In Nepal, the programme contributed to revising the GRB classification criteria used to assess and track budget allocations by the national government and donors/development partners in order to better align them with sector-specific priorities (see sidebar).

In Rwanda, the programme supported the Conseil de Concertation des Organisations d'Appui aux Initiatives de Base (CCOAIB) to strengthen this umbrella organization's ability to engage in budget tracking to advocate for greater use of financing for GE in the agriculture sector. CCOAIB subsequently conducted a gender sensitive budget tracking study for the agriculture sector for the financial years 2008 and 2009/2010.⁵⁶

GRB Classification Criteria - Nepal

(1) women's participation in plan/programme formulation and implementation, (2) women's capacity development, (3) women's share of benefit, (4) income generation and employment opportunity for women, (5) qualitative improvement in women's time use and reduction of workload.

The use of the five criteria (and related sub-criteria) is mandatory for sector budgets developed by line ministries. The criteria are used to categorize budgets as either "directly gender responsive", "indirectly gender responsive" or "gender neutral".

Consulted stakeholders widely acknowledged the relevance of the classification system as an important step towards tracking government commitments to GE. Several individuals also noted some remaining weaknesses of the system (e.g., that it does not effectively link budgeting to analysis and planning, and that it tracks budget allocations but not expenditures).

For additional examples of programme efforts and achievements in relation to enabling environments please see the Country Profiles in Volume II as well as the Programme's Annual Progress Reports to the EC, in particular the third and fourth reports.

⁵⁶ Please also see section 4.4 on programme Impact.

Development of context-specific tools. Stakeholders consulted in the Phase II countries indicated that one of the programme's strengths was its support for the development of tailored, context-specific tools, rather than promoting existing materials that, while detailed and accurate, might not be relevant or useful in the respective contexts. Examples of these are the development of Gender Budget Statements in Rwanda and the Gender-Aware Beneficiary Assessment (GABA) in Cameroon.

Strengthening People – Individual Competencies and Collective Capabilities

Finding 8: In all five countries, the programme contributed to strengthening the capacity of strategic partners who had been identified as actual or potential drivers of GRB institutionalization within the respective national context.

A large part of the programme's efforts at the country level were directed at strengthening both individual competencies and collective capabilities of relevant actors. While the key programme partners varied by country, they generally included selected line ministries,⁵⁷ civil society organizations,⁵⁸ members of parliament in Cameroon, Nepal, Rwanda, and Tanzania, and other actors relevant in the respective national contexts. Appendix X provides an overview of the key types of partners the programme engaged with in each of the five countries and the scope and nature of intervention in each country.

Key types of interventions and related contributions included the following:

Providing GRB-related awareness raising and training to a wide range of government officials. In Cameroon, the programme delivered training on GRB and Aid Effectiveness to 58 government officials from the Ministry of Finance and sector ministries, which led to subsequent requests for training from the Prime Minister's Office and other government entities. In Nepal, the programme designed and tested training packages on GRB and Aid Effectiveness and delivered training sessions to government officials, trainers and CSOs. The programme carried out similar training in Peru, Tanzania, and Rwanda with officials from Ministries of Finance, Ministries of Gender and other ministries. Overall, stakeholders in the three countries visited noted that the programme had contributed significantly to 'putting GRB on the radar' of a much broader variety of relevant actors inside and outside of government than had known about GRB in the past.

Strengthening individual and collective capacity related to GRB/gender monitoring at both national and local levels. In Rwanda, the programme worked with the CCOAIB to strengthen its ability in gender-sensitive budget tracking (see Finding 7 above). In Cameroon, the programme delivered training to 35 CSOs from CSO network Dynamique Citoyenne to develop a monitoring methodology for GRB application in the health sector. In Peru, the programme worked with a CSO to target individual gender advocates at the local level. In Nepal, the programme trained 38 CSOs in GRB and AE at the district level under the Local Governance and Community Development Programme (LGCDP). Consulted stakeholders in the three countries visited widely agreed that while efforts around monitoring the implementation of gender related commitments at national, local, and sector levels is still in early stages, the programme has contributed to raising awareness of related needs, and to building at the basic knowledge and skills of selected stakeholders on how to approach this task.

Supporting national partners in documenting national experiences in GRB application for dissemination at local, national, regional, and global levels. In Rwanda, the programme supported the

⁵⁷ Agriculture, Education, Health and Infrastructure in Rwanda; Health and Agriculture in Cameroon; Tourism and Labour in Peru; and Health and Education in Nepal

⁵⁸ Sahavagi and Fulbright Consultancy in Nepal; Gender and Economy in Peru; Tanzania Gender Network Programme (TGNP) in Tanzania; CSO network Dynamique Citoyenne in Cameroon; and CSO network Conseil de Concertacion des Organizations d'Appui aux Initiatives de Base (CCOAIB) in Rwanda.

Ministry of Finance in documenting the country's experiences in GRB application. This included a documentary film that highlighted achievements in the implementation of GRB in four pilot sectors and that was disseminated on television. Consulted stakeholders described the resulting products as powerful tools to advocate for GRB within government and to donors. In Nepal, partner NGO Sahavagi developed four case studies on the implementation of GRB in the education, local development, peace building and health sectors. Consulted national stakeholders emphasized the usefulness of having access to well documented examples of progress and achievements, not only in view of reaching out to donors, but also in relation to further strengthening political will across different national government bodies.

Institutionalized training courses for civil servants. In Rwanda, the programme made important contributions towards institutionalizing GRB training, for example, by facilitating MINECOFIN's partnership with the state-owned School of Finance and Banking (SFB). The programme provided financial support to the SFB to roll out a 12-module course in Gender-Responsive Economic Policy Management. The course is based on UNDP's already existing Global Gender and Economic Policy Management Initiative (GEPMI) that was adapted for the Rwandan context. It will be compulsory for all relevant government staff involved in planning and budgeting. In the longer term, MINECOFIN and the SFB are hoping to open the course to other national actors, civil society, and participants from other countries. The GRB in AE programme supported the process of adapting the course, producing and disseminating course related information and materials, and provided input to developing the GRB module. Progress towards institutionalizing training courses for civil servants has also been made in Tanzania through the Gender Training Institute.

Providing ongoing coaching, mentoring, and technical advice. As indicated by stakeholder consultations in most countries, national partners highly appreciated the ongoing support and advice provided by the programme's GRB technical advisors. This support contributed significantly to some of the achievements noted in relation to strengthening the enabling environment (e.g., the development of context specific tools), and also to providing national partners with strategic advice on how to involve and work with different kinds of national and international development partners, and on key issues to be addressed in the mid to long term (e.g., related to strengthening gender sensitive budgeting monitoring systems at all levels, or enhancing the availability of gender disaggregated data).

Engaging Donors/Development Partners

Finding 9: In all five countries, the programme engaged with donors and other development partners to harness their support for strengthening the integration of GE in planning and budgeting processes. Consulted stakeholders widely agreed that the programme's involvement has been strategic, but to date there are only few examples of tangible changes that it has contributed to.

The programme's work with the EU and other donors and development partners (DPs) was envisaged as an important part of its efforts to strengthen the institutionalization of GE/GRB considerations at the country level. The programme's main efforts in this regard included:

Participation in Donor and Development Partner Coordination Groups. The programme participated in such groups in all five countries: In Peru, with MESAGEN, the donor gender coordination working group; in Nepal with the Social Inclusion Action Group (SIAG); in Rwanda with the Development Partners Group (DPCG); in Tanzania with the Development Partners' Group on Gender (DPG GE) and the Aid Coordination Unit (a donor-government body); and in Cameroon with the Gender Equality Thematic Working Group (GTEG). In all five countries, UN Women programme staff chair or co-chair the respective gender coordination group or sub-committee.

Providing GRB Orientation / Training for Donor Groups.

In Cameroon, the programme delivered training on GRB to the Gender Thematic Group (GTEG) of the Multi Partners Committee and governmental and non-governmental partners. In Tanzania, it provided training to the DPG Gender (May 2011) and briefing sessions to the Heads of Cooperation/Agencies (DPG Main) October 2011. In Nepal, the programme provided training to MoF staff and donors contributing to the AMIS database on the use of the gender marker included in the database.

Overall, while there is considerable evidence of the programme's ongoing and relevant efforts to engage with donors on GE and GRB, there are, until now, only a few documented examples of tangible results deriving from this engagement as described in the sidebar. In many cases, donors/DPs welcomed information provided by the programme, and confirmed their general interest in strengthening the integration of gender equality in planning and budgeting processes, but did not take specific action (see sidebar).

In its work with donor and other development partners the programme faced some challenges. In some cases, UN Women programme staff was not eligible to be a member of a specific development partner coordination group, as membership was limited to national governments and contributing donors. This sometimes limited UN Women's ability to directly influence the key fora in which decisions related to actual planning and budgeting at national and/or sector levels were made.⁶⁰ To mitigate this challenge, the programme sometimes tried to work through the EU (e.g., in Peru) or other donors (e.g., Irish Aid in Tanzania as Lead of the JAST) to influence DP group discussions. Similarly, the programme continuously supported the national

Tangible results of engagement with Donor/DP groups

In Tanzania, the programme's participation in the Development Partner's Group on Gender (DPG GE) contributed to the DPG GE's successful efforts around advocating for the integration of gender indicators into the Performance Assessment Framework (PAF), and the draft Monitoring and Implementation Strategy for MKUKUTA 2.

UN Women programme staff also contributed to the DPG GE's written contributions to, for example, the agricultural policy review, the agriculture and food security investment plan, the statistical master plan, the national human rights action plan, and the Phase II of the Public Financial Management Reform Programme Document.⁵⁹

The GRB programme developed a methodology for analyzing gender gaps in the EC-funded budget support initiative, the Nutritional Articulated Programme, EURO-PAN, and formulated recommendations that could be used by UN Women and the EC for advocacy purposes. While the EC approved the methodology, the resulting analysis was not used to inform/revise the EURO-PAN. This was partly due to the fact that the Government of Peru had started the initiative in 2007, while the EC had only contributed funding since 2010. The EC felt that the integration of gender equality perspective would be more effective and meaningful if it was integrated as part of the initial programme design, and that it would be inappropriate to add gender indicators during the final stages of the project. While UN Women's work did not reach its intended results, it did provide valuable experience with developing and applying a workable approach to analyzing GE gaps in a complex donor-funded initiative that can inform future endeavours.

In Tanzania, the programme focused on supporting processes related to the monitoring and implementation of the country's overarching national strategic plan. This provided a strategic entry point for influencing the respective agendas of all development partners supporting the overall plan. For sector specific discussions in which UN Women did not have a place at the table, it worked with other UN Agencies to ensure that GE concerns were being taken into account.

⁵⁹ Source: Third and Fourth Programme Progress Reports

⁶⁰ This was not the case in all countries. For example, in Rwanda, UN Women is a member of the Agriculture Sector Working Group (ASWG) and also co-chairs the agriculture sector sub-working group on gender that brings together all actors working in gender to provide guidance and support to MINAGRI for the implementation of the agriculture sector's gender strategy.

partners from line ministries or gender ministries who were leading or participating in the respective groups in effectively promoting GE concerns in the group's discussions, or concentrated its efforts on influencing overarching policy frameworks. Please also see sidebar.

Finding 10: In all five countries, the programme engaged with other UN agencies. It was able, albeit to varying degrees, to create synergies, leverage capacity, and further strengthen existing UN commitment for addressing GE/GRB issues.

The programme engaged with other UN agencies in all five countries, including through joint initiatives, by leveraging the expertise and capacity of sister agencies working in a particular sector, and/or by ensuring that the UN's joint (planned) priorities incorporated not only gender equality considerations in general, but GRB-informed thinking in particular. Examples from the five countries are outlined below:

- In Tanzania, the programme was able to leverage the work of other UN agencies under the United Nations Development Assistance Plan (UNDAP), for example by using UNFPA's programming in statistics as an entry point to influence the Tanzania Statistical Master Plan, and by working with FAO to advocate for the generation and use of sex-disaggregated data in the agriculture sector.
- In Nepal, the programme collaborated with UNDP to integrate GRB into their capacity development programme for the Ministry of Finance, as part of the AMIS database. The multi-donor LGCDP programme also brought UN Women together with five other UN agencies.
- In Peru, UN Women has a positive working relationship with UNDP, which has been consulted and invited to UN Women programme events.
- In Cameroon, UNFPA and UNDP were involved in GRB training that was organized for sector ministries. UNDP and UN Women organized a training session on gender and economic policy (GEPMI) that complemented training on GRB.
- In Rwanda, UN Women and GRB in AE programme staff members have been working within the One UN environment to ensure that GRB thinking is reflected in the upcoming version of the UNDAP.

4.3.3 Medium-term Outcome 2

The medium-term outcome (effective and sustained integration of gender consideration into planning and budgeting processes, including in general budget and sector budget support, in five programming countries) is based on the reconstructed Theory of Change developed by the Evaluation Team, and reviewed with programme stakeholders during the evaluation data collection and analysis.

Key programme contributions to strengthening both the enabling environment, and the capacity of key actors for integrating GE considerations into planning and budgeting processes have been

described above. Therefore, in examining the programme's medium term outcome 2, our analysis focuses on the extent to which the achievements made to date are likely to be **sustained** without significant external support. Please also see sidebar.

Sustainability - The extent to which the programme has been able to institutionalize GRB, create ownership and inform policy (at global and country levels) to enable the continuation and dynamic adaptation of programme results after the end of external support.

Finding 11: In all five countries, the programme has contributed to furthering the integration of gender considerations into planning and budgeting processes, including in some SWaps. Many of the achieved changes are likely to be sustained and/or advanced under the leadership of national partners.

In the context of this programme, sustainability is very closely linked to the extent to which GRB has already been institutionalized at institutional, sectoral, and local levels.⁶¹ To date, the process of GRB institutionalization is at different stages in each of the five programming countries, and has, until now, focused on slightly different areas in each country (see sidebar).

The current degree of GRB institutionalization seems to be linked more closely to the respective national contexts (and to their starting points at programme onset) than to programme interventions in each country. The Evaluation Team did not find significant differences in the approaches or strategies employed by programme staff in the five countries that by themselves would account for the noted differences in GRB institutionalization.

In our view, the following factors are the ones most likely to determine the degree to which results achieved to date in each country are likely to be sustained. Most of these factors also affect GRB institutionalization.

- **The extent to which GE is embedded in planning and budgeting processes** at national, sector and/or local levels, e.g., through policies, strategies, guidelines, forms, tools, etc.
- **National ownership and leadership for GE in the context of planning and budgeting.** This relates not only to the strength of ownership, but also to whether ownership and leadership for GE are centred in only one or few actors (individuals or institutions) or are shared by actors with complementary roles and responsibilities both inside and outside of government. We expect that the latter is more likely to contribute to sustainability, as commitment and leadership that is spread out makes a system less vulnerable to changes in a single institution and offers greater opportunities for various players to hold each other accountable and enter into ‘friendly’ competition.
- **Individual competencies/collective capacity.** The number and distribution of competent actors in a given organization, sector, or system; their ability to work together, as well as the ability to sustain and expand existing capacity, e.g., through institutionalized capacity building mechanisms.
- **Accountability mechanisms** that allow for monitoring and assessing the extent to which government programmes meet existing GE commitments, as well as their quality. Ideally, different types of accountability mechanisms involve actors from inside and outside government.
- **Positive and negative incentives for integrating GE that are likely to influence key stakeholders’ behaviour.** Negative incentives are most effective in ensuring the fulfilment of obligations and maintaining the status quo. These are generally external (e.g., the need to comply with laws, policies, and donor requirements). Positive incentives are generally internal and are

GRB Institutionalization in Programme Countries

Rwanda is the only country that has introduced mandatory Gender Budget Statements for all line ministries.

Nepal is the only country with a system in place to track ODA/donor allocations in terms of GE responsiveness.

Peru has made some progress in GRB application at the local and sectoral level, providing tools and leading pilot processes to formulate Gender Responsive Budgeting.

Tanzania is applying GRB at the local level through the GELD programme pilot with Prime Minister’s Office and regional and local governments.

⁶¹ Please see section 4.3.2 on our understanding of the term ‘institutionalization’.

more likely to lead to adaptations and change. For example, understanding GE as a condition for poverty reduction and economic growth makes it more likely that an individual or institution will seek to improve GE integration.

- **Extent of reliance on external financial and/or technical support.** While national partners may have the political will to continue efforts to integrate GE into planning and budgeting, they may not have the technical and/or financial resources to do so without external support. In all five countries, the sustainability of results is linked to the continued availability of at least some technical assistance and/or donor funds for GE related work.
- **Extent of political and economic stability.** Related changes in the respective national contexts have the potential to disrupt, if not end, change processes put in place in each country.

Exhibit 4.1 summarizes selected opportunities and potential threats in relation to these factors in the three countries included in evaluation site visits.

Exhibit 4.1 Factors Affecting Sustainability

Factors	Nepal	Peru	Rwanda
GE/GRB explicitly embedded in planning and budgeting processes	<p>Strengths:</p> <ul style="list-style-type: none"> • GE/GRB part of the PFM process • GRB classification part of GoN's "Red Book" (national budget document) • GRB classification part of the NPC's Annual Planning formats for Line Ministries • Budget Call Circulars integrated GRB component • Gender marker embedded in the Aid Management Information System database • GRB is built into budget preparation software; BMIS and LMBIS (budget management information system and line ministry budget information system) and GFS (Government Financing Statistics) <p>Challenges:</p> <ul style="list-style-type: none"> • Line ministries not yet fully involved • Limited system for tracking expenditures 	<p>Strengths:</p> <ul style="list-style-type: none"> • National law obliges the incorporation of GE/GRB in planning and budgeting processes • Ministry of Finance is working towards embedding GE/GRB in planning and budgeting processes, tools and frameworks have been developed to facilitate the process <p>Challenges:</p> <ul style="list-style-type: none"> • Lack of wide-spread government awareness and buy-in for GE/GRB • Absence of system to systematically track GE commitments of donor contributions 	<p>Strengths:</p> <ul style="list-style-type: none"> • National gender policy explicitly mentions GRB <p>Challenges:</p> <ul style="list-style-type: none"> • Absence of system to systematically track GE commitments of donor contributions

Factors	Nepal	Peru	Rwanda
Ownership and leadership for GE in context of planning and budgeting	<p>Strengths:</p> <ul style="list-style-type: none"> GRB explicitly mentioned in GoN Budget Speech in 2011 Gender Responsive Budgeting Committee (GRBC) formal body to oversee GRB activities in MoF <p>Challenges:</p> <ul style="list-style-type: none"> MoF and GRBC capacities still require strengthening 	<p>Strengths:</p> <ul style="list-style-type: none"> MoF has come 'on board' and formally leads GRB agenda <p>Challenges:</p> <ul style="list-style-type: none"> Absence of visionary leadership that goes beyond compliance with legal obligations 	<p>Strengths:</p> <ul style="list-style-type: none"> Strong top level (President) support of GE MINECOFIN has provided visionary leadership for moving GRB agenda ahead & expanding it beyond initial pilot sectors, and at national as well as local levels
Number and distribution of individuals competent in GE and mechanisms to broaden existing capacity	<p>Strengths:</p> <ul style="list-style-type: none"> Human resource base developed in MoF and planning and budgeting divisions of various line ministries, government training institutions and CSOs <p>Challenges:</p> <ul style="list-style-type: none"> High turnover of government staff and no continuous capacity development programme (follow up, refresher, exchange, etc) on GRB and AE Consulted stakeholders noted strong reliance on the support of the UN Women technical advisor and expressed concern over the sustainability of GE efforts once the advisor's contract ends. 	<p>Challenges:</p> <ul style="list-style-type: none"> Few individuals competent in GE/GRB, and only in select ministries 	<p>Strengths:</p> <ul style="list-style-type: none"> While MoF plays lead role, other important players are 'on board', including the Gender Monitoring Office, members of Parliament, and (some) line ministries, in particular MINAGRI Institutionalization of GRB related training through the School of Finance and Banking SFB
Accountability mechanisms for monitoring and assessing GE	<p>Strengths:</p> <ul style="list-style-type: none"> Existing monitoring mechanisms such as the MCMP and recently developed DPMAS and AMIS provide opportunity to monitor GE commitments <p>Challenges:</p> <ul style="list-style-type: none"> Weak capacity to enforce accountability mechanisms within and outside of government 	<p>Challenges:</p> <ul style="list-style-type: none"> Lack of accountability mechanisms within government departments to monitor progress on GE commitments Civil society does not (yet) play significant role 	<p>Strengths:</p> <ul style="list-style-type: none"> Gender Budget Statements mandatory for all line ministries, provinces and districts Parliament is critically reviewing Gender Budget Statements Entities such as Gender Monitoring Office, Parliamentary Budget Commission, Women Parliamentary Forum engaged in monitoring and holding government accountable on GE <p>Challenges:</p> <ul style="list-style-type: none"> Civil society does not (yet) play significant role

Factors	Nepal	Peru	Rwanda
Incentives for integrating GE/ considerations	<p>Strengths:</p> <ul style="list-style-type: none"> GRB classification mandatory for all ministries through NPC annual formats which feed into MoF budgeting process <p>Challenges:</p> <ul style="list-style-type: none"> Line ministries still need to be brought to the same level in systematically using tools and processes 	<p>Strengths:</p> <ul style="list-style-type: none"> National law obliges the incorporation of GE/GRB in planning and budgeting processes <p>Challenges:</p> <ul style="list-style-type: none"> Lack of understanding and subsequent buy-in of the ability to achieve poverty reduction through GE/GRB 	<p>Strengths:</p> <ul style="list-style-type: none"> Gender Budget Statements mandatory for all line ministries, provinces and districts Parliament is critically reviewing Gender Budget Statements
Economic/political Stability	<p>Challenges:</p> <ul style="list-style-type: none"> Political instability e.g. due to recent dissolution of the Nepalese Constituent Assembly. 	<p>Strengths:</p> <ul style="list-style-type: none"> Currently enjoying a period of relative political stability and stable economic growth 	<p>Challenges:</p> <ul style="list-style-type: none"> Recent suspicions of the government's support for combatants in the DRC led several donors (including the EC) to indicate that they might terminate aid to Rwanda.

