

Evaluation Report

Final Evaluation of the UN Women Project “Promoting Gender Responsive Budgeting in South East Europe”

UN Women Sub-Regional Office for Central and South Eastern
Europe

September 2013

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Acknowledgements

This Final Evaluation Report has been directly informed by the opinions and insights of more than 65 persons including central and local level government officials, representatives of civil society organizations, gender experts and representatives of international organizations including UN Women. The Evaluation Team is indebted to all of these persons for dedicating their valuable time to contribute to the evaluation process.

The Evaluation Team would like to express our deep appreciation to UN Women, in particular the Project Manager (Ermira Lubani) and National Coordinators (Jovana Bazerkovska, Maja Bosnic and Rezart Xhelo), who devoted extensive time to share their valuable institutional knowledge and frank reflections about the implementation of the project, responded to our large volume of requests for information and provided us with extensive support during our country visits to Albania, Bosnia and Herzegovina and FYR Macedonia.

The Evaluation Team is also grateful for the continuous support and guidance of the Monitoring and Evaluation Specialist from the Sub-Regional Office for South Eastern Europe (Blanka Hancilova) in supporting the evaluation process and providing important comments and suggestions, particularly during the Inception Phase.

Without the support and participation of all those involved in the consultation process, this Report would not have been possible. The Evaluation Team hopes that this report will be useful for UN Women and project stakeholders in highlighting the important results that have been achieved through the project and in identifying ways for UN Women to further strengthen its future GRB programming.

Executive Summary

Background

Over the past years, UN Women has provided support to national and local stakeholders in strengthening democratic governance and advancing women's rights through initiatives aimed at mainstreaming gender in policy planning and budgeting. Globally and regionally, support for gender responsive policies, programming and budgets has been a focus of UN Women's work. The three-year regional project on Promoting Gender Responsive Policies in South East Europe (PGRP-SEE) was developed by the UN Women Sub-regional Office for Central and South Eastern Europe (CSEE) as a direct follow up of the 2006-2010 UNIFEM CEE regional project on gender-responsive budgeting. PGRP-SEE aims to improve individual and collective capacities of governmental institutions, CSOs and parliamentarians in SEE (with particular focus on Bosnia and Herzegovina, Albania and FYR Macedonia) in utilizing gender responsive budgeting (GRB) as a tool to promote, implement and monitor policies and programmes in the employment and labour, social protection and social assistance and rural development sectors. The initially planned budget for PGRP-SEE was 2,232,172 USD out of which 1,929,305 USD was received. Out of the total fund received, 51% (983,838 USD) were from UN Women Core Funds and 49% (945,467 USD) were from the Austrian Development Agency (ADA).

This final PGRP-SEE evaluation, which encompasses project activities from the start of the project in December 2010 until August 2013, aims to evaluate project results and identify lessons learnt that can improve UN Women's future initiatives on GRB in the region in order to enhance accountability, inform decision-making and contribute to learning on the best ways to achieve women's empowerment and gender equality through operational and normative work. The primary users of the evaluation are project stakeholders, ADA as the main project donor, partner organisations, as well as UN Women regional offices and headquarters. A draft version of the report was submitted in August 2013, and will be revised following feedback from UN Women and the Project Advisory Board (which also serves as the Evaluation Reference Group for the evaluation).

Methodology

The evaluation was conducted from June to August 2013 in accordance with UN Women evaluation guidelines and UNEG norms and standards. During the evaluation process, the Evaluation Team applied a consultative and participatory approach through its efforts to actively engage and seek high quality participation and input from key project beneficiaries and stakeholders. Overall guidance for the evaluation was provided by the Monitoring and Evaluation Specialist in the Sub-Regional Office for CSEE and the Project Manager.

The evaluation covered the OECD-DAC criteria of: relevance; effectiveness; efficiency; impact; and sustainability and also examined cross-cutting themes related to project design and management; capacity development; partnerships/co-ordination and visibility. In order to ensure accuracy and quality of evaluation findings and conclusions and enable triangulation of data, the Evaluation Team employed a mixed-methods approach to answer the evaluation

questions. Data was sought and collected from a variety of sources to ensure its accuracy, validity and reliability.

Data collection methods included: a) a comprehensive documentation review; b) semi-structured key informant interviews and focus group discussions with primary and secondary stakeholders; and c) an online survey. A total of 65 individuals (57 women and 8 men) were consulted for the evaluation including: UN Women staff at the Sub-Regional Office and in the three project countries; project partners at the country level, including representatives from government, civil society organizations (CSO); and international GRB experts. More than 75 documents (including project reports and background documents related to each of the three countries) were reviewed and analyzed by the Evaluation Team. The Evaluation Team conducted visits to all three countries where the project was implemented and in Bosnia and Herzegovina (BiH) and FYR Macedonia, preliminary observations were presented to country-level UN Women management and project staff in order to provide an opportunity for initial response to and validation of findings.