4.4 Impact

Finding 12: While it is too early to assess the programme's ultimate impact, it has contributed to improving donor and partner country accountability for GE.

The evaluation examined the programme's progress towards its overall objective as articulated in the LFA and its ultimate impact as stated in the reconstructed Theory of Change (see sidebar).

Overall Objective: Enhanced accountability for gender equality of donor and partner countries in the aid effectiveness agenda (as articulated in the programme LFA)

Ultimate Impact: Implementation of GE commitments by donor and partner country governments in support of the AE agenda

Given the programme duration and objectives, it is too early to talk about ultimate impact, especially vis-à-vis women's access to tangible and equitable services as a result of GRB application. In terms of the programme's overall objective, the evaluation examined the programme's progress on the impact indicators in its LFA, which are summarized in Exhibit 4.2.

Exhibit 4.2 Progress towards Impact Indicators

Impact Indicators	Evidence of Progress to Date
Change in budget allocations towards women's priorities	In Rwanda, budget allocations for GE in the agriculture sector increased by 14.3% between 2009/2010 and 2010/11. Several stakeholders attributed this, at least in part, to the advocacy by the CSO umbrella organization CCOAIB which was able to draw upon data from the agriculture budget tracking exercise that it had conducted with support from the GRB in AE programme. ⁶² Also, the use of gender budget statements made it possible to capture increases in budgetary allocation to GE priorities. For example, it was estimated that 7.6% of the national budget for 2011/12 was allocated to gender priorities, more than double the allocation in the previous year.

⁶² Stakeholder views on the extent to which CCOAIB's budget tracking study had caused or even contributed to this change in budget allocations varied, with some individuals pointing out that related considerations had been 'in the making' even before the tracking exercise had been carried out.

Impact Indicators	Evidence of Progress to Date
	Under the budget classification system, 19% of the 2011/12 national budget has been categorized as being “directly gender responsive” and 46% indirect gender responsive. This system has made it possible for the national government to effectively align, allocate and monitor budgets with gender needs.
Number of national processes that clearly integrate gender indicators, and monitor budget allocation from a gender perspective	<p>In all five countries, while systematic monitoring is still in early stages, the programme contributed to developing and/or strengthening gender indicators at both national and sector levels. The programme contributed to the completion of the optional module on gender in the 2011 PD Monitoring Survey in four of the five programme countries. In Nepal, it contributed to the inclusion of a gender marker in the AMIS database to track donor GE commitments and data on gender responsive allocations in the annual budget document. In Rwanda, gender budget statements from all sector ministries are now compulsory (see above).</p> <p>The programme also made significant contributions to the Busan meeting and outcome document, which reinforced the need for meaningful gender indicators and monitoring of GE resource allocations at the country level in the context of the AE agenda.</p>
Gender equality is part of donor and programme country policies and processes relating to the aid effectiveness agenda	<p>As described in section 4.3.2, the evaluation found several positive examples of strengthened national institutions demonstrating increased ability to define and lead the development discourse (including on GE) in their respective country, e.g. in Rwanda (MINECOFIN), Cameroon (MINEPAT, MINFI and MINSANTE), and Tanzania (Ministries of Agriculture, food Security and Development and Labour, Employment and Youth Development)</p> <p>In some cases (e.g., Rwanda) government representatives – with support from the EC/UN Women programme – also demonstrated strong leadership for integrating gender equality in the global policy discourse on the development effectiveness agenda.</p> <p>The Busan Outcome Document, to which the GRB in AE programme contributed, constitutes a positive milestone in creating enhanced donor and national government policy commitments to integrating GE into planning and budgeting processes. However, the evaluation found very little evidence of donor agencies ‘translating’ their policy commitments to GE into specific actions or processes at country level (e.g., in aid modalities such as GBS and SWAPs, or in donor funded programmes and projects).</p>

Overall, evaluation findings indicate progress towards the programme’s overarching objective of enhancing donor and partner countries’ accountability for gender equality both in terms of globally agreed commitments, as well as (in case of partner countries) translating these commitments into changes at national and/or sector levels. While the programme is not solely responsible for the noted progress, it has contributed to accelerating and/or expanding the momentum for change already existing in the various contexts that it worked in.

Finding 13: At the global level, the programme’s achievements connected to the Busan HLF-4 and related follow-up have the potential to influence high level policy dialogue and collaboration for advancing GE beyond the programme’s duration.

A considerable part of the programme efforts focused on contributing to UNW advocacy efforts for the Busan HLF and the related outcome document, and thus on a specific event and product. The full impact of the Busan meeting and the programme’s related achievements will only become evident in the longer term, especially the extent to which signatories will actually implement commitments. While these are objectives beyond the immediate influence of the programme, a number of the programme’s products and achievements may well play a role in sustaining the momentum for change. These include:

Knowledge building

- The programme has provided knowledge and an evidence base on GRB in the context of AE, and has made relevant information and tools available to a broad global audience. These can continue to be used, beyond the Paris Declaration and the HLF-4, for awareness raising and advocacy work

at global, regional and national levels in UN processes and discussions on development cooperation and the post 2015 development agenda and policies related to public sector reform.

Partnerships

- The programme has deepened and confirmed the partnership of UN Women and the EC. As such, UN Women and the EC continue to be well positioned to (jointly and separately) inform and influence global policy dialogue and advocacy.
- The programme has supported developing country partners in playing a proactive and increasingly influential role in advancing GE in the context of the AE agenda, e.g., by piloting the Paris Declaration Gender Module and sharing related experiences and recommendations, including the suggestion that the module should be mandatory for all PD signatories, not only developing countries. Strengthening the role and status of developing country governments in the global policy dialogue has the potential to contribute to ensuring the continued relevance and realization of the PD principles, and thus the AE agenda.

Technical support

- UN Women has specifically taken on the task of facilitating partner programme countries in devising systems and country level indicators to be able to track commitments made at Busan, in alignment with the post Busan Global Monitoring Framework. The work conducted under the GRB in AE programme provided a solid basis for this work in establishing effective and trust-based relationships with national partners.

One key factor that may negatively influence the translation of global level advocacy work into actual changes on the ground is an observed lack of guidance and incentives to ensure consistent implementation of global donor agency commitments to GE at the country level. Evaluation data show that while donor (including EU) representatives at the country level tended to confirm their agency's overall commitment to GE, there is little evidence of this commitment translating into changes in their respective programming, or their contributions to national or sector specific coordination groups (see section 4.3.2).

4.5 Conclusion

The programme has achieved most of its expected outputs and has made progress towards its envisaged outcomes.

The evaluation's overall findings regarding the programme's effectiveness are positive. The programme has made good use of the available time, which was limited, especially for the types of contributions aimed at during Phase II. There is considerable evidence that the programme achieved its intended outputs and short-term outcomes at the global and national levels, and some evidence of its progress towards the envisaged medium-term changes to which the programme intended to contribute.

The programme contributed to broadening the global knowledge and evidence base for GRB application in the context of the AE agenda, including on the value added deriving from the interaction of the two. Data from the review of documents and interviews with consulted stakeholders indicate that the programme was particularly strong in helping strengthen national capacity for GRB application and in supporting its institutionalization and ongoing nationally-led efforts. To date, the extent to which GRB capacity and related capacity building have been institutionalized in each country differs, largely corresponding to their respective starting points at programme onset.

Consulted programme partners and stakeholders at national and global levels indicated that the programme has helped to consolidate UN Women's reputation and role as a global leader in advancing GRB.

5. Programme Efficiency

This chapter examines the extent to which programme resources (financial resources, human resources, and time) were allocated strategically in order to ensure efficiency.

Efficiency – The extent to which the programme has strategically allocated available resources (financial, human, technical etc.) to achieve the stated outputs and outcomes in a cost effective and timely manner.

Finding 14: Overall, the programme has used its resources strategically and has provided good value for money.

The total budget for the programme was €2.73 million (approximately US\$3.9 million) and was disbursed in four tranches.⁶⁴ The budget breakdown by programme component, shown in the sidebar, illustrates the emphasis put on country level work during Phase II. The total budget available for each of the five Phase II countries was €301,800 (approximately US\$ 446,515).

Programme Budget Breakdown

Phase I: US\$ 528,547 (approximately 13.7% of total budget)

Phase II: US\$ 2,232,578 (58%)

Administrative Office Support:⁶³ US\$ 269,319 (7%)

Global activities, coordination, and M&E: US\$ 816,975 (21.2%)

Most consulted programme staff at both HQ and country level agreed that available programme resources were reasonable but far from abundant. They noted that the short timeframe for implementation, especially of Phase II, was a more significant challenge for country level work than a lack of funding.

No specific concerns regarding the programme's use of resources were raised by consulted stakeholders or identified in the review of available programme documents. To the contrary, several consulted stakeholders at global and country level noted that in their view the programme had been able to achieve considerable results given its available resources.

The programme made some strategic decisions that helped ensure the efficient use of resources. These included:

- The decision to limit Phase II to five rather than ten countries, and basing the selection of countries on criteria such as the likelihood of results being achievable and sustainable in the country context.
- Identifying entry points and strategic partners in each country based on research and country-level consultations, thus limiting the likelihood of wasting resources on ineffective partnerships.⁶⁵
- Making limited and selective use of international consultants, and promoting the use and strengthening of national expertise (e.g., by selecting national staff for the positions of GRB advisors in each programming country).

⁶³ Administrative Office Support. To our knowledge, 7% is the standard rate for donor-funded programmes administered by a UN Agency.

⁶⁴ The first three, in February 2008, October 2009, and May 2011. Available documents did not specify when tranche 4 was released.

⁶⁵ Not all partnerships were as successful as initially hoped for (e.g., with the Ministry of Gender in Peru). However, this was not foreseeable, and does not diminish the programme's intent to work with strategically placed/interested partners.

- Investing in low-budget/ high-impact initiatives, for example by providing strategic input to enhance the quality of plans and activities driven by national partners, rather than driving the process.

- Establishing synergies with other GRB-related work at country or regional level by collaborating with other UN agencies (e.g., UNFPA and UNDP) and bilateral donor agencies (e.g., CIDA, GIZ, and Spanish Aid). Synergy with its predecessor programme was limited, as noted in the sidebar.

The EC Results Oriented Monitoring (ROM) exercise conducted in 2010 observed that the GRB and AE programme had “good synergy with the EC-UN Partnership on Gender Equality for Development and Peace” but did not provide specific examples to illustrate this observation.

The evaluation of the EC/UN Partnership on GE for Development and Peace conducted in 2010 also acknowledged synergies between the two programmes in a few countries (e.g., Cameroon and Nepal), but noted that overall synergies between the two programmes had been less than hoped for due to the different timelines (the implementation of the GRB programme at country level only started when the EC/UN Partnership was winding down). This view was confirmed in interviews with UN Women staff at HQ and country level as part of this evaluation.

- In several countries (e.g., Rwanda and Nepal) the programme’s work built on UN Women’s previous and ongoing GRB-related efforts. The transition was seamless and reflects a strategic use of resources that avoided ‘reinventing the wheel’ and focused on providing continued and coherent support to national partners. However, this continuity also makes it difficult to attribute achievements to this particular programme, and consulted national stakeholders were not always clear whether their collaboration with UN Women staff was supported by the EC-funded intervention or by other resources.
- Reassigning resources from one country to another if one had reached its absorptive capacity for a certain period, while the other was able to use additional resources.⁶⁶

Finding 15: Delays in programme implementation were largely due to factors beyond the control of the programme management and affected programme efficiency only temporarily. A no-cost extension allowed the programme to complete most of its envisaged activities and fully disburse programme funds.

As noted in Annual Programme Progress reports, as well as the EC ROM report, programme implementation suffered from delays during Phase I (due to difficulties in recruiting suitably qualified researchers and in selection of countries), during the transition to Phase II (the selection of countries for Phase II took several months and the transition from UNIFEM to UN Women and integration into the One UN also affected staff strength in some countries such as Tanzania), and during Phase II (due to difficulties in recruiting staff,⁶⁷ staff turnover in most countries, and the longer than expected time required for carrying out participatory stakeholder consultations to present and discuss country implementation plans).

Overall data from document review and stakeholder consultations indicate that most of the delays were not due to weaknesses in programme management, but to factors that were beyond the programme’s control (e.g., staff turnover, delays in national partners signing collaboration agreements), or to weaknesses in the programme design, particularly in terms of unrealistic timelines (e.g., for staff recruitment and for participatory processes with a wide range of stakeholders).

By March 2010 (nearly halfway through the originally envisaged implementation period) only 21 per cent of the total EC programme contribution had been spent. In May 2011, actual expenditures of country level

⁶⁶ To our knowledge, this only happened for the last budget tranche however.

⁶⁷ As noted in the ROM, Peru had not recruited a TA by September 2010.

funds ranged from 68 per cent in Cameroon to 72 per cent in Peru, 86 per cent in both Nepal and Rwanda, and 94 per cent in Tanzania. The delay in Cameroon was due to a change in programme staff, which resulted in a temporary halt of most programme activities. However, the no-cost extension granted in February 2010 allowed the programme to catch up in all countries. According to UN Women HQ, at the end of the programme, the delivery rate in all five countries as well as at global level was close to 100 per cent. While the no-cost extension derived from a delay of the initially envisaged timeline, the Evaluation Team thinks that the resulting programme duration was more realistic than the period initially planned.

6. Factors Influencing Performance

6.1 Overview

This chapter presents the evaluation findings on a number of key factors that, in addition to the context-related factors noted in Chapter 2, have positively or negatively influenced programme performance. These include findings on programme design (section 6.2), programme strategies (section 6.3), programme management (section 6.4), and the EC/UN Women partnership (section 6.5).

6.2 Programme Design

Finding 16: The overall programme design had several strengths which built on research and past learning but also some limitations stemming from the programme logical framework that lacked clarity regarding stakeholder expectations and intended results.

Design Strengths

Some of the key strengths of the Integrating GRB in the AE Agenda programme are outlined below.

Incorporating Lessons Learned from UN Women’s previous work: As evidenced in the (revised) Programme Proposal to the EC (November 2007), the programme design incorporated a number of lessons learned from UN Women’s considerable experience in GRB work, including the realization that: i) ongoing budget reforms and/or attempts to move to a form of results-based budgeting constitute one of the most favourable conditions for introducing GRB-related thinking and tools; and ii) that to make a lasting difference, programme interventions need to be supported or, ideally, led by influential champions in the respective country. These lessons were reflected in the programme design, as illustrated in the following examples. See also sidebar.

Consulted staff at UN Women and EC headquarters did not have information on whether the design of the GRB in AE programme had been informed by lessons learned from strengths and challenges experienced with the earlier EC/UN Partnership programme design. Given that the GRB in AE programme proposal was submitted in late 2007, it seems unlikely that the design was able to incorporate major lessons learned from the earlier initiative. One consulted UN Women staff member suggested that some of the programme’s strengths outlined in this section might be due to the fact that the programme was more solidly grounded in specific countries, rather than taking a global perspective.

Phase II programme countries: While the country research conducted during Phase I included ten countries, Phase II was limited to the five countries that, based on the research findings and consultations, showed the greatest likelihood of benefiting from the programme and/or that provided an environment conducive to results achievement. While the programme faced a number of challenges in the selected Phase II countries, the chosen approach was appropriate in that it reduced foreseeable risks, e.g. related to duplication of efforts, or waste of resources due to a hostile or otherwise not conducive environment. It also helped avoid spreading available resources too thinly.

Two-phase approach: Consulted stakeholders widely agreed that the programme’s two-phase approach was appropriate and useful and that the programme was able to effectively connect its two phases. The country research conducted during Phase I, including the subsequent country and sub-regional consultations, provided relevant background and baseline information on the ten programming countries. It also allowed the programme to build relationships with key partners in each country, and help sensitize stakeholders on GRB-related issues. The research studies also provided an evidence base for formulating recommendations for selection of Phase II, countries, in particular on which countries showed the most promise, and on specific entry points in these countries for further GE work. As such, Phase I laid a

valuable foundation for informed and focused capacity development assistance during Phase II. This was also noted in the EC ROM report, as noted in the sidebar.

Global programme addressing both global and national levels:

Implementing the programme in several countries in three different global regions allowed it to generate a wealth of experiences and lessons, and created the potential to broaden the base of evidence and relevant country level examples. Similarly, as described in section 6.3, the programme was able to meaningfully combine and use its work at global level and in several national contexts to influence and benefit each other.

[...], the country reports informed the development of the country implementation plans, supported advocacy efforts and provided inputs into the mid-term review of the EC thematic strategy for the Programme "Investing in People" (2007-2013). The reports have also provided baseline recommendations to consultations on the EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2013).

EC Monitoring Report, All Country Report, November 2010, p.3

Appropriate ‘mix’ of HQ and country led leadership: As any global programme managed by HQ, the GRB in AE programme faced the challenge of ensuring overall consistency of objectives and approaches, while at the same time allowing for flexibility to allow country teams and national partners to develop tailored approaches that would be relevant and appropriate in the respective context. As indicated by programme documents and confirmed by consulted stakeholders, the programme design achieved a good combination of the two. Phase I was largely managed by UN Women HQ to ensure consistency and comparability of the country studies. The design of Phase II, on the other hand, included the development of country-specific implementation plans that were based on the Phase I research and related national and regional consultations with programme partners. With a few exceptions (see below) most consulted programme staff and partners stated that they did not feel that any components of the programme had been imposed on them by their respective HQ or handled in a too ‘top down’ fashion. Several consulted UN Women programme staff at the country level positively noted that the programme management team at UN Women HQ had provided helpful and valued strategic advice, as well as advisory and management support throughout the programme, and in particular since arrival of the current programme manager.

Capacity Development: The programme design reflects an understanding of capacity development that acknowledges the complexity of the issue – including the realization that in order to make a difference, capacity is required at both the individual and institutional level.⁶⁸ Country level interventions as outlined in the overall programme design and the subsequent country implementation plans illustrate this by including a variety of approaches to strengthening partner capacity. In most cases, these go beyond one-off training workshops, and include, for example, opportunities for follow-up, ongoing mentoring/shadowing, as well as the explicit intent to work towards institutionalizing GRB-related training and other forms of capacity development within the respective national contexts.

Design Shortcomings

Our analysis also indicated a number of gaps and/or weaknesses of the programme design and related challenges in planning, monitoring, and country selection. These are outlined below.

Programme Logical Framework: The programme’s LFA (both the original and revised March 2010 versions) provides an overview of the key changes the programme set out to achieve at different levels. However, consulted programme staff and the Evaluation Team identified a number of gaps in the way the framework(s) define the programme’s objectives and intervention logic. These are discussed below.

- In the LFA, the Overall Objective (“*Enhanced accountability for gender equality of donor and partner countries in the aid effectiveness agenda*”) does not explicitly link the programme to a **broader development goal**. While it is implied that enhanced accountability for GE will lead to

⁶⁸ An issue that is also emphasized in UN Women’s corporate GRB Theory of Change, July 2010

the actual implementation of GE commitments, which, in turn, would contribute to positive changes in women's lives as well as to enhanced development effectiveness/reduced poverty, this is not explicit.

- The **logical links** from the LFA's Objectives (outcomes) to the Overall Objective (impact) are not fully convincing. In our understanding it is missing at least one level of result. For example, Objective 1 aims "*to deepen the understanding of EU decision makers and national partners on effective uses of GRB in the context of the aid effectiveness agenda.*" It is not evident how 'deepened understanding' leads (more or less directly) to the overall objective of 'enhanced accountability' as measured, for example, by changes in budget allocations towards women's priorities.
- The **difference between results levels** (i.e., from Expected Results to Objective (or outputs to outcome) is not always clear. This is particularly noticeable in Objective 1 where there is no significant difference between 'increased knowledge' (one of the Expected Results) and "deepened understanding" of EC policy makers and national partners (the Objective). At the same time, some of the Expected Results (outputs) indicate more complex changes than the related higher level Objective (outcome). For example, Expected Result 1.2 "*Consensus amongst development practitioners (donor and programme countries) on key advocacy messages towards [HLF in Accra] Ghana*" would seem to be a desirable consequence of Objective 1, "*deepened understanding on effective uses of GRB in the context of the aid effectiveness agenda*" rather than a lower level result.
- The programme's Expected Results (outputs) do not explicitly address **envisaged changes in the capacity** of entities, such as civil society organizations and parliament, that could play a role in holding government agencies accountable for integrating GE commitments into planning and budgeting processes, and for implementing these commitments. For example, in the revised LFA, Expected Result 2.5 is "*Planning, budgeting and aid management dialogue mechanisms are inclusive of gender equality advocates and gender focal points.*" While this does mention GE advocates, the key unit of change is dialogue mechanisms, not the capacity of GE advocates. At the same time, the programme's work on the ground includes considerable capacity strengthening support to CSOs, especially in view of their potential role for monitoring budget implementation and influencing planning and budgeting processes. Similarly, the LFA does not do justice to the programme's de facto work with stakeholders such as parliamentarians (e.g., in Rwanda and Tanzania), or oversight bodies like the Gender Monitoring Office in Rwanda, all of whom have an important role to play in holding a government accountable to implementing its GE/GRB commitments and ensuring quality of GRB application.
- The LFA does not provide any guidance on the **expected role or results to be achieved in relation to EU delegations on the ground**. This is important given that some stakeholders expected the programme to provide hands-on capacity development support for EU staff on the ground. See section 6.5.
- **Reflecting programme evolution:** While the LFA was revised in 2010 to reflect insights deriving from programme implementation up to that point, this did not include changing the original references to influencing the Accra HLF in 2008 to contributing to the Busan HLF in 2011. At the time it was already clear that the programme had not been able to significantly influence the Accra HLF, but was in a position to contribute to the Busan event. The revision would also have provided the opportunity to expand the envisaged scope of Objective 1 beyond the specific event of the HLF, e.g., to include follow up work to facilitate implementation of the Busan Outcome Document at the country level.

Country selection: Available programme documents outline eight criteria for selecting the five Phase II countries (see sidebar). It is not evident, however, how these criteria were applied, and based on what assumptions.⁶⁹ For example, criterion 1 (percentage of ODA to national budget) does not indicate whether the countries selected were intended to include only countries with particularly high or low percentages of ODA, or countries with a wide range of ODA percentages. The latter is implied by the final selection, which included countries that ranged from 4 to 50 per cent of ODA in national budgets. If this was

deliberate, then it would have been helpful to clarify the related assumptions (e.g., learning opportunities seen to derive from a variety of national contexts). As it is, UN Women and the EC may have missed opportunities for learning due to the considerable differences between the selected countries, which made it more difficult to identify specific factors influencing or hindering success.⁷⁰

Monitoring Indicators: The lack of evidence of some programme results was a challenge for the evaluation. In some cases, this was because the programme did not systematically monitor its defined indicators to measure progress; in other cases no appropriate indicators had been defined for the respective result (e.g., in relation to “deepened understanding of EU and other donor decision makers”). Consequently, the evaluation sometimes had to rely on anecdotal evidence gathered through stakeholder interviews.

Realistic Time Planning: One challenge in the two-phase design was that in most cases it required different country level staff to be involved in Phase I and II. While this made sense given the different skills required during the two phases, the design significantly underestimated the amount of time and effort required to identify Phase II core staff, particularly national GRB Technical Advisors with the requisite knowledge and experience in both financial management and gender equality, i.e. “the right people with the right skills”. Similarly, the initial programme timeline underestimated the amount of time required for the national and regional consultation processes.

6.3 Programming Strategies

This section explores the programme’s strategies and the approaches it used to implement them at global, regional and national levels. For analytical purposes, we categorized the broad variety of programme activities under the following three types of strategies:

Criteria for Phase II country selection

- 1) % of ODA to national budget
- 2) Extent of use of GBS and SWAps in aid management
- 3) Existence of political commitment amongst donor (especially EC country delegations) and partner countries to support accountability towards gender in GBS,
- 4) Evidence of effective GRB efforts in country
- 5) National entry point identified in the review and follow up relating to demand for capacity development around GRB
- 6) Added value of the programme to the country based on other existing efforts
- 7) UNIFEM’s human resources capacity and experience in working with Government, donors and civil society organisations
- 8) Assessment of the results that can realistically be achieved in each country

Source: Country identification: Stage II (2009-2011) (May 2009)

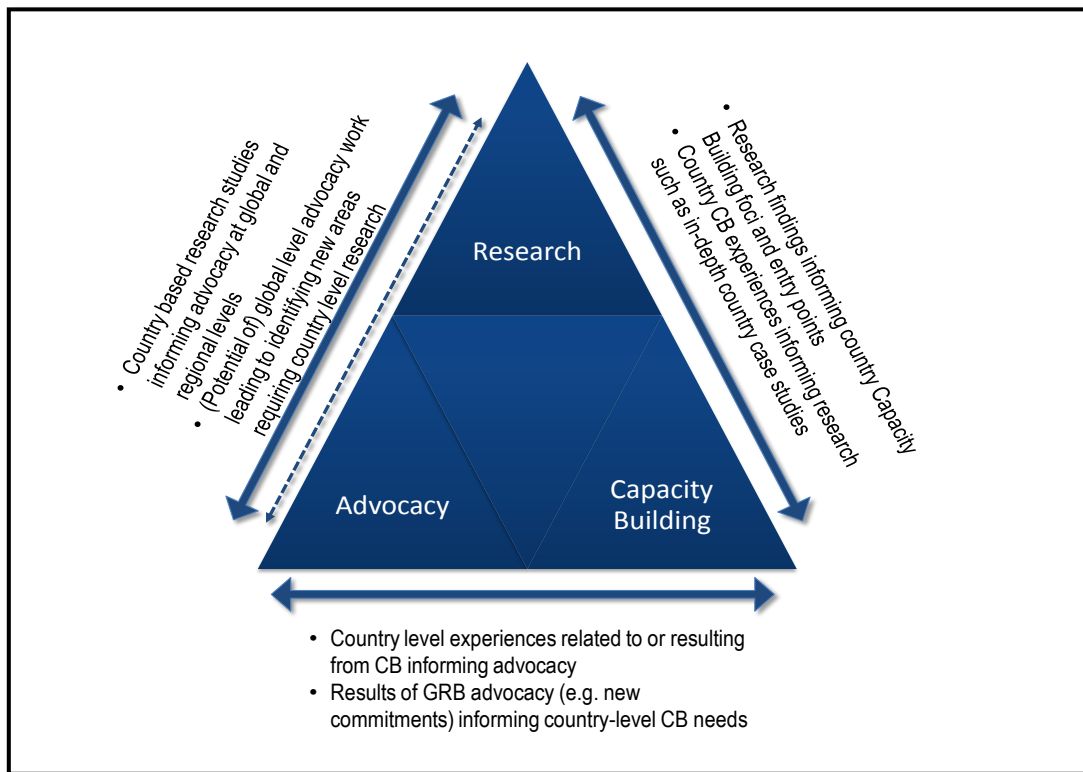
⁶⁹ A similar observation was made regarding the selection of countries for Phase I: The “Ten Country Overview Report” (2009) noted that: “The ten countries were to be selected by UNIFEM and EC on the basis of criteria such as the existence of GRB work, the use of general budget support (GBS) or sector budget support, and the presence of budget reform processes. In reality, several of the selected countries did not neatly match these criteria.”

⁷⁰ The selection of Peru was, in our view, surprising, given that the country did not have significant GBS/SWAP engagement at the time of programme design or the foreseeable future, nor was the percentage of ODA as part of the national budget very high.

- 1) **Conducting research and broadening the evidence base on GRB** use in the context of the Aid Effectiveness Agenda;
- 2) **Advocacy and awareness raising** at global, regional, and national levels to advance the integration of gender into national planning and budget processes, and into global and regional policy fora on development effectiveness and related GE accountabilities;
- 3) **Tailored support for strengthening national capacity for GRB** application and institutionalization, with a view to creating a more conducive enabling environment, as well as a critical mass of competent people and teams in strategic positions.

The distinction between these three strategies is analytical; in practice the three were closely intertwined and the programme deliberately used each strategy to complement and strengthen the others, as illustrated in Exhibit 6.1. Each of these strategies, in particular #3, was implemented through a number of different approaches as discussed below.

Exhibit 6.1 Interplay of Key Programme Strategies



Finding 17: The programme utilized three basic strategies and a variety of approaches a variety of strategies to achieve its envisaged results. One of the programme’s particular strengths was its willingness and ability to tailor approaches to specific contexts and partners.

Research and Broadening the Evidence base on GRB in the context of AE

The programme put considerable emphasis on contributing to broadening the research and evidence on the use of GRB in the AE context. Examples of research and knowledge products deriving from the programme were outlined in Chapter 4 above.

As noted by several consulted stakeholders, a particular strength of the Ten Country Research Study conducted during Phase I was its focus on country-level experiences and donor actions on the ground (rather than on donor commitments). It also presented some challenges, as noted in the sidebar.

Another positive trait of the initial research was its use of both high-level international expertise and national consultants. Similarly, the

programme made deliberate efforts to share and validate research findings in a participatory manner, involving both global experts, as well as a wide range of national and regional stakeholders.

The initial country research conducted during Phase I was further expanded in the Phase II country case studies for Cameroon, Nepal, Peru, and Rwanda, which explore specific successes and lessons learned in considerable depth. The studies, which were completed in the final year of the programme and later updated by UN Women HQ, are likely to be put to good use in the new F4GE programme and beyond.⁷¹ Research and evidence building were also supported as part of the work at the national level, where country specific knowledge products were developed, such as in Nepal and Rwanda.

The programme not only produced research, but also made use of it. The Ten Country Study, for example, provided the basis for selecting the Phase II countries, identified potential entry points and foci of country level programming, and also served to formulate more concise knowledge briefs on the relationship between AE and GRB. The study contributed to programme efforts leading up to the Busan HLF in 2011. Similarly, as noted in the section below, knowledge and evidence gained from country level experiences were frequently used to inform UN Women's and its partners' advocacy work at various levels.

Advocacy and Awareness Raising on the Use of GRB in AE

Throughout the two phases, the programme conducted advocacy and awareness raising activities at both global and national levels using three basic approaches, as discussed below.

Use of research and knowledge products: As noted above, related programme activities derived strength from being largely grounded in specific country experiences, while being closely intertwined with the programme's work on research and knowledge generation. The ten-country research study and supporting knowledge briefs were important tools used to inform the EU and other donors to prepare for the HLF-4 in Busan. They provided gender advocates with evidence to back up their advocacy statements, and also helped clarify the previously under-defined conceptual link between GRB and the AE Agenda.

Facilitating sharing of knowledge and experience: Another approach was the programme's role in initiating and/or facilitating opportunities for relevant actors at national, regional, and global levels to come together to discuss, learn from each other, and, where possible, define joint positions or statements to influence broader level policy dialogue (e.g., High Level Meeting on GRB in Kigali, 3rd African regional meeting on development effectiveness, and support for global women's organizations in preparation for the HLFO in Busan).

Research Strengths and Challenges

The ten country studies followed the same structure to facilitate comparison between countries. While this was reasonable and effective, it also posed challenges. For example:

The study's focus on national level experiences meant that examples of GRB application and institutionalization at the local level were not captured (e.g., in Peru).

The study's focus on the practices of the EU and donors from EU member states meant that the practices and role of the World Bank, a large and important actor in all ten countries, was not taken into account (as noted in the 10 Country Summary Report).

⁷¹ Given that a case study on Tanzania was being developed as part of the GELD programme, the GRB in AE programme made the justified decision to not duplicate efforts, and therefore did not pursue its own case study on Tanzania. Unfortunately, the study produced was not as helpful as UN Women had hoped for.

Participating in and influencing donor/development partner coordination bodies: A third approach to advocacy and awareness raising was by participating in, and, to the extent possible, influencing various donor/development partner coordination bodies in each of the five Phase II countries. As noted in section 4.3, this was easier to achieve in the context of development partner groups on gender than in sector working groups.

Tailored Strengthening of National Capacity

The programme used many approaches to capacity strengthening to enhance both the enabling environment as well as ‘people abilities’ in each of the five Phase II programming countries. These included: conducting or supporting training (and train the trainer) activities and developing or refining related materials; providing technical assistance on an ongoing or on-demand basis; supporting the review and/or development of GRB policies, tools, guidelines, etc. (either by providing TA, or through financial support that allowed partners to contract consultants); supporting the development and implementation of GE accountability mechanisms or systems (e.g., by helping partners develop monitoring methodologies and/or indicators); and offering ongoing on-the-job coaching and mentoring to key partners.

Across all five countries, the programme tailored its work to the needs and priorities of its partners and their national contexts. It also tried to provide comprehensive capacity support to enhance the enabling environment for GE and GRB.

Tailored approaches: The programme shaped its work and made many of its programming decisions in each of the five countries based on the national context. This influenced several aspects of the programme, including:

- **The number and types of partners that the programme worked with** – Beyond the ministries of finance and gender, which were common to all five countries, the programme also worked with other organizations/entities that were interested in and/or had the potential to contribute to institutionalizing GRB.
- **The type of work the programme did in each country** –The programme tailored its work in each country to specific issues or capacity gaps that partner organizations needed support in (depending on their mandates and capacity), and/or to specific tasks the partner needed to carry out and requested help with. See also sidebar.
- **The use of National GRB Advisors** – In some countries, the programme placed GRB advisors in ministries of finance. This was done in Rwanda until the beginning of 2010, and in Nepal, Peru, and Tanzania until January 2011. The GRB Advisors proved effective in providing sustained, targeted, on-the-job support to national partners (see sidebar below).

Benefits of a Tailored Approach

Several consulted stakeholders noted that the programme had been highly effective in supporting the **development of tools and materials** that were tailored to the specific national and organizational contexts, which considerably enhanced their relevance for day to day work.

They mentioned particularly helpful approaches, including: i) *adapting existing* tools, forms, and processes already used for planning and budgeting to better reflect GE considerations, and ii) integrating GRB/GE related considerations into existing tools and forms, and advocating to make these mandatory

Comprehensive approaches: While the programme conducted some training activities aimed at enhancing the skills of individuals that were not part of a larger plan, overall the programme made clear attempts to support more comprehensive capacity development that included both the development of individual skills and improving the environment for GRB. In all five countries, the programme worked to influence policies, guidelines, tools for GE and GRB, and worked with ministries of finance to develop long term national GRB capacity building plans. Progress in the implementation of these plans and national ownership of these plans differed across countries.

National GRB Advisors

Stakeholders consulted in the three countries visited confirmed the important role of the GRB Advisors and expressed appreciation for their ongoing support.

Some of the strengths they highlighted included the GRB Advisors': understanding and experience of economic issues; technical expertise related to GRB specifically and GE in general; willingness to provide support and strategic advice as needed; and willingness to listen to and support national partners in achieving their own evolving goals.

However, the experience with GRB advisors was not the same in each country. In Nepal, frequent turnover of MoF and Line Ministry staff meant that the GRB Advisor had to start the process of orientation and support all over again, leading to strong reliance on the GRB advisor. In Rwanda, the MoF's internal capacity was sufficiently strengthened that it eliminated the position of a dedicated in-house GRB coordinator/advisor, and asked UN Women for targeted support to specific issues or tasks.

The programme also worked with a range of partners inside and outside government in each country to strengthen national capacity for GRB and address GE in the analysis, planning, and monitoring of government programmes. Appendix X illustrates the types of partners and interventions in each country.

6.4 Programme Management

This section presents evaluation findings regarding UN Women's management of programme implementation, monitoring and reporting on programme progress, and communication and knowledge management.

Finding 18: UN Women's management of the overall programme was effective and demonstrated its ability to respond to emerging areas for improvement.

Overall Management

Document review and consultations with programme staff and partners indicate that UN Women's overall management of the programme was effective in that it facilitated both progress towards results as well as efficient programme delivery. UN Women country office staff particularly highlighted the current programme manager's leadership, guidance, and support to the implementation team (see sidebar).

In August 2010 the programme organized a skill building workshop in New York, bringing together UN Women national programme coordinators, technical advisors, and Headquarters programme staff. The purpose was to clarify programme objectives and develop a clear timeline for implementation in each country.

This event was largely based on the incoming Programme Manager's realization that country level staff members' understanding of the programme rationale and objectives – in particular the link between GRB and the AE Agenda – varied considerably. The workshop was timely given that country level implementation was still in early stages.

At the country level, the programme benefited from capable, committed and often experienced staff, including both regular country office (CO) staff⁷² as well as individuals specifically contracted under this programme. In several cases seasoned CO/(S)RO staff members who had worked on GRB issues in the past

⁷² In Rwanda and Peru, also (Sub) Regional Office staff

were able to help ensure consistency and continuity with previous UN Women efforts. In all countries, the programme made efforts to involve and strengthen the capacity of national GRB experts, in order to reduce national partners' and UN Women's reliance on international consultants.

The programme management structure varied slightly between countries. In Nepal and, initially, in Rwanda, programme coordination/management was handled by regular CO staff, while technical aspects related to GRB issues were the responsibility of staff members contracted under the programme. In Peru and Tanzania,⁷³ UN Women contracted a programme coordinator and outsourced most technical work to external consultants. In Cameroon and in Rwanda in the second half of Phase II, the respective GRB Technical Advisors were also responsible for managing the programme. In Tanzania, in the interim between the GRB in AE programme and the F4GE programme, both roles were taken over by the UN Women Country Representative after the previous programme staff member left and pending recruitment of a new programme officer.

Performance monitoring & reporting

Annual Progress Reports

The programme's narrative and financial annual progress reports to the EC have been the primary method of capturing and sharing information on programme progress. The reports are clear, concise, and comprehensive. The third and fourth annual progress reports provided numerous country specific examples, but also reflected on the bigger picture and cumulative programme results,⁷⁴ and illustrated how global and national level interventions and achievements influenced and benefited from each other.

The Evaluation Team noted that while the progress reports list the outcome and output indicators, these have not been used systematically to track, measure, and report on programme performance. This may be due, at least in part, to the fact that some of the LFA indicators were not suitable for measuring the result they related to.

Data collected during the three site visits indicated that some of the achievements presented in the progress reports had not yet occurred, or had occurred but had not been as successful as indicated in the report. Also, in several cases it is unclear whether and to what extent the programme contributed to the reported changes. Some examples are outlined in the sidebar.

In Peru, the EC had offered to facilitate the inclusion of UN Women in the membership of the donor group on public finance management. The Third Progress Report (p.6) strongly implies that the EC's request had been successful, while in fact – as confirmed by consulted stakeholders - the other group members rejected the EC's suggestion.

The Fourth Progress Report (p. 24) notes that "In Rwanda, starting in the 2011/2012 fiscal year, Gender Budget Statements were mandatory across all line ministries, as well as provinces and districts. This requirement extended the use of Gender Budget Statements beyond the initial four pilots sectors ... in which the programme began."

This information is listed as one of several examples under the heading of programme progress related to including GRB in budget instruments, but the report does not elaborate on whether and how the programme actually contributed to this change.

⁷³ Tanzania had a technical advisor in 2010/2011, a GRB finance assistant from late 2010 to end 2011, and a GRB coordinator in late 2011/2012.

⁷⁴ To cite one of many examples of 'good' reporting on programme progress over time: the Fourth Progress Report (p. 26) states: "In the previous reporting period (as documented in the Third Progress Report), the programme in Cameroon signed a Memorandum of Understanding with Dynamique Citoyenne... Also in the previous period, a training workshop supported Dynamique Citoyenne members to ... In the current reporting period, these efforts resulted in a 2011 budget tracking study of the Ministry of Health's budgetary allocations to reproductive health."

The progress reports mention some key challenges faced during implementation, but these are usually limited to explaining delays in implementation or lack of progress.

The reports provide little analysis of key factors influencing the work in the different country contexts and their implications. The three country site visits provided a wealth of new information not available in the progress reports that changed the Evaluation Team's understanding of the extent of progress in GRB institutionalization in each country. This included, for example, information on the levels of national leadership and ownership, and the extent to which achievements and processes were actively driven by local partners. The progress reports included little, if any, comparative analysis that put progress and achievements in each country into perspective. What may be considered a small achievement in one country may constitute a major success in another.

ROM Exercise and Report

In October 2010, the EC conducted a Results Oriented Monitoring (ROM) exercise that included two-day visits to UN Women Headquarters and country offices in Cameroon, Peru and Rwanda. The ROM exercise resulted in individual country reports, an overall summary report that outlined key achievements and challenges to date, and a number of recommendations to both UN Women and EC HQ.

Consulted UN Women staff at the country level noted that the ROM had been of limited use to their own work given that, at the time, Phase II interventions had only recently started, and it was too early to expect significant results. They also noted that the site visits were too short to form a rounded understanding of the national environment, and that the ROM consultants had not always been well prepared in terms of contextual knowledge.

Nevertheless, the ROM findings and recommendations did highlight a number of important issues, e.g. the need to further strengthen the frequency and quality of results-based reporting from the field, based on the observation that reporting had previously tended to occur on an ad hoc basis via email or teleconference. UN Women subsequently developed monitoring templates based on the implementation plans of each country and used these to collect data on emerging results and challenges at country level.

Communication and Knowledge Management

Consulted country level staff largely agreed that communication with the UN Women Headquarters team had been effective and appropriate. They noted that HQ communicated regularly with country offices⁷⁵ to capture information on emerging results and challenges, and also to share relevant management information and provide advice and assistance if and as needed (see sidebar).

Communication between the EC in Brussels and UN Women Headquarters in New York appears to have been effective (i.e., regular, transparent and direct) with both sides making efforts to address challenges or areas for improvement of the programme and/or the partnership as needed.

"There has been good communication between HQ and COs through emails, Skype, teleconferences, and the GRB Portal on UN Women's website where they post documents, announcements of key events, list of GRB Experts, etc."

"The HQ team was always there when we needed them, they are highly knowledgeable, and played a key role in facilitating appropriate sharing between countries."

Programme country team members

To ensure that programme knowledge products and tools were captured, the GRB and AE programme team worked closely with UN Women's corporate GRB programme knowledge management specialist at headquarters, who helped ensure that relevant knowledge and lessons learned were captured and made

⁷⁵ Peru does not have a country office and communications are through the SRO in Ecuador.

available in line with the corporate knowledge management strategy developed in June 2010. Also, to further enhance the programme's ability to effectively track and capture results, and to ensure adequate preparation for and management of the final programme evaluation, in October 2011 an additional programme officer was tasked with related responsibilities.