Key Findings

1. **Relevance:** PGRP-SEE has been highly relevant within the global, regional and national context for GRB implementation. The project was fully in line with UN Women's global strategic priorities (in particular strategic priority 1) and had relevance at a regional level through its ability to bring together GRB actors in order to facilitate the collection and sharing of knowledge and experiences gained within the region. PGPR-SEE is assessed as fully aligned with national priorities of all three countries due to the effectiveness of project management and staff in tailoring approaches and interventions to the national context. The project supported implementation of relevant national laws, strategies, plans and policies and has been effective in responding to evolving national priorities and needs. Country-specific recommendations and conclusions of human rights treaty bodies were taken into account during the design and implementation of the project. In implementing the project, UN Women had a clear strategic advantage due to its past experience in implementing the 2004-2009 GRB project, its accumulated global expertise, the quality and professionalism of its staff and the fact that it was the only organization in all three countries working with a targeted and direct focus on GRB.
2. **Effectiveness:** All of PGPR-SEE's intended outputs were successfully achieved and there is already clear evidence of progress towards both outcomes. Related to the PGPR-SEE **Outcome 1**, an increased number of governmental institutions, in particular, budgetary actors are now more aware and convinced about the value of and need for a gender perspective in strategic planning and budgeting processes. An increased body of evidence (including gender analyses, gender statistics and research) and knowledge products now exists in all three countries to support civil servants to identify gender gaps, disparities and inequalities and ensure alignment of policies, programmes and budget needs with gender needs and priorities. A significant number of initiatives have been undertaken by civil servants and government institutions to mainstream gender in sector policies and budget processes. These include legislative and regulatory changes (which enable and oblige GRB implementation), amendments to budget call circulars, and the development of GRB specific strategies and action plans. While there are

already significant examples of gender-responsive modifications to programmes and budgets by the pilot sector programmes, the full extent of how gender responsive 2014 programmes and budgets are will not be known until the end of the project.

In relation to **Outcome 2**, while it is still too early to assess the number and quality of advocacy initiatives undertaken during the 2014 budget preparation, the involvement of CSOs and GRB experts in conducting gender analyses and research has positioned them well to advocate for GRB and contributed to the development of important evidence to inform broader GRB advocacy efforts, including by MPs. While there are already examples of CSO GRB advocacy in all three countries, further time and efforts are needed to support MPs to analyze programmes and budgets from a gender perspective. In this regard, the new 2014 programmes and budgets developed by the pilot sectors will provide an important opportunity for both CSOs and MPs to assess the extent to which they have become gender-responsive. Through PGRP-SEE, increased interaction and co-operation between civil society, government and MPs has also been supported; however, it will still take time to further consolidate and strengthen such dialogue mechanisms.

There were several factors which both supported and hindered PGRP-SEE results. Factors supporting the achievement of results included: a) the commitment and dedication of PGRP-SEE project staff; b) the quality of UN Women GRB expertise, technical assistance and resources; c) their responsiveness to requests for technical assistance and their ability to work simultaneously with a large number of stakeholders at the same time; d) the leadership and influence of the Gender Equality Mechanisms; e) the ability of the project to support and contribute to the development of regulatory frameworks, strategies and policies to enable GRB; f) existing public reform processes, in particular Programme-Based Budgeting, (PBB) which created an important entry point for the introduction of GRB.

Various factors had an adverse impact on the achievement of PGRP-SEE results: a) significant time and efforts were needed to build the right regulatory frameworks and systems to enable GRB; therefore, practical implementation of GRB has only been possible during the second half of the project; b) the complex structure of government institutions in BiH, which required PGRP-SEE staff to engage and implement separate activities at the state-level and in each entity; c) the lack of high level GRB champions in the FYR Macedonia Ministry of Finance and General Secretariat; d) The absence of a PBB approach in FYR Macedonia and the difficulty to identify entry points in the line-based budgeting system for gender to be included and funds allocated; and e) the challenging political environment in each of the countries including post-election changes in leadership.