One of the recommendations deriving from the ROM exercise had been to establish a communication and/or visibility strategy at the country level to promote partnerships with national media and other institutions and promote the dissemination of information and knowledge sharing among a range of stakeholders. While there are some examples of the programme undertaking such activities in some countries (e.g., issuing press releases and sharing information with selected media outlets), these tended to be ad hoc rather than part of an articulated country strategy.

6.5 EC/UN Women Partnership

Finding 19: At the global level, the collaboration between the EC and UN Women was effective, and helped consolidate the strategic partnership between the two agencies.

Consulted global level stakeholders (both inside and outside of the EC and UN Women) confirmed the strategic relevance of the EC/UN Women partnership in view of its practical and symbolic implications for influencing global policy dialogue on GE in the Aid Effectiveness Agenda. Combining the EC's 'weight' as a large donor agency with UN Women's global mandate and thematic expertise was widely seen as beneficial for the two partners and the global community at large. Stakeholders made frequent reference to the Busan meeting, including its preparation period and Outcome Document, as an example of the importance and effectiveness of the partnership. They also noted the relevance of the EC's and UN Women's ongoing collaboration with a wide range of other global partners.

Consulted stakeholders at EC and UN Women HQs expressed overall satisfaction with how the partnership had unfolded, both in relation to managing the programme and in taking the collaboration further (e.g., in the recently signed MoU between the EC and UN Women, and the new programme on F4GE). Recent changes in EC HQ staff responsible for the collaboration with UN Women meant a loss in corporate memory. While this limited current EC HQ staff members' ability to comment on the GRB in AE programme's evolution and performance, most consulted stakeholders were confident that the changes would not negatively affect the future of the partnership.

Finding 20: At the country level, the collaboration between UN Women and European Union Delegations varied considerably, and was affected by a lack of clarity regarding the expected goals of the collaboration and the roles and responsibilities of each partner.

Despite generally good communications, UN Women and the EC appear to have had differing expectations regarding the GRB in AE programme's role in building the capacity of EU Delegations at country level, which may affect their respective overall assessment of programme effectiveness. This is further discussed in the following finding.

The depth and quality of the partnership between UN Women and EU Delegations varied not only by country, but also by individual, with the relationship intensifying or decreasing following changes in staff (on either UN Women's or the EUD's side). Overall, the collaboration of EC and UN Women at country level lacked clearly agreed objectives (outputs and outcomes), as well as a formalized understanding of the respective roles and responsibilities of the two partners and related strategies, as noted in section 6.2.

Neither the programme LFA nor other design documents provide an explicit summary of the EC's and UN Women's mutual expectations regarding EUD roles and responsibilities and/or benefits in terms of capacity development support through UN Women staff (see also sidebar). None of the five Country Implementation Plans (CIP)

developed to guide Phase II provide an explicit strategy for engaging with the respective EU country delegations.⁷⁶

According to programme progress reports and consultations with stakeholders at global and country level, this led to significantly

differing expectations regarding the programme's interaction with and support for EUDs, which in turn led to disappointment and frustration on all sides.

With the exception of Peru, the evaluation found little evidence of the programme being 'owned' by the respective EU Delegations, or of it being taken up as an opportunity to systematically strengthen EUD programming in terms of incorporating GE concerns. In this context it is also interesting to note that EUD staff members were the only consulted stakeholders that described the programme as being 'top down' and 'HQ focused'.

Frequency and content of communication between UN Women and EU Delegations at country level varied from country to country. Some consulted stakeholders stated that following the EC ROM report (which noted shortcomings in this area), UN Women programme staff made more regular efforts to keep the EU Delegation staff informed of programme activities. Also, in August 2010, UN Women HQ conducted a Skills Building Workshop for country programme staff in which it provided guidance on engaging with EUDs at the country level. This included increasing familiarity with EUs policy statements such as the Gender Action Plan and the EU Country Strategy Papers, and how countries could use these to influence the EU in fulfilling its gender commitments more effectively. However, despite this orientation, communication between UN Women and EUDs continued to vary between countries.

Overall, there is limited evidence of the partnership having systematically contributed to strengthening programme implementation or results at the country level. In most cases, the relationship between EU country delegations and UN Women tended to be a traditional donor-implementer relationship rather than a mutually beneficial partnership. Accordingly, several consulted EUD staff members described their role largely as being limited to 'following' programme implementation (i.e., keeping informed on progress and key challenges). EC HQ, on the other hand, was expecting the programme to significantly contribute to strengthening EUD staff capacity in GE and/or GRB in the AE context, and both agencies had hoped that the collaboration would lead to concrete benefits for programme implementation on the ground.

The noted absence of clearly defined expected results of the partnership and of strategies to put these into practice points towards an implicit (and probably unintended) assumption underlying the overall programme approach, namely that EC HQ involvement in the programme would translate into buy-in from EUDs. The programme experience demonstrated that this was not the case.

One of the recommendations to EC HQ resulting from the EC's ROM exercise in 2010 was to "Institutionalise GRB in aid effectiveness training for Delegation staff in participating countries".

To our knowledge, the EC has only very recently, i.e. after the GRB in AE programme ended, begun to take some steps in this regard through collaboration with the ICT/ILO under the umbrella of the new F4GE programme.

⁷⁶ The Nepal CIP makes reference to its envisaged interaction with the EUD (p.5) but also remains vague by stating that "the programme will engage in policy dialogue with the EC...and will work with the EC to make the plan a reality in Nepal".

7. Conclusions, Lessons Learned and Recommendations

7.1 Conclusions

The EC/UN Women programme reflects the ongoing work of donor and partner governments, UN agencies and others, to better explore how the aid effectiveness agenda and related aid modalities – such as general budget support (GBS) including direct budget support (DBS) and sector-wide approaches (SWAs) – can have a positive impact on gender equality. In this context, gender responsive budgeting has been identified as a valuable approach with the potential to enhance the positive impact of the AE agenda on gender equality and women’s empowerment.

The programme was relevant to the global context, the environment for GE/GRB institutionalization in the five Phase II programming countries, and to the EC’s and UN Women’s respective mandates and priorities.

In the four years of its duration, including two years of implementation at the country level, the programme has achieved most of its outputs, and has made progress towards its envisaged short-term outcomes and some of its implicit mid-term outcomes. The programme has expanded the knowledge and evidence base on GRB uses in the context of the AE agenda, and has contributed to strengthening national capacity for GRB institutionalization. At the country level, the programme has contributed to results that are likely to be sustained and further advanced by national partners. Some of its global level achievements have the potential to influence high level policy dialogue beyond the programme’s duration.

One challenge for the evaluation was that some programme results were supported by very little or no concrete evidence, not because the programme did not achieve results, but because it did not systematically monitor its defined indicators to measure progress or because no appropriate indicators had been defined for the respective result (e.g., in relation to “deepened understanding of EU and other donor decision makers”). Consequently, the evaluation sometimes had to rely on anecdotal evidence gathered through stakeholder interviews.

The programme has had tangible results at the global level (most notably in terms of the Busan HLF) and in strengthening national capacity for GRB institutionalization, but achieved fewer concrete results in influencing donors at country level and donor coordination mechanisms. The specific role and potential of aid modalities such as SWAs and GBS were more visible in the programme’s global and conceptual work (e.g., the various knowledge products). At the country level, the programme contributed to integrating GE considerations at the sector level (e.g., in Rwanda and Nepal), but the fact that aid to a sector was channelled through a SWA did not seem to make a significant difference to programme approaches or results.

Programme resources have been used strategically to ensure efficiency. The overall programme design had several strengths (e.g. building on lessons learned from UN Women’s previous work, including the earlier EC/UN Partnership for Gender Equality and Peace programme) but also some limitations (e.g. related to logical gaps in its original and revised Logical Frameworks).

The programme employed a variety of strategies and approaches to work towards its envisaged results and worked with a wide range of both government and non-government stakeholders considered to be strategically positioned to influence the GE agenda. One of the programme’s strengths was its ability and willingness to tailor its approaches to the national contexts in which it worked.

The programme has consolidated UN Women’s global leadership role in GRB-related expertise and support. While the programme consolidated the EC/UN Women partnership, it also highlighted a lack of clarity between the two partners as regarded the programme’s expected role and relationship with EU country delegations.

7.2 Recommendations

Based on the evaluation findings and supporting evidence, the evaluation makes the following recommendations. Some recommendations are addressed to both UN Women and the EC in light of their continued collaboration under the F4GE programme and their partnership agreement under the MoU. Most recommendations, however, are addressed to UN Women as a whole or to its Gender Mainstreaming in National Systems (GMS) team as they concern UN Women's role and approach to programming and/or engaging with different actors.

Partnership between UN Women and EC

Recommendation 1: UN Women and the EC should establish a task group to further clarify each partner's goals and expectations for the partnership, and for any programme they engage in jointly.

The evaluation highlighted a lack of shared understanding between the EC and UN Women regarding the programme's role vis-à-vis EU country delegations. This included gaps in formulating and operationalizing strategies for action required by programme and EUD staff at country level and for actions/guidance required from EC HQ. In addressing this recommendation, UN Women and the EC should ensure that they:

- Define what needs to happen in order for their partnership to go beyond a traditional 'donor-recipient' relationship, i.e. what their respective understanding of 'partnership' entails;
- Come to an explicit and agreed upon understanding of what each partner expects from the overall partnership and/or specific programme, not only in terms of development results, but also in strengthening the position or capacity of UN Women and the EC respectively;
- Clearly identify what types of HQ support, guidance, and/or incentives are required for UN Women and EUD staff at country level to work together effectively and engage in specific programming activities. This would require an assessment of potential barriers and challenges, and possible strategies to overcome them; or, if that does not seem feasible, adjusting expectations to meet existing realities.

Recommendation 2: The EC should provide clear guidance to EUDs about how they are to be involved in a joint programme.

If a joint programme is expected to contribute to EUD capacity to integrate gender equality into their own planning, budgeting, implementation, and monitoring processes, the programme will need to reach a range of staff members, including those responsible for sector specific interventions.

One likely factor that prevented the programme from influencing EUD capacity and/or programming was that its primary contacts were the Gender Focal Points in each country, who, in most cases, had limited access to and influence on senior staff in the delegation who had the decision making power to make a difference. The experience in Peru showed that when a more senior person was the Gender Focal Point, collaboration was more effective and reached higher up in the EUD.

Programme Design

Recommendation 3: UN Women (GMS team) and the EC should use the noted strengths and weaknesses of the GRB in AE programme design to inform and improve (if and as needed) the development of the F4GE and future joint interventions.

The evaluation noted areas for improvement in the programme's design which should be taken into consideration in refining the approved F4GE programme and in conceptualizing any new interventions. In particular, UN Women and the EC should:

- Upon programme onset, develop a theory of change (ToC) that includes the key assumptions underlying the programme logic. Review and adjust this ToC if/as needed on a regular basis, e.g. as part of annual reporting.
- Define clear and realistic programme objectives at different levels (e.g., global, national) and for units of change (e.g., the actions/behaviour of targeted stakeholders).
- Define indicators that are both meaningful and measurable, and use them to systematically track and report on progress towards results. As noted in the conclusions above and section 1.2.8 on limitations, the lack of indicator-related data was a challenge for this evaluation.
- Formulate strategies and allocate resources for each programme objective, including, for example, for the engagement with donor agencies (if applicable).
- Define transparent and meaningful country selection criteria for programmes involving several countries. What constitutes ‘meaningful’ will depend on what the partners hope to achieve and/or learn from an intervention.

Global policy advocacy work

Recommendation 4: UN Women (GMS team & overall organization) should develop a more robust Theory of Change that clarifies its current thinking on the linkages between normative (global policy advocacy) and operational work.

The evaluation found various examples of how UN Women and its partners are trying to link global policy commitments with practice (e.g., by assisting partners to translate commitments into action, and develop related national level indicators and monitoring systems). In Rwanda, for example, the programme’s work in connection with the optional PD Survey Gender Module included and brought together other development partners, including donors and other UN Agencies. Nevertheless, there is limited evidence of global policy commitments influencing the way and extent to which donor agencies integrate gender equality considerations into the planning, budgeting, and monitoring of their own programmes, or of their contributions to aid coordination systems at country level.

Overall, there is still a gap when it comes to capturing and making explicit UN Women’s (and others’) current thinking as regards the conceptual linkages between global normative and operational work, and the concrete steps and/or processes that are required (or assumed to be required) to link the two. Clarifying and summarizing its current thinking in this regard should also consider UN Women’s ongoing process of clarifying and further defining the organization’s overall mandate, in particular the linkages of its normative and operational work not only in GRB, but in all thematic areas.

Country level work

Recommendation 5: At the country level, UN Women should further expand its network of strategic partners with a (potential) role in integrating GE into public finance management.

The programme made an effort in all countries to work with a range of stakeholders, but the number and influence of key partners varied from country to country. In Rwanda, one of the strengths of the programme (and the overall national context) is that the GRB agenda is not only owned and driven by the Ministry of Finance, but that there is also significant buy-in from other (more or less influential) actors with specific roles in planning, budgeting, implementing, and monitoring government programmes and expenditures. This includes active involvement from Parliamentarians, and various parts of the National Gender Machinery.

In relation to this recommendation, UN Women should consider:

- Work with existing GE champions to engage other national players in active and meaningful roles. For example, one suggestion from the Nepal site visit was to engage the National Planning Commission (NPC) in GRB related work (e.g., by inviting the NPC to co-chair the GRBC along with the MoF, or rotate the role of the GRBC secretariat between the two entities on a regular basis).
- Explore additional options to institutionalize training for GRB/gender responsive public finance management at the country level, especially in countries where no such opportunities exist. Experiences in Rwanda and Tanzania during the GRB in AE programme can provide examples of possible approaches and formats.
- Work with national partners to identify existing or needed (positive and negative) incentives for actors at various levels to integrate GE into planning and budgeting processes, and provide advice and/or technical assistance to address these needs.
- Facilitate inter-sectoral linkages (as appropriate and feasible) to ensure that budgets are aligned with gender needs in various sectors (e.g., education and infrastructure).

Recommendation 6: UN Women (GMS team) should define a set of criteria to help determine the most strategic areas/issues for UN Women to engage in at the country level.

While UN Women's country presence and resources (human and financial) may increase in the midterm, it will for the foreseeable future have to work within considerable constraints as regards qualified staff and financial resources available for supporting GRB related work at the country level. This implies the continued need for UN Women to make strategic choices about where and how to engage. Ideally, this will not always require 'either-or' choices, but will require prioritization.

Although all programming countries made progress towards institutionalizing GE considerations in public financial management processes, a lot remains to be done. In most countries this includes the need to expand reforms/approaches to a larger number of line ministries and/or to the local (regional, district) level. Another common area requiring further attention is the need to develop and/or strengthen effective monitoring and accountability systems at various levels.

Decisions on what constitutes the most strategic area of engagement for UN Women will need to take into account the specific national contexts, but it would be helpful if the GMS team provided core criteria to help ensure some consistency across programme countries and help ensure that country level experiences can systematically contribute to global (and organizational) learning.

Several dimensions that UN Women may want to take into account when determining whether and why a particular area is *strategic* include the following:

- The potential to help change national systems. As an example, the evaluation suggested that in Rwanda it may be more strategic for UN Women to assist the government in strengthening monitoring and accountability systems at various levels than to help it roll out gender budget statements in a larger number of line ministries.
- The extent to which UN Women's technical capacity and resources will allow it to make a difference. This needs to be assessed in light of existing strengths and capacities of other actors, in particular UN Agencies. For example, large agencies such as UNDP may have a comparative advantage when it comes to working at local levels.
- Learning opportunities. UN Women may deliberately choose to engage in areas where it does not yet have a lot of experience in order to broaden its own opportunities for learning and growth.

The GMS team would need to provide guidance on how to balance this with other considerations, perhaps by defining a specific list of (relatively) new areas that UN Women wishes to engage in over the midterm.

We are aware that these and other considerations already guide UN Women's programming choices. They are, however, not yet captured in an explicit set of guiding criteria.

Donor relations

Recommendation 7: UN Women (GMS team) should clearly define the desired results of its engagement with donor agencies at global and national levels.

While consulted stakeholders widely agreed that the programme's engagement with donors (and aid coordination groups) was relevant and strategic, available data provided few examples of tangible results deriving from this engagement. Rather than approaching this issue by critiquing the approaches and strategies used to influence donors, we suggest to start by clarifying the intended short and longer term results that UN Women aimed to achieve in this regard. The evaluation found that the reconstructed Theory of Change did not suffice to fully clarify the programme's key assumptions in this regard.

Engagement with aid coordination systems

Recommendation 8: UN Women (GMS team) should systematically explore opportunities and constraints to its engagement in different types of aid coordination systems, and compile more examples of successful mitigation strategies to address existing limitations.

This recommendation is based on the assumption that UN Women will and should continue to engage with donor/development partner coordination groups. In the context of GRB related work, this should not be limited to GE related coordination groups, but should, to the extent possible, span thematic and sector specific entities.

The evaluation noted UN Women's leadership role in many GE related coordination bodies as well as constraints due to its status as a UN agency. To guide UN Women's future work in this regard it may be helpful to capture related experiences from a wider range of countries than explored in this evaluation. This could help it to identify other opportunities (e.g., related to UN Women's mandate and status, but also to the types of changes/results that its engagement in aid coordination systems has been able to contribute to) as well as mitigation strategies that have helped it overcome challenges in other settings.

Working within the UN system

Recommendation 9: UN Women (GMS team as well as corporately) should further define the implications of its coordination mandate for GE inside the UN, and identify implications for its work around GRB related issues at global, regional, and country levels.

The evaluation found several examples of successful collaboration and interaction between UN Women and other UN agencies on the ground, both related to leveraging capacities and resources through synergies and joint programming, as well as in connection with contributing to integrating GRB thinking into the next UNDAP (e.g., in Rwanda). At the same time, several consulted stakeholders pointed out the need to further clarify UN Women's relatively new mandate to coordinate the UN's work on gender equality, and its implications. These implications may not only relate to specific tasks or functions expected from UN Women, but also to new/broadened opportunities for ensuring coherence and effectiveness of the UN's overall work on GE, including on GRB related issues.

As noted in Recommendation 4, related deliberations should take into account the ongoing process inside UN Women to further clarify implications of its corporate mandate and its coordination function in particular. The GMS team will not necessarily need to wait for this process to be completed, but could identify specific issues and implications for global, regional, and country specific work in its particular area of focus.

Documentation work

Recommendation 10: UN Women (GMS team) should develop a strategy to focus its knowledge products and assess their relevance to stakeholders.

While consulted stakeholders widely agreed that the programme had produced high quality and relevant knowledge products, it was difficult to assess how these products had actually influenced or been used by the intended targeted groups or on which types of products had been more effective than others.

In addressing this recommendation, UN Women should:

- In documenting experiences and good practices in GRB related work, UN Women (GMS team) should ensure that knowledge products focus on results (e.g., poverty reduction, economic growth, development effectiveness) rather than processes.
- Expand its efforts to assist national partners in documenting and disseminating national experiences in integrating GE into planning and budgeting processes. The programme assisted national partners in Rwanda and Nepal in documenting their own work and experiences in GRB application and institutionalization. This approach is promising in terms of further strengthening national capacity for and ownership of GE related change processes. Also, resulting knowledge products send ‘strong messages’ to both international and national players about national partners’ commitment to and leadership for GE. UN Women should build on the positive experience gained during the GRB in AE programme and apply this approach in other contexts.
- Explore ways to systematically capture some data on the different needs and uses of its knowledge products by different stakeholder groups (e.g., through surveys, interviews). While this would not be realistic for all knowledge products, it would be helpful to do this for a sample of different types of products that are targeted at different stakeholder groups.

7.3 Lessons Learned

The following lessons are derived from the GRB in the Aid Effectiveness Programme.

Operational Lessons

- **Gender-responsive budgeting is an approach to enhancing gender equality that should be considered a means to an end rather than an end in itself.** In designing programmes, it is important to focus on the overall purpose and desired end result, which is gender equality. GRB is an approach that can contribute to the integration of gender, but budgeting is only one aspect of integrating GE. GE considerations must also be integrated in all aspects of the programme cycle, including analysis, planning, and monitoring.
- **Participatory approaches** can contribute to a programme’s relevance to stakeholders and their ownership of results, but they take time and resources that must be considered in programme design.
- The likelihood that GRB application and institutionalization will be effective is enhanced when **tailored to a specific context.** While it is possible to transfer some generic lessons from one context to another (e.g., factors that have contributed to or hindered progress in GRB institutionalization), the development or adaptation of tools, policies, and guidelines needs to be

tailored to the organizations that will use them and the contexts in which they work. Similarly, in the context of institutionalizing GE considerations, technical assistance is most effective when it is grounded in thorough knowledge of the organization and its sector, structures, and processes. Generic knowledge of gender equality and GRB is helpful, but not sufficient.

- **Strengthening the GE capacity of an organization's country delegations requires leadership and explicit guidance from headquarters.** The EU's corporate commitment to GE in general, or to a specific programme such as the GRB in AE, needs to be accompanied by explicit expectations, clear guidance, and concrete (positive or negative) incentives for its delegations on the ground. Without internal leadership, external partners can do little to support strengthening EUD capacity.
- **The more developing country partners 'own' and drive GE-related change processes, the more difficult it becomes to assess the contributions of specific programmes to results.** As countries take more ownership and leadership for GE, the role of development interventions becomes to provide targeted support at strategic points. This makes it more difficult to identify specific programme contributions to progress towards GE institutionalization in national systems. While this does not reduce the relevance of programme contributions, it needs to be kept in mind in managing donor and programme partners' expectations regarding specific programme results.

Developmental Lessons

- **National ownership of GE appears to be closely linked to incentives and motivation for change.** There is a need to further explore and better define the concept of 'national ownership.' Programme experiences in the different countries provided examples of different manifestations of what 'ownership' means. These indicate that ownership is not a simple 'yes/no' question, but a matter of degree that depends on the extent to which the GE agenda is driven by positive or negative incentives, and extrinsic or intrinsic motivations. For example, several consulted stakeholders in Peru noted that the key factor driving government actions on GRB was the need to comply with existing legal obligations. In Rwanda, on the other hand, there was strong indication that MINECOFIN's strong leadership role was not only related to existing policy or regulative commitments, but also driven by a deep conviction that integrating GE into planning and budgeting would benefit the whole country in view of its key development goals.
- **Political will is a key factor in translating GE/GRB commitments into action.** While development interventions cannot create political will, they can contribute to creating incentives for different actors (e.g., in the form of public demands and questions, providing evidence of gaps) or by attempting to influence relevant legal and policy environments). Donors and other international development partners have a role to play in this regard, not only in ensuring that national governments live up to their GE commitments, but also by integrating GE in their own projects and programmes and thus displaying political will to address GE issues on their part.
- **GRB application and institutionalization are not driven by ministries of finance alone but also by government and non-government actors with complementary roles.** Ministries of Finance can be effective drivers of the GRB agenda and must be on board to effectively advance GRB institutionalization. At the same time, they alone cannot ensure meaningful GRB application at national, sector, and local levels. A range of other players within and outside of government need to be on board and able to play mutually complementary roles in ensuring government accountability and quality of GRB application at different levels. Ensuring GRB application at sector and local levels is essential if GRB is to make a real difference in allocation of resources for women's priorities.

Appendix I Final Evaluation – Terms of Reference

Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda Programme

1. BACKGROUND

The 2005 Paris Declaration (PD) increased focus on aid effectiveness around the principles of national ownership, alignment, harmonization, managing for results, and mutual accountability between donor and partner countries for achievement of better development. The PD identified gender equality as a cross-cutting issue that “can be advanced through implementing the principles and partnership commitments of the Paris Declaration.”⁷⁷ The Accra High Level Forum (HLF) on Aid Effectiveness (2008) intensified attention to gender in the new aid architecture, stating, “developing countries and donors will ensure that their respective development policies and programmes are designed and implemented in ways consistent with their agreed international commitments on gender equality, human rights, disability and environmental sustainability.”⁷⁸ At the close of 2011, at the HLF4 in Busan, Korea more than 3,000 delegates gathered to address the importance of maintaining focus on aid effectiveness in the face of the current global financial crisis. The HLF4 outcome document stated, “We must accelerate our efforts to achieve gender equality and the empowerment of women through development programmes grounded in country priorities, recognizing that gender equality and women’s empowerment are critical to achieving development results. Reducing gender inequality is both an end in its own right and a prerequisite for sustainable and inclusive growth.”

Two important changes have occurred since the start of the *Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda* programme that has implications for its implementation and evaluation. At the start of the programme, neither the Accra nor the Busan HLFs had taken place and as it closes, the two forums have occurred placing gender equality high on the development cooperation agenda. Furthermore, the establishment of the UN Entity for Gender Equality and Empowerment (UN-Women), which merges the work and mandates of four agencies focused on gender equality and women’s empowerment in the UN system, brings greater political urgency to addressing issues of gender.⁷⁹ UN-Women, established by General Assembly Resolution in July 2010, is mandated to assist Member States and the entire UN system to progress more effectively and efficiently toward the goal of achieving gender equality and the empowerment of women globally.⁸⁰

This programme sets out to address a recognized need to “focus on linking the aid effectiveness agenda with the far-reaching commitments that countries have made to advance gender equality and women’s empowerment, in line with the Millennium Development Goals (MDGs), the Beijing Platform of Action

⁷⁷ Workshop on Development Effectiveness in Practice – Applying the Paris Declaration to Advancing Gender Equality, Environmental Sustainability and Human Rights (Dublin, April 2007)
<http://www.povertyenvironment.net/files/dublin%20workshop%2026-27%20April%202007.pdf>

⁷⁸ The Paris Declaration on Aid Effectiveness and the Accra Agenda for Action
<http://www.oecd.org/dataoecd/11/41/34428351.pdf>

⁷⁹ UN-Women brings together: UN Development Fund for Women (UNIFEM), Division for the Advancement of Women (DAW), Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), and UN International Research and Training Institute for the Advancement of Women (UN-INSTRAW).

⁸⁰ UN Women Strategic Plan (2011-2013)

(PFA), the UN Convention on Elimination of All Forms of Discrimination against women (CEDAW), and UN Security Council Resolution 1325,” (Project Document 2007). The programme is an integral part of efforts to respond to the demand for tools that facilitate the practical application of the principles and partnership commitments of the PD toward the achievement of gender equality. Gender Responsive Budgeting (GRB) is identified as a key strategy toward the achievement of gender equality and efficient gender mainstreaming and a key requirement for promotion of GE within General Budget Support (GBS).

2. JUSTIFICATION AND PURPOSE OF EVALUATION

The final, end-of-programme evaluation will be conducted by an independent, external team. It is mandatory, undertaken as agreed with the European Commission (EC) in December 2007. It will assess programmatic progress (and challenges) at the outcome level, with measurement of the output level achievements and gaps and how/to what extent these have affected outcome-level progress. The evaluation will examine the global-level efforts, particularly in the areas of advocacy and policy, as well as programmatic implementation in five focal countries. It will consist of a desk review, country-level visits, in-depth interviews with UN Women staff (at HQ, regional and country levels), and in-depth interviews with EU Delegation staff at country level, donors, and partners. It will contribute to results-based management through a participatory approach that documents results achieved, challenges to progress, and contributions to the creation of a more conducive environment for addressing gender equality in the aid effectiveness agenda.

In October 2010, the mid-point of programme implementation, the EC conducted an external Results Oriented Monitoring (ROM) exercise - a rapid assessment of the programme to determine whether it would be able to achieve the expected results. The EC ROM assessed progress to date, potential for impact and sustainability of the programme. The findings and recommendations provide a useful, mid-point review that will support the final evaluation. Its recommendations will be fully integrated in the evaluation process.

Evaluation Objectives

The specific evaluation objectives are to:

- Analyze the relevance and effectiveness of the programmatic strategy and approaches;
- Validate programme results in terms of achievements and/or weakness toward the outcomes and outputs at country level, with a critical examination of how/to what extent the programme contributed to the creation of an enabling environment for the application of GRB in the context of new aid modalities;
- Assess the potential for sustainability of the results and the feasibility of ongoing, nationally-led efforts in GRB in the five programme countries;
- Document lessons learned to inform future work of various stakeholders in addressing gender equality within the context of the aid effectiveness agenda; and
- Document and analyze possible weaknesses in order to improve next steps of GRB implementation.

The information generated by the evaluation will be used by different stakeholders to:

- Contribute to building the evidence base on effective strategies for gender responsive budgeting that can be utilized after the programme’s completion, specifically as lessons for the new EU/UN partnership programme *Increasing Accountability in Financing for Gender Equality* (FfGE). For the 5 countries involved in the FfGE programme, a deeper analysis will be required.
- Support implementing countries to contribute to strategic planning to convert the programme outputs into sustainable outcomes.

- Facilitate UN Women’s strategic reflection and learning for programming on GRB in support of the implementation of outcomes of the UN Women’s strategic plan (2011-2013) including the outcome dedicated to ensure that “budget processes fully incorporate gender equality” as well as other outcomes with reference to the application of GRB in support of UN Women’s work.
- Support knowledge building for EC – both at headquarters and in delegations - in the area of applicability of GRB as a strategy to effectively address gender equality in the aid effectiveness agenda and methods to further develop complementarities between such efforts in programme countries and other countries beginning to use GRB tools.
- Provide necessary information about how the programme affected the working relationship between UN Women and the EC at the country level.

3. PROGRAMME DESCRIPTION⁸¹

The programme implementation period is 48 months (March 2008 – March 2012) with a total budget of €2,731,127.00. The EC contribution was €2,610,537.00.

The programme development impact is to *enhance accountability for gender equality and women’s empowerment of donor and partner countries in the aid effectiveness agenda*. The programme seeks to contribute to the overall objective by demonstrating how gender responsive budgeting (GRB) tools and strategies contribute to enhancing a positive impact of GBS and SWAps on gender equality.

The programme identifies the following specific outcome-level objectives:

- To deepen understanding of EU decision makers and national partners of effective uses of gender responsive budgeting (GRB) tools and strategies in the context of General Budget Support (GBS) and sector-wide approaches and programmes (SWAps)
- To improve country capacity to institutionalize the application of GRB in the context of the aid effectiveness agenda

The programme includes two phases (Phase I (March 2008-March 2009) and Phase II (July 2009 – March 2012)) that correspond to the achievement of the two programme outcomes:

- A multi-country research review towards the achievement of Outcome 1.
 - The research study culminated in an in-depth analysis of how GRB engaged with the key instruments that are relevant to GBS. Countries included in the review were: **Cameroon**, Ethiopia, India, Morocco, Mozambique, **Nepal**, **Peru**, **Rwanda**, **Tanzania**, and Uganda.⁸²
 - The knowledge generated from the studies was to be used to: 1) advocate for policy support for practical tools and strategies that enhance accountability to gender, specifically GRB, at the Accra High Level Forum on Aid Effectiveness, and 2) improve country capacity to generate good practices around the use of GRB in new aid modality instruments.
- Targeted and tailored technical support to Ministries of Finance in five countries towards the achievement of Outcome 2.
 - At country level, to enhance technical and organizational capacity of Ministries of Finance and line ministries on incorporation of gender in GBS instruments; GBS instruments incorporate gender responsive measures.

⁸¹ See Annex 2 for the detailed programme description

⁸² Countries in bold are the five focal countries selected (based on specific criteria) for targeted capacity strengthening in Phase II.

- At global level, facilitate shared learning of good practices on institutionalization of GRB in the context of the aid effectiveness agenda.

A one-year no-cost extension (NCE) request was submitted in February 2010 and was granted by the EC in July 2010 to ensure that there was a full two-year country-level programmatic implementation period. The primary reasons for the NCE request were:

- Delays in the launch of country implementation, due to the time required for in-depth analysis of country research studies and stakeholder consultation to select the five countries for phase II.
- The transition period required between the completion of country research studies and country implementation to facilitate partnerships and ensure the programme was aligned with national planning and budgeting processes.

4. EVALUATION SCOPE & POTENTIAL QUESTIONS

The scope of the evaluation will be defined along the lines of timeframe, geographic coverage, and thematic scope.

Timeframe: the evaluation will cover the 48-month programme implementation period of March 2008 – March 2012.⁸³

Geographic scope: the evaluation will assess the two programmatic phases:

- Phase I that included the multi-country research in 10 countries and corresponding regional and global advocacy and policy efforts⁸⁴, and
- Phase II - implementation at country level in the five focal programme countries (Cameroon, Nepal, Peru, Rwanda, and Tanzania) as well as continued global advocacy and policy work.

The Evaluation Team will conduct field visits in three of the five programme implementation countries, to be selected collaboratively by the Evaluation Team and Core Reference Group, based primarily on criteria: i) regional/sub-regional balance, ii) appropriate mix of countries where implementation can be deemed “strong” and “challenging”, and iii) at least one country where new aid modalities are well developed.

There will also be an assessment of the global management over the lifetime of the programme.

Thematic scope: the evaluation will examine how the programme contributed to the creation of an enabling environment for GRB efforts, methods used to address existing obstacles to progress, and the contributions made by the programme to national, regional and global dialogue on gender equality in aid effectiveness. It will also address the ways in which this programme complemented (or competed) with other similar initiatives and analyze the roles of different stakeholders in programmatic implementation and potential sustainability. The evaluation will provide a timely opportunity to take stock of the reasons behind identified weaknesses, if any. Finally, the evaluation will address the ways in which the global efforts (during Phase I and Phase II) influenced country implementation (Phase II) and vice versa.

Evaluation Criteria & Sample Questions

The evaluation will address the five criteria of *relevance, efficiency, effectiveness, sustainability, and impact*.⁸⁵ As this is a final evaluation to be conducted at the end of the programme, there will be limited

⁸³ The timeframe includes the initially planned 36-month programme period and the 12-month no-cost-extension.

⁸⁴ For the Phase I assessment, more in depth attention will be paid to countries not participating in Phase II but involved in the FfGE programme (Ethiopia).

ability to assess long-term impact. However, the evaluation will endeavor to make informed statements about the anticipated sustainability and immediate impact of the programme.

The following potential evaluation questions are organized by each of the main five evaluation criteria. They are focused on the main, planned areas of programmatic achievement as described in the Project Document (2007). Under each criterion, questions are categorized as “global” or “country” to emphasize whether the question aims to assess a global or country-level component. Where a question may be pertinent to both levels, it will be indicated as global/country. Where feasible, questions have been adapted from the assessment framework used in the EC-ROM exercise.

It is expected that the overall analytical framework will be revised by the Evaluation Team during the Inception Phase.

A. Relevance

- Global
 - How has the programme taken into account findings and recommendations from previous monitoring/evaluations to improve the relevance of the programme?
 - Has the programme contributed to increased policy-level coherence on gender equality in the aid effectiveness agenda or not?
- Country
 - Did the sharing of the Phase I findings at national and regional levels support the building of consensus on the importance of gender equality in GBS instruments?
 - How were the findings and baseline data from the Phase I research studies integrated into the Phase II country implementation plans?
- Global/Country
 - Were the programmatic approaches and strategies appropriate to address the identified needs for the agreed-upon beneficiaries?
 - What were the benefits (and challenges) of the two-phase programme design and how did this design affect programme implementation?
 - Can it be said that there is no overlap between this programme and other interventions in the partner country and/or other donors' interventions?

B. Effectiveness

- Global
 - Have EC policy makers and partner country decision makers increased their knowledge of the use of GRB tools and strategies to enhance action on gender equality in the aid effectiveness agenda?
 - What specific advocacy and policy contributions were made at the HLF3 and HLF4 in regard to gender equality within the aid effectiveness agenda? How did these contributions influence the aid effectiveness agenda?
 - How effectively has the programme management monitored performance and results and supported communication of these results internally and/or externally?

⁸⁵ The evaluation criteria build upon the UN Evaluation Group (UNEG) evaluation criteria and align with the DAC/OECD criteria. They also include questions that capture coherence and inclusion/participation, listed under relevance and effectiveness respectively.

- Country
 - How did the recruitment of Technical Advisers in each of the five countries (Phase II) affect the programme implementation?
 - How have the technical and organizational capacities of Ministries of Finance in each of the five countries been modified to effectively integrate gender into GBS and/or SWAs?
 - Is a comprehensive country-level capacity building action plan in-place in each of the five countries? Have these plans been integrated into the Ministry of Finance capacity strengthening efforts and have they also addressed the capacity needs of other line ministries, and how?
 - What documented changes have occurred since the start of the programme in GBS instruments, and do they illustrate a positive, negative or neutral shift in the incorporation of gender equality?
- Global/Country
 - What influence have contextual factors (political, social, economic, and other) had on the effectiveness of the programme? (Consider conducting cross-country comparison based on country case study findings).
 - How has the programme disseminated learning on good practices (country, regional and/or global levels) on institutionalization of GRB in the aid effectiveness agenda and through what means?
 - Has the programme adapted (when necessary) to changing external conditions to ensure benefits for target groups?
 - How did the programme involve women's organizations and organizations advocating for gender equality over the course of the programme?

C. Efficiency

- Country
 - Did the programme contribute positively to the work between the EC and UN Women in each of the five countries?
 - Did the hiring of Technical Advisers in each country improve the cost-benefit ratio of capacity strengthening activities?
- Global/Country
 - Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the programmatic outcomes?
 - Are programme resources managed in a transparent and accountable manner (at all levels) which promotes equitable and sustainable development?
 - To what extent has the programme management structure facilitated (or hindered) good results and efficient delivery?

D. Sustainability

- Global
 - How effectively is GRB institutionalized in global policy dialogue addressing the aid effectiveness agenda?
- Country
 - What is the level of programme ownership by intended beneficiaries at country level and how will it likely be after the end of external support?
 - Are national partners in each of the five countries committed to the continuation of the programme (or some its elements) after funding ends?

- Is there a phase-out strategy defined in each of the five countries? If yes, what is its stage of implementation?
- Global/Country
 - To what extent have relevant target beneficiaries actively involved in decision-making concerning programme orientation and implementation?
 - How has the global policy and advocacy work informed country implementation in the five countries? How have country experiences and lessons been integrated into global level advocacy messages?
 - How have the five programme countries been included in the planning and implementation of global policy efforts?

E. Impact

- Global
 - How has increased understanding among EC decision makers and partner countries on the effective uses of GRB tools and strategies in the context of GBS and SWAps affected the global policy dialogue on aid effectiveness?
- Country
 - What measurable changes have occurred, as a result of increased national capacity to institutionalize GRB, in the inclusion of gender equality in the application of GBS instruments in each of the five countries?

5. AVAILABLE INFORMATION SOURCES

All available information will be shared with the selected Evaluation Team in a timely manner. The available information sources include (but are not limited to):

- Country mapping studies and 10-country synthesis report
- Country strategy papers (CSPs)
- Project Documents
- Programme Management Guide
- Logframes and implementation plans (overall and country-specific)
- Monitoring frameworks & reports
- Annual reports
- Donor reports
- Regional consultation documents
- Steering Committee documents
- Mission reports
- EC Results Oriented Monitoring (ROM) documents (synthesis report, country-specific reports, tabular ratings (overall and by country))
- Skills building workshop documents (agenda, presentations, report)
- Previous evaluations (as pertinent)
- Evaluability assessment
- Accra and Busan HLF documents (outcome documents, policy briefings, advocacy messages)

- Knowledge products (fact sheets, brochure, case studies, etc.)
- Global meeting documents (agenda, presentations, logistics planning, report)

6. METHODOLOGY

The evaluation methodology will assess Phase I and Phase II of the programme, examining how (and to what extent) the two phases achieved agreed-upon results and recognizing the relational components between Phase I and Phase II. Phase I (March 2008-March 2009) focused on research efforts, regional consultation, and global level advocacy and policy work, specifically aimed at Accra HLF3. This phase generated country-level and synthesized evidence, tools and global advocacy that influenced the inclusion of gender at Accra HLF3. Phase II focused on country-level implementation in five countries, while continuing to build the evidence base and deliver global advocacy and policy contributions. The global efforts of Phase II culminated in the contributions made at the Busan HLF4. Therefore, the final evaluation methodology will document and analyze the distinct achievements of each programmatic phase, while also assessing the ways in which global efforts contributed to national implementation and country-level work influenced global advocacy and policy.

The evaluation will use a mixed-method approach that aligns to the final question matrix (to be completed by the Evaluation Team in consultation with the Core Reference Group). An initial desk review and brief discussions with key stakeholders will support the refinement and finalization of the methodology and analytical framework. Upon completion of the Inception Phase, country case studies will be completed in three of five programme countries. The in-depth research period will include country visits as well as further document review and in-depth interviews with UN Women staff, EU staff, and partners at national, regional and global levels. The entire methodology will ensure a fully participatory process, engaging multiple stakeholders from the planning to the final reporting stage. It will also ensure that human rights and gender equality are considered throughout.

The evaluation will draw on the findings of the EC-ROM. The resulting review matrices, country and synthesis reports provide useful information about the programme relevance, effectiveness, efficiency, and potential sustainability (as of October 2010). This information will help the Evaluation Team assess what actions have been taken to address the ROM findings and recommendations.

An initial evaluability assessment is another tool available to the Evaluation Team. This assessment was conducted through a review of the Project Document, country monitoring reports, multi-country research study, individual country research studies, and annual reports. A first draft was prepared by the UN Women *Gender Mainstreaming in National Systems* (GMS) team and then shared with the Evaluation Unit, country-based colleagues, and EC. The evaluability assessment provides summary information about the programme design, information availability, and contextual factors affecting the evaluation.

It is expected that the evaluation methodology will be refined by the selected Evaluation Team and validated by the Core Reference Group.

The main suggested phases of the evaluation methodology are:

- Inception Phase:
 - Conduct an initial desk review of available documents.
 - Conduct brief interviews (via Skype or phone) with key stakeholders to refine the evaluation scope and methodology.
 - Draft an Inception Report that will be reviewed by the Core Reference Group.
 - Refine the evaluation methodology/question matrix based on Core Reference Group's feedback and integrate proposed changes (as appropriate) into the final evaluation report.

- Intensive Research Phase:
 - A more in-depth review of documents.
 - Review existing baseline data (primarily from individual country-based research studies) to determine available data (or could be reframed) against which to measure progress.
 - Conduct three field visits (one per country).
 - Collect survey data from beneficiaries and select sectoral ministries.
 - Deliver PowerPoint presentation of key findings for each country visited.
 - Conduct in-depth interviews with global, regional, and national UN Women staff, partner organizations, donor representatives, and others as necessary.
- Analysis and Report Writing Phase:
 - Review and analyze all available data.
 - Prepare first draft of the synthesis evaluation report and submit to Core Reference Group for comments.
 - Share main findings/recommendations through a meeting with Core & Broad Reference Groups and other key stakeholders (TBD).
 - Revise report based on the feedback from Core Reference Group and debriefing session (as appropriate).
 - Submit final report.