3. **Efficiency:** The project has used its resources strategically and provided good value for money. Impressive results have been achieved with a limited amount of funds due to the effectiveness of project staff in establishing successful collaboration and interaction between UN Women and international partners on the ground where capacities and resources have been effectively leveraged through synergies and joint programming. The ability to tap into other funds within UN Women (including core UN Women funds and coherence funds through One UN in Albania) also enabled PGRP-SEE staff in each country to respond to emerging needs and opportunities. With support from the Sub-

Regional Office, project staff made an extraordinary effort to keep the project running despite the challenges they faced; however, greater results could have been achieved had the Project Manager and FYR Macedonia Coordinator been in place at the beginning of the project.

4. **Capacity Development:** Capacity development interventions yielded important results such as increased political will, changed perspectives and increased understanding of GRB. While results varied among the three countries, overall, positive changes in GRB capacity levels of civil servants, civil society and parliamentarians were achieved. In terms of individual capacity, it is clear that GEMs in all countries now have sufficient knowledge and capacity to lead and support GRB implementation. Approaches used during the project (including training workshops, study tours, mentoring and the development of knowledge products) were appropriate, relevant and highly effective in supporting increased individual capacity levels. In all three countries, institutional capacity to implement GRB is still being developed and, since changes to regulatory and institutional frameworks to enable GRB are recent, more time is needed to support civil servants, CSOs and MPs to fully apply and implement it. While a number of civil servants at the ministry and municipal level have increased confidence, knowledge and willingness to apply GRB into their programmes, many capacity development beneficiaries indicated they still need support and assistance to integrate it into their daily work, in particular through on-the-job coaching and mentoring.
5. **Sustainability:** Significant progress had been made in each of the three countries to ensure institutionalization of PGRP-SEE results through the introduction of regulatory measures and frameworks to support and sustain GRB (including laws, strategies, action plans, changes to budget circulars and introduction of budget instructions). While some of the project beneficiaries will require no or minimal assistance to sustain their GRB work, continuous technical and financial support from UN Women is still needed to fully integrate GRB in planning and budgeting systems and to further build the capacity of the ministries of finance to fully lead and support GRB implementation. The Evaluation identified several factors that are likely to pose challenges to sustainability including a) the fact that GRB is still being led by the GEMs in BiH and FYR Macedonia instead of the ministries of finance; b) the limited political will and commitment of the FYR Macedonia Ministry of Finance and General Secretariat to fully integrate GRB into strategic planning processes, the budget law and budget templates; c) the absence of GRB in the Budget Management Information System in BiH; and d) GRB capacity retention in Albania, particularly of supportive senior-level officials in light of potential staff turnover with the incoming government.
6. **Impact:** While regulatory and institutional frameworks are now in place to support GRB and there is already evidence of gender needs being integrated into government programmes, policies and budgets of these sectors, it will take further time and data collection, to see the full impact of the project. Project partners and stakeholders felt strongly that without UN Women's assistance and support, efforts to advance GRB in each of the three countries would not have been possible. A more limited number of stakeholders felt that while some GRB progress would have been possible, it would have taken a much longer period of time to achieve results.

7. **Project Design and Management:** The overall management of the project is assessed highly. Project stakeholders expressed strong satisfaction with UN Women's ability to establish credible and reliable partnerships and felt fully consulted throughout all phases of project design and implementation. Project management and staff employed a variety of strategies and approaches that were highly effective and were able to engage a wide range of both government and non-government stakeholders considered to be strategically positioned to influence and support GRB. While many of the lessons learned from the first phase of project implementation were applied in the design and implementation of the current project, a remaining area of weakness has been the results and performance measurement frameworks which have hampered the ability of project staff to fully capture all of their achievements and systematically measure and track progress made towards project results.

Key Recommendations

Recommendations:

The following recommendations are based on the evaluation findings and focus on how to strengthen UN Women's programming, monitoring and evaluation systems. A complete list of recommendations related to UN Women's future GRB programming is included under Evaluation Question 23. Country-specific recommendations are included separately under Annex D.

UN Women's Future GRB Programming

1. **A regional approach to GRB programming should be continued** as it provides an important opportunity for synergies, optimization of resources and the exchange of knowledge products, lessons learned and good practices.
2. **A greater focus should be placed on capacity building at the institutional level** in order to: a) further support the integration of gender into systems and processes (including strategic planning processes, budget templates/software and budget instructions); b) ensure institutional responsibility and capacity of the ministries of finance in leading, supporting and monitoring implementation of GRB throughout the budget process; c) build a pool of experts and trainers within government institutions and municipalities to support and advise on GRB implementation.
3. **Future capacity development interventions should focus on mentoring and supporting a "learning-by-doing" approach** so that government institutions and local governments are supported in their efforts to conduct gender analysis and integrate gender priorities and needs into their programmes and budgets. Capacity development assistance should rely on existing tools and resources that have been developed through the project rather than creating new knowledge projects. In providing technical assistance to civil servants and parliamentarians, UN Women should support the use of national and regional GRB experts.