7. MANAGEMENT OF EVALUATION

The evaluation will be managed by UN Women, specifically the UN Women *Gender Mainstreaming in National Systems* (GMS) team. The evaluation will be conducted in accordance with UN Women evaluation guidelines and UNEG norms and standards.⁸⁶ Upon completion of the evaluation, UN Women has the responsibility to prepare a management response that addresses the findings and recommendations to ensure future learning and inform implementation of their relevant programmes, especially the FfGE programme.

The evaluation management structure will be comprised of one coordinating entity and two consultative bodies: the **Management Group**, the **Core Reference Group**, and the **Broad Reference Group**. The HQ-based Programme Specialist (evaluation manager) will manage the day-to-day aspects of the evaluation. This evaluation will be a participatory process and the evaluation manager will ensure consultations with the European Commission, the UN Women GMS team, relevant geographic sections and regional and country offices as required.

The **Management Group** will be responsible for management of the evaluation. It will coordinate the selection and recruitment of the Evaluation Team, manage contractual agreements, budget and personnel involved in the evaluation, support the reference groups, provide all necessary data to the Evaluation Team, facilitate communication between the Evaluation Team and the reference groups, and review draft and final reports and collate feedback to share with the Evaluation Team. The **Management Group** will include:

- UN Women (Programme Advisor, GMS; Programme Manager, GMS; Evaluation Manager)
- European Commission

The **Core Reference Group** will provide direct oversight, safeguard independence, and give technical input over the course of the evaluation. It will provide guidance on Evaluation Team selection and key

⁸⁶ Annex 3 contains the full UNEG evaluation norms and standards.

deliverables (Inception Report and Evaluation Report) submitted by the Evaluation Team. It will also support dissemination of the findings and recommendations. The **Core Reference Group** will include:

- Representatives, UN Women
- Representatives, European Commission
- Independent experts (1-2 persons)

The **Broad Reference Group** will be informed throughout the evaluation process and will be asked to participate at strategic points during the evaluation, including briefings by the Evaluation Team of findings and recommendations. It will also support dissemination of the findings and recommendations. The **Broad Reference Group** participants will be:

- Regional Programme Directors, UN Women
- National Programme Coordinators, UN Women, for programme countries⁸⁷
- EU Delegation Programme Officers for respective programme countries
- Representative, Evaluation Unit, UN Women
- Representative, ITC/ILO

8. TIMEFRAME & DELIVERABLES

Following the in-depth preparatory work, the evaluation will be conducted from 30 March – 15 August 2012. The primary evaluation deliverables are:

- Inception Report: this report will include a detailed evaluation methodology, revised evaluation question matrix, proposed data collection tools and analysis approach, and final evaluation work plan (with corresponding timeline);
- PowerPoint Presentations to each country at the close of each field visit;
- First draft of the Evaluation Report;
- PowerPoint Presentation to Core Reference Group & Broad Reference Group on main Findings/Recommendations and proposed dissemination strategy; and
- Final Evaluation Report.

Indicative Timeframe	Primary Activities	Deliverable
Preparatory Stage		
10 Jan-mid Feb 2012	Review and finalize evaluation TOR	
Mid-February 2012	Post evaluation RFP	Evaluation TOR & RFP
Mid-February 2012	Finalize Core and Broad Reference Groups and send first email communication, including proposed evaluation schedule and expected responsibilities	
Early March 2012	Review Evaluation Team submissions	
March 2012	<ul style="list-style-type: none"> • Begin arrangements for country-level visits • Schedule first Core Reference Group meeting 	

⁸⁷ National Programme Coordinators will liaise with pertinent multi-stakeholder groups, including EU delegation staff, at national level to inform them of the evaluation process.

Indicative Timeframe	Primary Activities	Deliverable
	<ul style="list-style-type: none"> Send all pertinent documents to selected Evaluation Team 	
30 March 2012	Convene 1 st Core Reference Group meeting Complete Evaluation Team selection and notify applicants of decision	
Inception Phase		
20 April 2012	Evaluation team submits Inception Report, including proposed methodology, workplan, and agreed-upon deliverables/timeframe	Inception Report
End of April 2012	Convene Core Reference Group to discuss Inception Report, provide feedback to Evaluation Team, finalize methodology, questions, and workplan	Final Evaluation Methodology, Question Matrix, and Workplan
Intensive Research Phase		
1 May – 1 June 2012	Evaluation team conducts 3 country visits	PowerPoint presentations to each country with summary of main findings
1 May – 30 June 2012	Evaluation team conducts further document review, interviews with global, regional UN Women staff, partner organizations, donors, etc.	
Analysis & Report Writing Phase		
20 July 2012	Evaluation team submits first draft Evaluation Report.	1 st draft evaluation report
30 July 2012	Convene Core & Broad Reference Groups for debrief (virtual) by Evaluation Team on preliminary findings, main recommendations, challenges, and opportunities	PowerPoint Presentation on findings and recommendations
15 August	Submission of Final Evaluation Report	Final Evaluation Report

9. EVALUATION TEAM COMPOSITION & SKILLS

The evaluation will be conducted by an external Evaluation Team composed of 3 experts with the requisite skill set (individually and jointly) to conduct a complex, outcome-level final evaluation. The Evaluation Team leader will demonstrate experience and expertise in leadership and coordination of evaluations. The team leader will be responsible for internal Evaluation Team coordination, preparation of the workplan, and the presentation of the evaluation deliverables.

Specifically, the **Evaluation Team leader** is expected to have the following expertise:

- At least a master's degree; PhD preferred, in any social science, preferably including gender, evaluation or social research;
- Technical expertise in gender, aid effectiveness, and national planning and budgeting;
- A minimum of 12 years of working experience applying qualitative and quantitative evaluation methods, particularly at the outcome level of a final evaluation;
- A strong record in designing and leading evaluations;
- Strong ability to translate complex data into effective, written reports;
- Experience in gender analysis and human rights. Detailed knowledge of the role of the UN and EU and their programming is desirable;

- High level data analysis skills;
- In-country or regional experience in at least one of the identified regions;
- English language proficiency, with ability in another UN language preferred.

The Evaluation Team Leader will be responsible for coordinating the evaluation as a whole, the Evaluation Team, the work plan, delivery of the expected evaluation outputs and all presentations. The Team Leader is required to **submit two examples of evaluation reports** recently completed where she/he contributed significantly as the lead writer.

The **Evaluation Team members** should have skills in the following:

- At least a master's degree related to any of the social sciences, preferably including gender studies, evaluation or social research;
- Significant experience in gender and/or aid effectiveness;
- Familiarity with national planning and budgeting;
- Extensive knowledge and experience in the application of quantitative and qualitative evaluation methods;
- A minimum of 7 years of working experience in conducting evaluations;
- High level data analysis skills;
- In-country or regional experience in at least one of the identified regions;
- English language proficiency, with ability in another UN language required.

The Evaluation Team should be multicultural with gender balance and geographic representation. The language skill composition should reflect the official languages of the countries to be evaluated: English, French and Spanish.

Appendix II Evaluation Framework

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
Context				
Global Context	Global	During the period 2008-2012, what key changes or developments have occurred in the global development cooperation agenda regarding gender equality? What have been key opportunities and challenges for achieving progress on gender equality through Gender Responsive Budgeting (GRB)?	Type and nature of changes, opportunities or developments	Document review (Global meeting documents, Accra and Busan HLF) Telephone and face-to-face interviews (UN system (HQ and country level), EC representatives, (HQ), and other 'global players', e.g. OECD DAC) Triangulating document review and stakeholder consultation results
National Contexts	Country	What have been the key changes, opportunities and challenges for achieving progress on gender equality through Gender Responsive Budgeting (GRB) in each of the national contexts pertaining to this evaluation)?	Types of changes, opportunities and challenges	Document review (Relevant national policy documents/reports, Annual Reports, EC ROM documents, previous evaluations, etc.) Telephone and face-to-face interviews (Global: UN system (HQ) and EC representatives) Triangulating document review and stakeholder consultation results

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
Programme Context	Global/ Country	What were the major contextual factors at global or national levels (e.g. political, social, economic) including within the UN Women and EC contexts influencing the achievement of the programme objectives?	Evidence and type of major contextual factors influencing the achievement of programme objectives	Document review (evaluability assessment CSPs, Country mapping studies and synthesis reports, Annual Reports etc.) Telephone and face-to-face interviews with relevant country based and global stakeholders Triangulating document review and stakeholder consultation results
Relevance				
How relevant has the programme been in view of its global and national contexts?	Global	Has programming been congruent with international commitments under the MDGs, PFA, CEDAW and Resolution 1325?	Extent to which programming has been explicitly or implicitly congruent with relevant international commitments	Document review (Reports and documents pertaining to the MDGs, PFA, CDAW and Resolution 1325, Annual Programme Reports etc.)
	Global	Has programming been congruent with UN Women's mandate and its priorities as regards GRB?	Extent to which programming has been explicitly or implicitly congruent with UN Women's mandate and GRB related priorities	Document review (UN Women Strategic Plan, other GRB relevant documents available on the UN Women website)
	Global/ Country	Has programming been congruent with EC priorities at global and country levels?	Extent to which programming has been explicitly or implicitly congruent with EC priorities at the global and country-levels	Document Review (relevant EC documents addressing global and country specific priorities) Telephone interviews with EC representatives at HQ and country levels

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
	Country	Has programming been congruent with existing country policy priorities?	Extent to which programming has been explicitly or implicitly congruent with relevant country policy priorities	Document review (CSPs, Country mapping studies and synthesis reports, Annual Reports etc.) Telephone and face-to-face interviews with relevant country based stakeholders Triangulating document review and stakeholder consultation results
How relevant has the programme been in light of other interventions at global or national levels?	Global/ Country	To what extent has the programme complemented or duplicated/overlapped with other interventions in the partner country and/or other donors' interventions?	Evidence of programme complementing or duplicating/overlapping with other global or country level programmes/interventions	Document review (descriptions of other interventions/ programmes that are seen to be complementary, or overlapping) Telephone and face-to-face interviews with relevant global and country based stakeholders
What efforts have UN Women and the EC made to ensure continued programme relevance?	Global	To what extent have findings and recommendations from previous monitoring reports/evaluations been used to improve programme relevance?	Evidence and type of use of findings and recommendations from previous monitoring/evaluations	Document review (Project Documents, Logframes and implementation plans, Mission reports, Annual Reports etc.) Telephone and face-to-face interviews with relevant global and country based stakeholders Triangulating document review and stakeholder consultation results

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
	Global/ Country	To what extent has the programme adapted (when necessary) to changing external conditions to ensure continued benefits for the respective target groups?	Evidence of adaptation to changing external conditions Stakeholder views on appropriateness and sufficiency of adaptations	Document review (Global meeting documents, Accra and Busan HLF, Annual Reports etc.) Telephone and face-to-face interviews with relevant global and country based stakeholders Triangulating document review and stakeholder consultation results
Effectiveness				
To what extent has the programme achieved or has made progress towards achieving its stated outputs and outcomes?	Global	What evidence is there for the programme having contributed to increases in targeted EC policy makers knowledge on GRB, and the use of GRB tools and strategies to enhance action on gender equality in the aid effectiveness agenda?	Evidence of EC policy makers making increased reference to, promoting, or applying GRB tools and strategies to enhance action on gender equality Perceptions of targeted EC policy makers and observers as regards changes in knowledge of and/or use of GRB, and of GRB tools and strategies	Document review (Minutes of relevant EC partner meetings, circulars, memos, Annual Reports etc.) Telephone and face-to-face interviews with EC policy makers, and relevant global stakeholders (e.g. OECD DAC) Triangulating document review and stakeholder consultation results
		What evidence is there for the programme having contributed to increases in targeted partner country decision makers' knowledge on GRB and on the use of GRB tools and strategies to enhance action on gender equality in the aid effectiveness agenda	Evidence of country decision makers making increased reference to, promoting, or applying GRB tools and strategies to enhance action on gender equality Perceptions of targeted partner country decision makers, and observers as regards changes in knowledge of GRB, and and/or use of GRB tools and strategies	Document review (relevant country level documents, e.g. call circulars, bills, policies, ministry specific guidelines or tools, etc.) Telephone and face-to-face interviews with targeted country decision makers, and relevant observers at country level, e.g. CSOs) Triangulating document review and stakeholder consultation results

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
		What evidence is there of the programme having led to or influenced specific advocacy and policy contributions by the EC during the HLF3 and HLF4 in regard to gender equality within the aid effectiveness agenda?	Type of EC advocacy and policy contributions at HLF3 and HLF4 Evidence of whether and how UN Women in general and this programme in particular have contributed to/influenced these contributions	Document review (Global meeting documents, Accra and Busan HLF, Annual Reports etc.) Telephone and face-to-face interviews with relevant EC and global stakeholders Triangulating document review and stakeholder consultation results
		What evidence is there of the programme having led to or influenced specific advocacy and policy contributions by partner country representatives during the HLF3 and HLF4 in regard to gender equality within the aid effectiveness agenda?	Type of partner country advocacy and policy contributions at HLF3 and HLF4 Evidence of whether and how UN Women in general and this programme in particular have contributed to/influenced these contributions.	Document review (Global meeting documents, Accra and Busan HLF, Annual Reports etc.) Telephone and face-to-face interviews with relevant global and country level stakeholders Triangulating document review and stakeholder consultation results
	Country	To what extent has the programme contributed to strengthening the technical and organizational capacities of the Ministries of Finance or Sector ministries in each of the five countries to effectively integrate gender into GBS and/or SWAps?	Evidence of technical and organizational capacity improvement to effectively integrate gender. E.g. demonstrated changes in <ul style="list-style-type: none"> • The ministry's organizational structure. • Adoption or modification of tools/strategies for integrating gender into GBS or SWAps Staff and stakeholder/partner perceptions on the respective ministry's willingness and ability to effectively integrate gender	Document review (CSPs, Country mapping studies and synthesis reports, Annual Reports etc.) Telephone and face-to-face interviews with relevant country based stakeholders Triangulating document review and stakeholder consultation results

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
		Is there evidence of the programme having contributed to efforts aiming at strengthening overall national government capacity and accountability mechanisms for integrating gender?	<p>Number of programme countries that have comprehensive country-level capacity building action plans in-place due to programme support</p> <p>Evidence of the respective plan having been integrated into the Ministry of Finance's capacity strengthening efforts, and of the plan addressing the capacity needs of other line ministries</p>	<p>Document review (Country level capacity building action plans for reviewed countries, other related documents – e.g. meeting minutes, memos. CSPs, Country mapping studies and synthesis reports, Annual Reports etc.)</p> <p>Telephone and face-to-face interviews with relevant country based stakeholders (government, programme staff)</p>
		What evidence is there that the programme has contributed/led to changes in GBS instruments that illustrate a positive shift in the incorporation of gender equality?	<p>Type and nature of changes in GBS instruments.</p> <p>Stakeholder views on programme contribution/role with regard to these changes.</p>	<p>Document review (CSPs, Country mapping studies and synthesis reports, Annual Reports, GBS tools etc.)</p> <p>Telephone and face-to-face interviews with relevant country based (national and international) stakeholders</p> <p>Triangulating document review and stakeholder consultation results</p>

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
Programme Management and Design				
What have been strengths and weaknesses related to programme management?	Global/ Country	To what extent has the programme management structure facilitated good results and efficient programme delivery?	Evidence of clearly defined and applied roles and responsibilities for individuals and committees Evidence of clear, sufficient, appropriate and effective systems in place for problem solving, communications, coordination and decision making	Document review (Mission Reports, EC ROM documents, previous evaluations, Annual Reports etc.) Telephone and face-to-face interviews with relevant country based stakeholders Triangulating document review and stakeholder consultation results
	Global/ Country	Have programme resources been managed in a transparent and accountable manner which promotes equitable and sustainable development?	Evidence of timely, clear financial budgets Evidence that accurate and meaningful reports that compare planned to actual expenditures and results achievement are prepared and shared with key programme stakeholders in a timely way Evidence that variations in expenditures, results achievement are explained in clear and timely ways	Document review (Mission Reports, monitoring reports, donor reports, EC ROM documents, previous evaluations, Annual Reports etc.) Telephone and face-to-face interviews with relevant country based stakeholders Triangulating document review and stakeholder consultation results
	Global/ Country	How effectively has the programme disseminated learning on good practices (country, regional and/or global levels) on institutionalization of GRB in the aid effectiveness agenda?	Type of lessons disseminated on good practices. Stakeholder views on relevance and (potential or actual) use of these lessons.	Document review (CSPs, Country mapping studies and synthesis reports, Annual Reports, UN Women GRB web portal etc.) Telephone and face-to-face interviews with relevant global and country based stakeholders Triangulating document review and stakeholder consultation results

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
	Global/ Country	<p>How effectively has the programme management monitored and measured performance and results?</p> <p>How effectively have related results been communicated internally and/or externally?</p>	<p>Existence of approved and suitable performance monitoring and evaluation tools/frameworks.</p> <p>Number and type of performance monitoring/evaluation activities and related products (e.g. monitoring and/or progress reports)</p> <p>Number and type and of internal/external communication efforts/channels used to share monitoring/evaluation information.</p>	<p>Document review (Monitoring frameworks and reports, EC ROM documents, previous evaluations, Logframes and implementation plans, Annual Reports etc.)</p> <p>Telephone and face-to-face interviews with relevant global and country based stakeholders</p> <p>Triangulating document review and stakeholder consultation results</p>
What have been strengths and weaknesses of the programme design?	Global/ Country	What were the benefits (and challenges) of the two-phase programme design and how did this design affect programme implementation?	<p>Evidence of benefits and challenges of the two-phase programme design</p> <p>Evidence (type and nature) of how programme design affected programme implementation</p>	<p>Document review (EC ROM documents, previous evaluations, CSPs, Annual Reports etc.)</p> <p>Telephone and face-to-face interviews with relevant country based stakeholders</p> <p>Triangulating document review and stakeholder consultation results</p>
		<p>How has the global policy and advocacy work informed country implementation in the five countries?</p> <p>How have country experiences and lessons been integrated into global level advocacy messages?</p>	<p>Evidence (type and nature) of global policy and advocacy work informing country implementation</p> <p>Evidence of country experiences and lessons learned integrated into global level advocacy messages</p>	<p>Document review (Global meeting documents, Accra and Busan HLF, Mission Reports, previous evaluations, Annual Reports etc.)</p> <p>Telephone and face-to-face interviews with relevant global and country based stakeholders</p> <p>Triangulating document review and stakeholder consultation results</p>

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
	Country	What (positive or negative) effects did the sharing of the Phase I findings have at national and regional levels?	Evidence of positive or negative effects at regional and national levels.	Document review (Mission Reports, EC ROM documents, previous evaluations, Annual Reports etc.) Telephone and face-to-face interviews with relevant country based stakeholders Triangulating document review and stakeholder consultation results
		How were the findings and knowledge briefs and baseline data from the Phase I research studies integrated into the Phase II country implementation plans?	Evidence (type, frequency, nature) of findings and baseline data integration into Phase II country implementation plans	Document review (Logframes and implementation plans, CSPs, Annual Reports, mission reports etc.)
How effective and appropriate were the approaches and strategies chosen to implement the programme?	Global/ Country	To what extent were the chosen programmatic approaches and strategies appropriate to address the identified needs for the agreed-upon beneficiaries?	Evidence of chosen approaches and strategies leading to intended results. Stakeholder views on appropriateness of chosen approaches/strategies and on potential alternatives.	Document review (Mission Reports, EC ROM documents, previous evaluations, Annual Reports etc.) Telephone and face-to-face interviews with relevant country based stakeholders Triangulating document review and stakeholder consultation results
		To what extent and in what ways did the programme involve women's organizations and organizations advocating for gender equality over the course of the programme?	Timing, type and results of programme efforts to involve women's/advocacy organizations.	Document review (CSPs, Country mapping studies and synthesis reports, Annual Reports, meeting minutes, consultation documents etc.) Telephone and face-to-face interviews with relevant global and country based stakeholders Triangulating document review and stakeholder consultation results

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
Efficiency				
Has the programme been managed cost effectively?	Global/ Country	To what extent have resources (financial, human, technical support, etc.) been allocated strategically to achieve the programmatic outcomes?	Type, quantity, and nature of allocations measured against strategic plans	Document review (Project Documents, Mission reports, Steering Committee documents, Evaluations, CSPs, Annual Reports etc.) Telephone and face-to-face interviews with relevant global and country based stakeholders Triangulating document review and stakeholder consultation results
Sustainability				
How likely is it that programme results at the global and national levels are sustainable?	Global	To what extent is GRB institutionalized in the global policy dialogue addressing the aid effectiveness agenda?	Evidence of institutionalization of GRB	Document review (Global meeting documents, Accra and Busan HLF, donor websites, websites/ conference/ meeting agendas related to aid agenda, Annual Reports etc.) Telephone and face-to-face interviews with relevant global stakeholders Triangulating document review and stakeholder consultation results
	UN Women	To what extent is (or has been) programme worked linked to UN Women's broader policy work on planning and budgeting?	Types of explicit and implicit linkages.	Document review (programme documents, UNW Strategic Plan, corporate documents on policy work around planning and budgeting) Stakeholder consultations with UNW staff at HQ

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
	Global/ Country	To what extent have relevant target beneficiaries been actively involved in decision-making concerning programme orientation and implementation?	Evidence of extent to which target beneficiaries have been actively involved in decision-making	Document review (Monitoring reports, Mission Reports, previous evaluations, Annual Reports etc.) Telephone and face-to-face interviews with relevant global and country based stakeholders Triangulating document review and stakeholder consultation results
		To what extent has country level work shaped/informed global policy advocacy?	Evidence (type and nature) of country work shaping/informing global policy efforts	Document review (Global meeting documents including reference to country specific lessons learned) Telephone and face-to-face interviews with relevant global and country based stakeholders Triangulating document review and stakeholder consultation results
	Country	What is the level of ownership for programme objectives and results by intended beneficiaries at country level? What factors are likely to influence this degree of ownership after the end of external support?	Evidence (type and nature) of programme ownership by intended beneficiaries Type and nature of potential factors that may (positively or negatively) affect degree of felt ownership	Document review (Monitoring reports, Mission Reports, previous evaluations, Annual Reports etc.) Telephone and face-to-face interviews with relevant country based stakeholders Observations during site visits Triangulating document review and stakeholder consultation results

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
	Country	To what extent are partners in each of the five countries committed to and likely to pursue the continuation of the programme (or some its elements) after funding ends?	Evidence (type and nature) of partner commitment to the continuation of programme efforts Type and nature of potential factors that may (positively or negatively) affect partner's ability to realize their commitment	Document review (Monitoring reports, Mission Reports, previous evaluations, Annual Reports etc.) Telephone and face-to-face interviews with relevant country based stakeholders Observations during site visits Triangulating document review and stakeholder consultation results
	Global /Country	What is the level of ownership for programme objectives and results by intended beneficiaries?	Evidence (type and nature) of programme ownership by intended beneficiaries	Document review (Monitoring reports, Mission Reports, previous evaluations, Annual Reports etc.) Telephone and face-to-face interviews with relevant global (HQ) and country based stakeholders Observations during site visits Triangulating document review and stakeholder consultation results
What preparations have been taken to prepare for or support programme phase-out?	Global/ Country	Is there a phase-out strategy defined in each of the five countries? If yes, what is its stage of implementation?	Existence of explicit phase-out strategy Stage of phase-out strategy implementation	Document review (Monitoring reports, Mission Reports, etc.) Telephone and face-to-face interviews with relevant country based stakeholders Triangulating document review and stakeholder consultation results

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
Impact				
What evidence is there of the programme having made, or is likely to contributing to its envisaged impact at global and/or country levels?	Global	<p>What evidence is there of programme results having influenced/contributed to (or are likely influence/ to contribute to) changes in the global policy dialogue on aid effectiveness?</p> <p>To what extent has the programme contributed to increased policy-level coherence on gender equality in the aid effectiveness agenda?</p>	<p>Evidence of changes in the global policy dialogue on aid effectiveness during programme duration</p> <p>Evidence of increased policy-level coherence</p> <p>Likelihood of programme results having contributed to these changes</p>	<p>Document review (Global meeting documents, previous evaluations, Annual Reports etc.)</p> <p>Telephone and face-to-face interviews with relevant global and country based stakeholders</p> <p>Triangulating document review and stakeholder consultation results</p>
	Country	<p>What measurable or observable changes have occurred in each of the five countries as a result of increased national capacity to institutionalize GRB?</p>	<p>Types of measurable or observable changes (e.g. in the inclusion of gender equality in the application of GBS instruments) in each of the five countries</p> <p>Likelihood of programme results having contributed to these changes</p>	<p>Document review (Previous evaluations, Annual Reports, Mission Reports, etc.)</p> <p>Telephone and face-to-face interviews with relevant country based stakeholders</p> <p>Triangulating document review and stakeholder consultation results</p>
		<p>Did the programme contribute positively to the working relationship between the EC and UN Women in each of the five countries?</p>	<p>Types and quality of changes in the EC/UN Women relation brought about by the programme</p>	<p>Telephone and face-to-face interviews with relevant global and country based UN and EC stakeholders</p>
Lessons Learned and Future Directions	Global/ Country	<p>What have been the key lessons learned from the programme implementation period (March 2008- March 2012)?</p> <p>To what extent have these lessons informed current or future programmes?</p>	<p>Types of lessons learned.</p> <p>Evidence of lessons having been used to inform current programming or plans for future programming.</p>	<p>Document review (Previous evaluations, Annual Reports, Mission Reports, etc.)</p> <p>Telephone and face-to-face interviews with relevant global and country based stakeholders</p> <p>Triangulating document review and stakeholder consultation results</p>

CRITERIA/ ISSUES	LEVEL (Global or Country)	EVALUATION QUESTIONS	EXAMPLES OF INDICATORS	SOURCE OF DATA AND MEANS OF VERIFICATION
		What are the key implications of review findings, conclusions and lessons learned for UN Women and the EC?	Implications of review findings, conclusions and lessons learned for UN Women and the EC.	Document review (Previous evaluations, Annual Reports, etc.) Telephone and face-to-face interviews with relevant global and country based stakeholders Triangulating document review and stakeholder consultation results

Appendix III List of Reference Group Members

As outlined in the TOR, the evaluation management structure comprised one coordinating entity (the **Management Group**) and two consultative bodies (the **Core Reference Group** and the **Broad Reference Group**). The composition of each of these groups is as follows:

Management Group

1. UN Women, Programme Specialist
2. UN Women, Programme Manager
3. European Commission, Programme Manager

Core Reference Group

1. Policy Advisor, Governance and National Planning, UN Women
2. Head of Sector- Gender Equality & Children Rights, European Commission
3. Senior Lecturer, Institute of development policy and management, University of Antwerp

Broad Reference Group

1. Evaluation Analyst, Evaluation Unit, UN Women
2. Programme and Resource Mobilization Specialist, UN Women (Brussels)
3. National counterparts – programme officers/technical advisors for 5 programme countries

Appendix IV List of Consulted Stakeholders

Consulted Stakeholders-Global

Title/Organization	Method of Consultation
Policy Advisor, UN Women, NYC	In-person, Telephone
Programme Manager, UN Women NYC	In-person
Programme Specialist, Policy Division, UN Women, NYC	In-person, Telephone
Knowledge Management Specialist, UN Women, NYC	In -person
Programme Manager, UN Women, NYC	In-person
Programme Specialist, UN Women, NYC	In-person
Programme and Resource Mobilisation Specialist, UN Women, Brussels	In-person
Programme Specialist, LAC, UN Women, NYC	In-person
Head of Section, Gender Equality and Children's Rights, European Commission, Brussels	Telephone
Programme Manager, EU Policies and Gender Issues, European Commission, Brussels	In-person
Programme Specialist, UN Women, Ecuador	Telephone
Programme Associate, UN Women, Ecuador	In-person, Telephone
Technical Advisor (GRB), UN Women, Cameroon	In-person, Telephone
Country Programme Manager, Un Women, Cameroon	Telephone
Country Programme Manager, UN Women, Tanzania	In-person, Telephone
Gender Advisor, UN Women, Ethiopia	In-person
Attaché, Governance and Economic Section, Gender Focal Point, EC Delegation Tanzania	Telephone
Gender Focal Point, EC Delegation Cameroon	Telephone
Regional Programme Director, Andean Sub-Regional Office, UN Women, Ecuador	Telephone
Regional Programme Director, South-Asia Sub-Regional Office, UN Women, India	Telephone
Chief, UN Women Africa Section	Telephone
Evaluation Unit, UN Women NYC	Telephone
Coordinator, OECD/DAC Network on Gender Equality	Telephone
Formerly part of WIDE (civil society organization)	Telephone
Program Manager, FEMNET	Telephone
GRB Expert, Author of 10 Country Study	Written questionnaire response
GRB Expert	Telephone
Former UN Women GRB Programme Staff	Telephone
Gender Unit, ITC/ILO, Italy	Telephone

Consulted Stakeholders-Nepal

Title/Organization	Method of Consultation
Programme Officer (GRB), UN Women, Nepal	In-person, Telephone
Programme Coordinator, UN Women, Nepal	In-person, Telephone
Technical Advisor (GRB), UN Women, Nepal	In-person, Telephone
Under Secretary, MoF	In person
GRBC Member- MFA&LD	In person
National Planning Commission	In person
Dept. of Agriculture and Livestock	In person
Joint Secretary, Prime Minister's Office	In person
Program Officer, Prime Minister's Office	In person
Under Secretary, MFA&LD	In person
GESI Coordinator, MFA&LD	In person
National Planning Director, LGCDP	In person
Acting Auditor General	In person
Deputy Auditor General	In person
Secretary MWCSW	In person
Director of Studies, NASC	In person
Budgeting and Planning Section, NASC	In person
Gender Focal Person, UNICEF	In person
Facilitator for Aid Management and Coordination, UNDP	In person
Gender Coordinator, UNFPA	In person
Social Development and Gender Officer, ADB Nepal Resident Mission	In person
Social Development Advisor, DFID Nepal	In person
CTA, GEMSIP, JICA	In person
Gender Focal Person, EU Delegation to Nepal	In person
PFM Advisor, EU Delegation to Nepal	By Phone
CSO Trainees	In person
Fulbright Consultancy	In person
SAHAVAGI	In person
Former GRB Consultant	By phone

Consulted Stakeholders - Rwanda

Title/Organization	Method of Consultation
UN Women, One UN coordinator	Interview
Regional Representative UN Women Regional Office for Central Africa	Interview
UN Women, GRB Technical Advisor	Interview
former GRB Associate	Interview
Capacity building programme officer and former GRB Programme Coordinator	Interview
Director, External Finance Unit-MINECOFIN External Resources Mobilization Expert External Resources Monitoring Expert	Interview
Director General of National Budget	Group interview
Committee clerk, Budget and Patrimonial standing committee	Interview
President of the Forum for Women Parliamentarians (FFRP) Senator. FFRP member FFRP member	Group interview
Executive Secretary, Gender Monitoring Office (GMO)	Interview
Gender Cluster Coordinator/MIGEPROF	Interview
Director General of Strategic Planning and policy coordination, MINAGRI	Interview
Executive Secretary, National Women's Council (NWC)	Interview
UNFPA	Interview
Programme Officer, Economic and Governance Section -Social sectors /Gender focal point- EU	Interview
UNDP Country Director	Interview
RWAMLEC Executive Secretary	Interview
CCOAIB Executive Secretary	Group interview
Policy and Advocacy Coordinator, Profemmes	Interview
National Statistical Institute	Interview
Vice Rector for Academics, School of Finance and Banking (SFB)	Interview
Lecturer SFB BBA Programme Coordinator and GEPMI Coordinator, SFB	interview
Senior Advisor, Gender Equality and HIV/AIDS , Rwanda Biomedical Centre (RBC)	Interview

Consulted Stakeholders-Peru

Title/Organization	Method of Consultation
GRB Programme Coordinator, UN Women, Peru	In person
Programme Coordinator, UN Women Peru	In person
Consultant, Former UN Women Peru GRB Programme Staff	In person
Agencia Peruana de Cooperación Internacional – APCI	In person
UNFPA, MESAGEN member	In person
Congressional Consultant	In person
Consultant for UN Women Peru	In person
Consultant for UN Women Peru	In person
Program Coordinator, Género y Economía (NGO Gender and Economy)	In person
Agregado Civil, Cooperation and Development Section, EC Peru Delegation	In person
Cooperation Section and Political Thematic Programs, EC Peru Delegation	In person
AECID Peru	In person
Ministry of Economy and Finance	In person
Director General of Professional Formation and Labour Capacity, Ministry of Work and Employment Promotion	In person
Técnica, Office of Professional Formation and Labour Capacity, Ministry of Work and Employment Promotion	In person
Office of Professional Formation and Labour Capacity, Ministry of Work and Employment Promotion	In person
Vice-Minister of Women, Ministry of Women and Vulnerable Populations (MIMP)	In person
Director General of Equality and Gender and No Discrimination, Ministry of Women and Vulnerable Populations (MIMP)	In person
Specialist, Ministry of Women and Vulnerable Populations (MIMP)	In person
Country Coordinator, UNDP Peru	In person
Gender Focal Point, UNDP Peru	In person
National Director of Handi-Craft Workers (Artesania), Ministry of Exterior Commerce and Tourism	
Defensoría del Pueblo (People's Ombudsman)	In person
Gender Specialist, Defensoría del Pueblo (People's Ombudsman)	In person
Coordinator, Political Participation Program, NGO Flora Tristán	In person

Appendix V List of Documents Reviewed

Contractual/Financial Documents:

- EUROPEAN COMMISSION, EuropeAID CO-OPERATION OFFICE (2010). Addendum 1 to contract DCI-GENRE/2007/142-351, “Gender Responsive Budgeting in New Aid Modalities”, July.
- EUROPEAN COMMISSION, EuropeAID CO-OPERATION OFFICE (2007). Programme Investing in People-Gender Equality, contract GENDER/2007/142-351, “Gender Responsive Budgeting in New Aid Modalities”, December, 4 pages.
- UNIFEM (2010). Letter written by Moez Doraid-deputy executive director to Hans Stausboll-head of unit for EuropeAid Co-operation Office, Follow-up on NCE request to EC, New York, July 1st .
- UNIFEM (2010). Letter written by Johanne Sandler-deputy executive director for programmes to Hans Stausboll-head of unit for EuropeAid Co-operation Office, No-cost extension request to EC, New York, March 11th .
- UNIFEM (2010). Annex B UNIFEM GRB in Aid Effectiveness, revised budget, April, 2 pages.
- UNIFEM (2009). Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda, contract GENDER/2007/142-351, February 30th, 2 pages.
- UNIFEM (2007). Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda, for the EC thematic programme, theme 3- gender equality, project proposal: November, 25 pages.
- UNIFEM (2007). Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda, for the EC thematic programme investing in people: theme 3- gender equality, project proposal, August.
- UNIFEM (2007). Addendum to UNIFEM’s proposal to the EC Project: Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda, UNIFEM’s Strategy for Enhanced Coherence and Synergy between the EC Funded Programmes on Gender and aid Effectiveness, 5 pages.

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- UNIFEM (2010) Implementing Policy Commitments to Gender Equality and Women’s Rights: the Theory of Change of Gender Responsive Budgeting.

- UNIFEM (2010). Managing Knowledge in the Area of Gender Responsive Budgeting to Support Learning and Programming, UNIFEM GRB KM Strategy, June 2010, 19 pages.
- UNWOMEN (2010) Draft GRB Theory of Change.
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- UNWOMEN (2011). Report on the high level meeting: Increasing accountability and development effectiveness through Gender Responsive planning and Budgeting, Kigali, Rwanda, July 26-28th , 12 pages.
- UNWOMEN (2012). Annual Report on the UN-Women Evaluation Function 2011, Executive Board of The United Nations Entity for Gender Equality and the Empowerment of Women, New York, 29 May-1 June 2012, 37 pages.
- UNWOMEN (2012). Progress made on the UN-Women Strategic plan 2011-2013, Report of the Under-Secretary-General/Executive Director of the United Nations Entity for Gender Equality and the Empowerment of Women, New York, 29 May-1 June 2012, 43 pages.
- UNWOMEN (2012). Regional Architecture, Executive Board of The United Nations Entity for Gender Equality and the Empowerment of Women, New York, 29 May-1 June 2012, 23 pages.
- UNWOMEN (2012). Annex I of the UN- Women Strategic Plan, 2012-2013. UN-Women Development Results framework, New York, 29 May-1 June 2012, 22 pages.
- UNWOMEN (2012). Guidance note on capacity development for gender responsive planning and budgeting, draft, April, 25 pages.
- UNWOMEN (2012), Global Programmes (24 May 2012).

Country Specific Documents:

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- EUROPEAN COMMISSION (2010). Gender responsive In New Aid Modalities, Monitoring report- all countries, November 22nd, 4 pages.
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- CASTELLS, Lai (2010). Monitoring Report, Background Conclusion Sheet: Ongoing Projects - Cameroon, contract number c-142351, November 22nd.
- Cabinet COS & Co (2010). Etude sur L’Évaluation du Genre des Bénéficiaires des Services de Santé de la Reproduction (SR), (Gender Aware Beneficiary Assessment Report), Yaoundé, décembre, 150 pages.
- DSTC-INTERNATIONAL (2010). Partenariat MINFI-UNIFEM au Cameroun, Intégration du Genre dans les Outils de Planification, de Programmation et de Budgétisation : Identification et Analyse du Genre des Outils, Rapport d’étude, octobre, 52 pages.
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- UNWOMEN (2011). Integrating Gender Responsive Budgeting into the Aid Effectiveness Agenda, Monitoring Exercise – Cameroon, 7 pages.
- UN Women (2011); Integrating Gender Responsive Budgeting into the Aid Effectiveness Agenda, Cameroon case Study, 12 pages.

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- MUTESHI, Jacinta et Tiruwork TIZAZU (2008). Integrating Gender responsive Budgeting into the Aid Effectiveness Agenda, Ethiopia Country Report UNIFEM and The European Commission, 48 pages.
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- UNIFEM (2010). Integrating Gender Responsive Budgeting into the Aid Effectiveness Agenda, Country Implementation Plan – Nepal, 17 pages.
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- Castells, Laia (2009). Monitoring Report, Peru, Background Conclusion Sheet, Ongoing Projects, Integrating Gender Responsive Budgeting in The Aid Effectiveness Agenda.
- Castells, Laia (2010). Monitoring Report, Peru, Gender Responsive Budgeting in New Aid Modalities, 22/11/2010.
- EUROPEAN COMMISSION (2010). Gender Responsive in New Aid Modalities, monitoring report- Peru, November 22nd, 3 pages.
- EUROPEAN COMMISSION /UNIFEM (2009). Program: “Incorporating Gender-Responsive Budgeting in the Agenda of Development Aid Effectiveness” National Workshop to Share the Research Findings on Gender Responsive Budgets and Aid Effectiveness in Peru and consultation to formulate a proposal for the second phase, Lima, February 17th, 9 pages
- European Commission/UNIFEM (no date). Management Response Peru, Incorporating Gender-Responsive Budgeting in Agenda of Development Aid Effectiveness, Ideas and Proposals to Support a Second Phase in Peru.
- HURTADO, Isabel (2010). Plan de Capacitación, Incorporación del enfoque de género en el Presupuesto Público, en el marco nacional del plan de igualdad de oportunidades, Producto 5.6 (Annex 2), con el apoyo de Patricia Fuertes, Nelly Marin, Marcia Roeder y Lucy Simon, 15 pages.
- HURTADO, Isabel; FUERTES, Patricia; MARIN, Nelly, ROEDER Marcia y Lucy SIMON (2010). Memoria del taller de validación de manual, Incorporación del enfoque de género en el presupuesto público, en el marco nacional del plan de igualdad de oportunidades, Producto 5.7 (Annex 3), abril, 27 pages.
- HURTADO, Isabel; FUERTES, Patricia; MARIN, Nelly, ROEDER Marcia y Lucy SIMON (2010). Programa de presentación del manual de capacitación para formulación presupuestal con enfoque de género, Incorporación del enfoque de género en el presupuesto público, en el marco nacional del plan de igualdad de oportunidades, Producto 5.9 (Annex4), abril, 3 pages.
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- CCOAIB (2010). Étude sur les Dépenses Publiques du Secteur Agricole : 2008 et 2009/2010, Méthodologie, Conseil de Concertation des Organisations d'Appui aux Initiatives de Base (CCOAIB), Kigali, Novembre.
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Appendix VI Sample Interview Protocols

Interview Protocol – UN Women Staff

Universal Management Group, a Canadian Management Consulting Firm, was contracted by UN Women to conduct the final, end-of-programme evaluation of the *Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda* programme. The evaluation aims to i) Assess the extent to which the planned programme results were realized and are likely to be sustained; and ii) Identify lessons learned and identify implications for future UN Women and UN Women/EC programming, particularly the *Increasing Accountability in Financing for Gender Equality* (FfGE) programme. **Please be assured that all interviews conducted as part of the data collection process for this evaluation will be treated confidentially, and that information will only be shared in anonymized or aggregated forms.**

Introduction

- 1) Please briefly describe yourself in terms of: how long have you been with UN Women, and in your current position? What have been your role and key responsibilities in relation to the ‘Integrating GRB...’ programme?
- 2) Please describe the structure and composition of the overall programme team (in this office, at regional and global levels) that you have worked with, as well as related changes over time.

Context

- 3) **National Context for GRB:** How has GRB work in (Rwanda/Nepal/Peru) evolved over the past five years? What are key areas of success/slow progress?
 - E.g. in terms of the policy context; government, donor and civil society capacity; political will; in specific sectors; investments; UN Women’s involvement and foci
- 4) **UN Women Context:** How, if at all, has the transition from UNIFEM to UN Women affected the programme’s work in this country? (E.g. in terms of structure, staffing, strategic planning, priorities, status among UN agencies or donors)
- 5) **Aid Effectiveness Agenda & New Aid Modalities**
 - How relevant are the principles of Aid Effectiveness (AE) and the use of New Aid Modalities (NAM) for the day to day work of development partners on the ground? How familiar are different stakeholder groups with AE principles and NAM?
 - What, if any, alternative or additional frameworks, concepts or ideas are influencing the national development discourse (e.g. due to presence of ‘emerging donors’)

Relevance

- 6) In your view, how relevant was the ‘Integrating GE ...’ programme in view of existing needs and gaps?
- 7) To what extent did the programme complement, build on, or duplicate other (past or present) efforts?
- 8) How relevant do you consider the project’s particular focus on GRB in the context of Aid Effectiveness and New Aid Modalities?