4. **GRB should be further integrated into other areas of UN Women's work in the region (in particular women's economic empowerment and women, peace and security).** The establishment of synergies between UN Women's work on GRB (in capacitating local government to analyze and integrate gender needs and priorities) and its work related to the economic empowerment of women (capacitating women to define their needs and participate in budgetary processes), would directly support the achievement of important results. Related to UN Women's work on women, peace and security and in supporting implementation of UN Security Council Resolution 1325, there are also opportunities for further synergies with GRB programming, particularly in cases where gender analyses of security ministries have been conducted.
5. A key contributing factor to the achievement of project results has been the quality of GRB expertise and technical assistance provided by project staff as well as their in depth understanding about national priorities and needs. In order not to lose important momentum and institutional memory needed to sustain project results, **UN Women should undertake all efforts possible to ensure continuity of current project management and staff.**

Project Design

6. In order to further determine and assess future needs, **UN Women, together with its project partners, should conduct a full analysis of the GRB-related sectoral changes achieved during implementation of the project in order to identify remaining capacity gaps.** This is particularly relevant since the results of anticipated changes to the 2014 programmes and budgets were unknown at the time of this evaluation.
7. **In future Project Documents for regional projects, the formulation of project results (in particular outcomes) should be broad and realistic for three countries and country-specific targets (rather than country-specific outcomes) should be defined (in co-operation with project partners and stakeholders) under the overarching project results** in order to further customize and clarify the results expected for each country.

Results-Based Management and M&E

8. **A project-level performance measurement framework which consolidates expected results, indicators, baselines, targets and data sources into one framework should be developed at the start of the next phase of future programming.** This will enable project management and staff to effectively measure progress and changes achieved throughout the project and enable results-based reporting. Connected with this, project management and staff should also develop effective systems and processes to better track data related to the results areas and explore ways to collect data on the different needs and uses of it knowledge products by different stakeholder groups.

- 9. UN Women should allocate necessary staff and budgetary resources to conduct pre- and post capacity and baseline assessments.** For the current phase, capacity assessments should also be conducted at the end of the project, or prior to the start of the next phase, in order to assess current capacity levels and establish a baseline for future interventions. In order to collect and identify necessary baseline information to measure changes and results achieved through the project, it is also recommended that a baseline specialist be engaged early on in the next phase of the project.

- 10. Training on results-based management and M&E should be provided to future project staff in order to ensure an effective and consistent approach to monitoring, measuring and reporting on project results.** It is suggested that such training be held at the beginning of the project and through the training, a project-level PMF be developed (which will enable immediate application of knowledge acquired through the training and ensure the full involvement of project staff in developing the framework).

List of Acronyms

ACED	Agency for Co-operation, Education and Development
ADA	Austrian Development Agency
ALMM	Active Labour Market Measures
ASC	Advanced Studies Centre (Albania)
BiH	Bosnia and Herzegovina
CIPS	Centre for Inter-Disciplinary Studies
CEDAW	Convention of the Elimination of All Forms of Discrimination against Women
CSEE	Central and South Eastern Europe
CSO	Civil Society Organization
DAC	Development Assistance Committee (OECD)
DFID	Department for International Development (UK Government)
EiG	Equity in Governance Project (Austrian Development Agency)
EKN	Exportkreditnämnden (Export Credit Board of Sweden)
EU	European Union
FBiH	Federation of Bosnia and Herzegovina
FYR	Former Yugoslav Republic
GAP	Governance Accountability Project
GE	Gender Equality
GIZ	Gesellschaft für Internationale Zusammenarbeit
GRB	Gender Responsive Budgeting
GS	General Secretariat (FYR Macedonia)
INSTAT	National Institute of Statistics (Albania)
IPARD	Instrument for Pre-Accession Rural Development
M&E	Monitoring and Evaluation
MLSP	Ministry of Labour and Social Policy (FYR Macedonia)
MOAFCP	Ministry of Agriculture, Food and Consumers' Protection (Albania)
MOAFM	Ministry of Agriculture, Forestry and Water Management (FYR Macedonia)
MOF	Ministry of Finance
MOH	Ministry of Health
MOLSAEO	Ministry of Labour, Social Affairs and Equal Opportunities (Albania)
MOU	Memorandum of Understanding