Effectiveness

- 9) To what extent has the programme made progress against its envisaged objectives/results at the country level?
- 10) To what extent has work at the national level contributed to/influenced changes at the regional and/or global levels (e.g. in relation to the HLFs 3 and 4)?
- 11) What have been key achievements in terms of strengthening the knowledge of national government and donor decision makers in relation to GRB? What have these changes in knowledge resulted in?
- 12) What have been key achievements as regards strengthening national capacity and accountability mechanisms for GRB?
 - Ministry of Finance, Line Ministries, donor community/EC, civil society, others
- 13) What have been key factors supporting or hindering progress?
 - E.g. contextual factors, management related factors, chosen strategies/approaches, time

Design, Management, and Efficiency

- 14) In your experience, what have been the most important strengths and weaknesses of the programme's management structure and processes?
 - E.g. Staffing; interaction of global, regional and national levels; planning; monitoring and reporting; resource management; dissemination and sharing of knowledge
- 15) What do you consider the benefits and drawbacks (if any) of the programme's design (e.g. global programme; two phases starting with research; overall timeline) and of specific strategies and approaches (e.g. placement of technical advisors in MoF)
- 16) To what extent and in what ways did the programme involve women's organizations and GE advocates over the course of its implementation?
- 17) What has characterized the partnership with the EU at the country level?
- 18) To what extent have programme resources been allocated strategically to achieve the envisaged results?
 - Are there examples of resources having provided high 'value for money'? Are there examples where you feel resources could have been used more strategically?

Sustainability

- 19) Which programme results are likely to be sustained after the programme ends? Which are less likely? Why?
 - What strategies has the programme employed in this country to enhance the likelihood of sustainability?
- 20) Please share any other comments or observations that you feel might be relevant for this evaluation.

Lessons learned and Future Directions

- 21) What, if any, lessons have you learned during programme implementation that may be relevant
 - For future GRB work / work on Financing for GE?
 - For further collaboration between UN Women and the EC?

22) Please share any other comments or observations relevant to this evaluation.

Thank you very much for your kind participation.

Interview Protocol – National Government (MoF and Line Ministries)

Universalialia Management Group, a Canadian Management Consulting Firm, was contracted by UN Women to conduct the final, end-of-programme evaluation of the *Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda* programme. The evaluation aims to i) Assess the extent to which the planned programme results were realized and are likely to be sustained; and ii) Identify lessons learned and identify implications for future UN Women and UN Women/EC programming, particularly the *Increasing Accountability in Financing for Gender Equality* (FfGE) programme.

Please be assured that all interviews conducted as part of the data collection process for this evaluation will be treated **confidentially**, and that information will only be shared in **anonymized or aggregated** forms.

Thank you kindly for your participation.

Introduction

- 1) Please briefly describe yourself in terms of: how long have you been in your current position? How long have you worked in the ministry? What are your key responsibilities? What role do gender equality and GRB concerns play in your work?
- 2) How familiar are you with UN Women’s work on GRB in (Rwanda/Nepal/Peru)? To what extent and in what ways (if any) have you been directly involved in the *Integrating GRB in the AE Agenda* project?

Context

- 3) **National GE Context:** At the national level, what have been key developments in the national context for gender equality and women’s human rights in the past 5 years?
- 4) **GRB Context:** How, if at all, has GRB work at the national level evolved (e.g. in terms of the policy context; government, donor and civil society capacity; political will; in specific sectors; investments; players involved in GE work)
- 5) **UN Women Context:** How, if at all, has the transition from UNIFEM to UN Women affected the organization’s work in this country/your partnership with UN Women?
- 6) **Aid Effectiveness Agenda & New Aid Modalities**
 - How relevant are the principles of Aid Effectiveness (AE) and the use of New Aid Modalities (NAMs) for the day to day work of development partners on the ground? How familiar are different stakeholder groups with AE principles and NAMs?
 - To what extent are GE concerns integrated into NAMs (e.g. SWAps, GBS)
 - What, if any, alternative or additional frameworks, concepts or ideas are influencing the national development discourse (e.g. due to presence of ‘emerging donors’)

Relevance

- 7) How relevant was the ‘Integrating GE ...’ programme in view of existing national needs and priorities?
- 8) To what extent did the programme complement, build on, or duplicate other (past or present) efforts around Gender Equality and/or GRB?
- 9) How relevant do you consider the project’s particular focus on GRB in the context of Aid Effectiveness and New Aid Modalities?

Effectiveness

- 10) Based on your knowledge and/or perceptions of the programme, what do you consider to be its main achievements?
 - In view of enhancing policy/decision makers’ knowledge of GRB in the context of AE
 - In view of informing/influencing national or regional positions e.g. at the HLFs 3 and 4
 - In view of strengthening national capacity for GRB (in your ministry, in other ministries, among donors, among civil society)
- 11) What, if any, are areas where progress has been slower or different than what you had hoped for?

Management/Partnership

- 12) How satisfied are you with the partnership between your organization and UN Women on this programme? What worked well/less well?
- 13) Were you aware of the EU’s role in/contribution to the programme? To what extent was the local EU delegation involved in programme activities that you are aware of?

Sustainability

- 14) Which programme results are likely to be sustained after the programme ends? Which are less likely? Why?

Lessons learned and Future Directions

- 15) What, if any, lessons have you learned during programme implementation that may be relevant
 - For future GRB work in your country
 - For further collaboration between your organization and UN Women and/or the EC
- 16) Please share any other comments or observations relevant to this evaluation.

Thank you very much for your kind participation.

Appendix VII Theory of Change and Key Assumptions

The table below summarizes the evaluation team's observations and comments on the reconstructed Theory of Change and its underlying assumptions based on the evaluation findings. The purpose of these reflections is to highlight areas of the ToC that the evaluation confirmed (or at least did not question), as well as important gaps and/or issues that proved to be problematic.

Element	Description	Observations and Comments based on Evaluation Findings
Impact	Implementation of GE commitments by donors and partner country governments in support of the AE agenda	Some consulted stakeholders questioned whether the ultimate impact of the programme would be better defined in terms of the intended changes and benefits for women, e.g., its envisaged positive socio economic impact on women.
	Enhanced accountability for gender equality of donors and partner countries (including in the AE agenda)	<p>One stakeholder commented that the (lower level) programme impact should be defined in terms of donors and partner countries increasing their respective budget allocations to women's priorities. This was, however, one of the indicators used in the programme LFA to measure progress towards impact.</p> <p>In our view, the notion of enhanced accountability was a relevant and appropriate goal/impact statement, as it allows exploring changes not only in the allocation of funds and the existence of commitments, but also in relation to systems and tools to monitor and track progress and hold government accountable for implementing its GE commitments.</p> <p>The evaluation found that the added notion of 'including in the AE agenda' was more appropriate and relevant to the programme's work at the global level (around the Busan HLF-4) than in relation to work and achievements at the national level.</p>
Medium Term Outcomes	Stronger commitments to GE in the context of AE by donor and partner governments	<p>The evaluation confirmed that the programme had contributed to establishing stronger commitments to GE by donor and partner governments, and found that the Medium Term Outcome was appropriate and relevant.</p> <p>At the same time, the evaluation highlighted the need to further explore and define assumptions related to the factors that need to be in place – especially for global commitments to be translated into action on the ground. While the evaluation found several examples of national partner governments (with programme support) taking action to implement global commitments and monitor related progress, it found no clear evidence of whether and how global commitments influenced the work of donor agencies on the ground.</p> <p>Overall, as noted in the recommendations, there is a need to conceptually clarify the assumed linkages of normative and operational work.</p>
	Effective and sustained integration of gender consideration into planning and budgeting processes, including in aid modalities such as GBS and SWAs, in five programming countries	The evaluation found the first part of the Outcome statement to be appropriate and relevant in terms of what the programme set out to achieve, the types of results that it contributed to, and the notion of sustainability that is integrated in the Outcome statement.

Element	Description	Observations and Comments based on Evaluation Findings
		As noted earlier, the evaluation found less confirmation of the relevance of the second part of the Outcome statement. While the programme contributed to integrating GE considerations into planning and budgeting processes at the sector level (e.g., in Rwanda and Nepal), the fact that aid to a sector was channelled through a SWAP did not seem to make a significant difference to programme approaches or results (i.e., gender was integrated into the respective sector, but not into the supporting aid modality).
Short term Outcomes	Deepened understanding of EU decision makers and national partners on the uses of GRB in the context of the AE agenda	As noted in the report, one challenge for the evaluation was to find actual evidence of programming efforts having contributed to 'deepened understanding', given the elusive nature of this result. The indicators for this result in the LFA were more suited to measuring higher level results and/or actions that might derive from 'deepened understanding', rather than the understanding itself. For future programming it may be more useful to formulate results in terms of measurable or observable changes in behaviour of actors, rather than in terms of internal changes.
	Improved country capacity for institutionalizing the application of GRB in the context of the aid effectiveness agenda in five programme countries	The evaluation showed that considerable progress was made in terms of strengthening country capacity for institutionalizing the integration of GE into planning and budgeting processes. The noted 'context of the aid effectiveness agenda' did, however, play a limited role in this regard, and was primarily relevant in the programme's support to national actors' participation in and contribution to regional and/or global policy fora.
Target Groups	EU/other donor and partner country delegations taking part in global/regional policy dialogue on Aid Effectiveness	The evaluation positively noted the programme's work with a wide range of different partners at global, regional (to some extent), and national levels. Noted gaps were that while the programme had elaborate strategies and a clear understanding of how to approach and support some of these target groups (in particular national government partners, but also different stakeholders involved in preparations for the Busan HLF-4), this was not the case for other groups, in particular the EUDs and donors at country level. The evaluation also found that the range of stakeholders that the programme engaged with differed from country to country. To a large extent this depended on the respective national contexts, i.e., the existing 'landscape' of (potential) strategic partners.
	National governments; Donor Coordination Groups; Civil Society Organizations and other potential advocates e.g. parliamentarians	
Barriers	Lack of political will Limited understanding of the importance of GE, resources and incentives at various levels of partner & donor country governments Status quo of practices of developing, implementing, and monitoring budgets	The evaluation found that the formulated barriers did exist (albeit to varying degrees) in the five programming countries as well as at global level. It further noted that the programme contributed to addressing and (at least partially) reducing some of them, thus validating the programme's overall intervention logic and approach.

Element	Description	Observations and Comments based on Evaluation Findings
	<p>Lack of capacity and incentives among decision makers and technocrats to systematically apply GRB principles/tools</p> <p>Lack of capacity, political will and incentives among donors at country level to integrate GE into aid modalities such as GBS/SWAPs</p> <p>Lack of capacity among civil society and other potential advocates to demand GRB, and monitor related progress</p>	

Key Assumptions

Key Assumption	Observations and Comments based on Evaluation Findings
National commitments to GE and women's rights need to be reflected in budgets as these reflect values and priorities of a government, and are the basis for the allocation of resources (e.g., for the provision of services).	This statement still holds, and the expressed view was shared by all consulted stakeholders. On closer view, it is actually a statement of conviction that forms the rationale for the programme, rather than an assumption to be tested.
Using a GRB approach can facilitate the implementation of GE commitments by ensuring that sector and local plans include programmes and budgets that respond to women's priorities and gender equality demands.	The programme contributed to getting a 'step closer' to verifying this assumption (e.g., by supporting national partners in including GE concerns in national and sector plans and budgets). As these plans and related budgets have not yet been fully implemented, it remains to be seen whether and to what extent they will lead to GE commitments being implemented.
Accountability for implementing GE commitments lies with national <u>and</u> donor governments. In the context of AE, national partners are the key drivers in ensuring that GE is addressed and integrated into national and/or sector budgets. Donor governments can influence the extent to and the ways in which gender equality is addressed and integrated into national and/or sector budgets.	Again, this statement is more a declaration of conviction than an assumption. While it helps clarify the programme rationale, it cannot be proven or disproven by evaluation findings. Related observations are that national governments in the five programming countries demonstrated different degrees of 'driving' the GE agenda, with Rwanda and Nepal showing stronger leadership, while in Peru the GE agenda is still considerably pushed forward by external actors, including by UN Women. The evaluation did not find strong evidence of donors influencing concrete actions at the national level of how to integrate GE concerns, including into aid modalities such as GBS and SWAPs.
GRB tools/strategies can enhance the GE impact of general budget support and sector wide approaches through strengthened emphasis on GE in the definition of objectives, results, and monitoring frameworks associated with those instruments.	The evaluation did not find any direct evidence of GRB tools/strategies impacting the GE impact of modalities such as GBS and SWAPs. As noted above, while the programme did work in the context of SWAPs, it focused on integrating GE into the respective sector, largely regardless of the respective aid modality. This does not necessarily mean that the assumption is incorrect. It just means that the actual work done under the programme does not allow verifying or modifying the assumption.

Key Assumption	Observations and Comments based on Evaluation Findings
<p>Implementing any form of GE commitment at global or national levels, including through systematic GRB application, requires the political will of national governments and donors.</p>	<p>The evaluation confirmed the importance of the existence and degree of political will for translating commitments into practice. For example, political will seemed to determine whether the national governments were able to proactively lead and continuously expand the national GE agenda, or whether they tended to focus on meeting minimal obligations.</p> <p>An important question that requires further exploration is whether and to what extent global policy commitments create and/or strengthen political will, and, under what circumstances they translate into action or not. This is linked to the question of what other factors determine political will, and which, if any, can be influenced from the outside.</p>
<p>Implementation is also influenced by positive or negative incentives for relevant actors which create the motivation for pursuing (or not) any form of commitment.</p>	<p>The evaluation confirmed the assumed relevance of various types of incentives. The findings also led to the hypothesis that negative incentives and external motivations (i.e., compliance with legal obligations in order to avoid being reprimanded) are well suited to ensure fulfillment of existing minimum requirements, while positive incentives linked to intrinsic motivations (e.g., the conviction to do something that is not only morally right, but will also benefit the country's overall economic and social welfare) are more likely to drive dynamic change and innovation. The evaluation found examples of both types of incentives and motivations. For example, GRB work in Peru is, to date, largely driven by compliance with legal obligations, while in Rwanda there was a mix of regulatory obligation – due to Gender Budget Statements being mandatory – combined with intrinsic motivations of individual actors in strategic positions.</p>
<p>Sharing evidence of GRB benefits can positively influence political will as well as capacities and behaviour of partner country and donor governments.</p>	<p>The evaluation did not find strong evidence to either prove or disprove this assumption.</p>
<p>Civil society actors need to actively participate in advocacy for gender responsive and equitable economic policy-making, and monitoring and oversight of government programming, budgeting, and execution.</p>	<p>There was wide agreement among consulted stakeholders, including government representatives, that CSOs need to play a strong(er) role in holding government actors accountable for implementing GE commitments. The programme made several related efforts to strengthen CSO capacities and access to relevant fora at the country level (e.g., in Rwanda and Cameroon) and at the global level (e.g., supporting CSOs in the context of the pre-Busan preparations).</p>
<p>Work at global (regional) and national levels needs to occur in parallel as each level influences and is dependent on the other. This mutual influence can include: i) national good practices and challenges influencing and informing regional and global norm setting, and strengthening political will; ii) stronger global commitments to GE/GRB by donor and partner country governments enhancing the likelihood of actual application of GRB principles and tools on the ground.</p>	<p>Evaluation findings support this assumption, but also highlight the need to further elaborate and explore the complex inter-linkages between (global) normative and (country level) operational work.</p>

Key Assumption	Observations and Comments based on Evaluation Findings
<p>Making relevant knowledge and/or evidence on an issue available to them can contribute to changes in different actors' behaviour.</p>	<p>As noted in the report, the evaluation found little evidence of whether and how knowledge products such as the GRB case studies contributed to specific changes in stakeholders' behaviours and/or views. However, consulted stakeholders confirmed the relevance and usefulness of various knowledge products made available by the programme. Evaluation findings thus indicate that the assumption may well hold, but that further thinking is required on how to track (at least on an exemplary basis) how different types of stakeholders use knowledge products.</p>
<p>EC HQ participation in the programme will ensure meaningful involvement of EU country delegation staff.</p>	<p>We acknowledge that this was an unintended assumption that is implied by the absence of clearly formulated expectations for the involvement of EUD staff, and the lack of related guidance from the EC HQ. As noted in the report, it did not prove true.</p>

Appendix VIII Dimensions Addressed in Phase II Programming Countries

Contribution Areas	Types of Achievements/Contributions	Peru	Nepal	Rwanda	Tanzania	Cameroon
Strengthening the enabling national environment for GRB institutionalization	Formulation of National Capacity Assessments and Plans	✓	✓		✓	✓
	Analysis of gender/GRB programming/sector gaps and subsequent strengthening strategies/support provided	✓		✓		
	Technical support to integrate/ strengthen gender and GRB in national budget guidelines		✓		✓	
	Technical support to include/ strengthen gender and GRB in policies, directives	✓	✓		✓	
	Technical support to cost GRB sector strategies			✓		
	Technical support to integrate gender indicators/guidelines into poverty reduction strategy			✓	✓	
	Technical support to strengthen national GRB programme classification/rating system		✓			
	Developed GRB tracking methodologies for sector budgets (to be implemented by CSOs to monitor government)		✓	✓		✓
	Promoted policy dialogue		✓		✓	
	Capacity assessment /development of plan to support integration of gender in SWAp			✓		✓
	Gender-Aware Beneficiary Assessment (GABA) of SWAp					✓
Strengthening People (individual and collective capacities)	Documented experiences to disseminate at local/national and global levels	✓	✓	✓		
	Awareness raising/advocacy with Ministries of Finance; Ministries of Gender	✓	✓	✓	✓	✓
	Supported consultations on budget preparation		✓			
	Provided training in GRB to government officials (including MoF)	✓	✓	✓	✓	✓
	Provided training in GRB to civil society members and organizations	✓	✓			✓
	Provided training in GRB to UN Country Team Gender Taskforce			✓		
	Provided training in GRB/gender monitoring at local level	✓	✓			✓
	Trained staff at government training institutes on how to integrate GRB into their training modules		✓	✓		
	Developed a training programme for government officials implemented at an educational institution			✓		

Contribution Areas	Types of Achievements/Contributions	Peru	Nepal	Rwanda	Tanzania	Cameroon
Influencing and Engaging donors	Participation in Donor Coordination Group(s)		✓	✓	✓	✓
	Chairing gender donor coordination group /sub-committee	✓	✓		✓	✓
	Technical support to integrate gender marker in Aid Information Management System (AIMS)		✓			
	GRB Training for Donor Group				✓	✓

Appendix IX GRB Capacity

UN Women's corporate GRB Capacity Development Strategy (2010, revised in 2012) includes a comprehensive analysis of the agency's concept of system GRB. The table below summarizes some key aspects of this concept which are also reflected in the programme's Rwanda Country Case Study (2012).

Enabling Conditions	Required individual competencies and collective capabilities inside and outside of government
<ul style="list-style-type: none"> • Policies and regulations at national, sector, and institutional levels, that, at a minimum, do not prevent the application of GRB, and that, ideally, explicitly formulate a commitment to using GRB or comparable concepts • Appropriate incentives (rewards or sanctions) for actors tasked with applying GRB concepts/approaches • Supportive and decisive leadership • Effective relationships between different actors, that for example, allow for effective checks and balances to be applied both within organizations, as well as through external players with the mandate to hold government accountable for its actions 	<p>Individuals and teams with the ability to conduct:</p> <ul style="list-style-type: none"> • Policy development, i.e., translate commitments to gender equality into policies and practical actions • Analysis, i.e., identify gender gaps and key priorities through data collection and analysis and stakeholder consultations • Planning, i.e., respond to gaps by articulating realistic and specific goals and objectives • Programming, i.e., translate policy commitments into gender responsive budget proposals, gender responsive outcomes and gender responsive performance monitoring frameworks • Budgeting, i.e., negotiate and effectively include costs of gender related interventions in the annual operational plans and budgets submitted to the Ministry of Finance • Internal Monitoring, i.e., design and use appropriate, meaningful indicators; carry out gender budget analysis; • External Monitoring, e.g. by civil society and gender advocates, focused on tracking, analyzing government programmes and budgets.
<p><i>System capacity</i> deriving from the interplay of enabling conditions inside an organization or broader system, individual competencies and collective capabilities.</p>	

Appendix X Programme Interventions with Key Partners Engaged in Phase II Programming Countries

The programme has worked with a variety of stakeholders in each of the five programme partner countries, through a broad range of interventions. These scope and level of interventions can be categorized as follows:

Category 1: Intensive engagement throughout (large parts of) the programme duration including one or more of the following: technical assistance, financial support, capacity building, advocacy and/or awareness raising.

Category 2: Moderate engagement e.g. through occasional consultations, targeted advocacy activities and/or specific events at particular points of the programme.

The table below provides a visual representation of the programme scale and approach across the five partner countries:

Strategic Partners	Peru	Nepal	Rwanda	Cameroon	Tanzania
Ministry of Finance (MoF)					
Ministry of Gender/Women					
Other Nat. Women's Machinery entities					
Ministry of Planning					
Sector/line ministries					
National government Intl Cooperation Department/Division					
Donor/DP Coordination - Gender					
Other Donor/DP Groups					
EU country delegation					

Strategic Partners	Peru	Nepal	Rwanda	Cameroon	Tanzania
Other UN Agencies					
Gender Advocates, Parliamentarians etc.					
CSOs and CSO Networks					

Legend:

	Category 1
	Category 2
	No involvement or not applicable ⁸⁸

⁸⁸ E.g. in cases where the national women's machinery did not incorporate actors other than the Ministry of Gender.