MP	Member of Parliament
MTB	Medium-Term Budgeting
NGO	Non-Governmental Organization
NGS	Novi Grad Sarajevo
OECD	Organization for Economic Co-operation and Development
OP	Operational Plan
OSCE	Organization for Security and Co-operation in Europe
PBB	Performance-based Budgeting
PGPR-SEE	Promoting Gender Responsive Policies in South Eastern Europe
PMF	Performance Measurement Framework
RBM	Results-Based Management
RC	Resident Co-ordinator (UN)
RS	Republika Srpska (Bosnia and Herzegovina entity)
SEE	South Eastern Europe
SIDA	Swedish International Development Agency
SRO	Sub-Regional Office
TIPA	Training Institute of Public Administration (Albania)
TOR	Terms of Reference
UN	United Nations
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNIFEM	United Nations Development Fund for Women
UPR	Universal Period Review
USAID	United States Agency for International Development

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Background and Context of Project

Over the past years, UN Women has provided support to national and local stakeholders in strengthening democratic governance and advancing women's rights through initiatives aimed at mainstreaming gender in policy planning and budgeting. Under the 2011-2013 Strategic Plan of UN Women, one of the identified goals is to strengthen the responsiveness of plans and budgets to gender equality at all levels.¹ At a regional level, support for gender responsive policies, programming and budgets has been a focus of UN Women's work since 2006 and an important priority area for the Sub-Regional Office for Central and South Eastern Europe.²

In 2011, the UN Women Sub-regional Office for Central and South Eastern Europe (CSEE) launched the three-year regional project on Promoting Gender Responsive Policies in South East Europe (PGRP – SEE) financed by Austrian Development Agency (ADA) and UN Women. The project was a direct follow up of UNIFEM CEE regional project “Gender-Responsive Budgeting in South East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability” implemented between August 2006 – June 2010. The final evaluation of the 2006-2010 GRB in SEE Project recommended continuation of activities especially with regard to capacity building and increased involvement of key budget actors at the required decision-making levels.

PGRP-SEE aims to improve individual and collective capacities of governmental institutions, CSOs and parliamentarians in South East Europe (with particular focus on BiH, Albania and FYR Macedonia) on utilizing gender responsive budgeting as a tool to promote, implement and monitor policies and programmes in the employment and labour, social protection and social assistance and rural development sectors. By doing so the PGRP-SEE strives to facilitate strengthening of women's economic rights and improve social protection and social assistance policies and programmes.

The ultimate goal of PGRP-SEE is that policies, programmes and budgets in the three above-mentioned countries contribute to the effective implementation of commitments towards women's empowerment and gender equality in targeted sectors. PGRP-SEE is focused on affecting change at a regional, national and local level.

To achieve these aims, PGRP-SEE is guided by two overarching outcomes which are included in the Project Logical Framework:

- **Outcome 1:** Increased capacity of civil servants and governmental institutions to integrate gender perspective in their policies, planning, programming, budgeting, and monitoring for results.
- **Outcome 2:** Improved accountability mechanism through participation of MPs and CSOs to monitor governmental commitment to women's rights and gender equality.

¹ UN Women, 2011-2013 Strategic Plan

² UN Women, Strategic Note 2012-2013, Central and Southeastern Europe Sub-Region

In order to achieve these outcomes, the following country-specific outputs are included under the PGRP-SEE Logical Framework:

- **Output 1.1.:** Increase level of knowledge of civil servants on gender responsive budgeting.
- **Output 1.2.:** Development and dissemination of knowledge products.
- **Output 1.3.:** Gender Responsive Budgeting analysis of selected social and active labour policies, and rural development programmes.
- **Output 2.1.:** Establishment of dialogue mechanisms in targeted institutions between civil society organizations, government institutions and MPs.
- **Cross-cutting output:** Create network and linkages in targeted countries on Gender Responsive Policies and Budgets.

As a rights-based initiative, PGPR-SEE gives emphasis to both duty-bearers and rights-holders with a focus on government (central and local), civil society, parliament and academia. Under PGPR-SEE, capacity development is identified as a key strategy with Project interventions targeting different levels of decision making at ministries, parliaments and local authorities. Three strategies are proposed under PGPR-SEE:

- Development of individual competencies of both, rights holders and duty bearers on various aspects of gender responsive budgeting (e.g GRB and performance based budgeting, sectoral programming, assessment and monitoring of budgets from gender perspective)
- Development of collective and organizational capacity of governmental/ public institutions
- Evidence-based advocacy

The initially planned budget for PGRP-SEE was 2,232.172 USD out of which 1,929,305 USD was received. Out of the total fund received, 51% (983,838 USD) were from UN Women Core Funds and 49% (945,467 USD) were from the Austrian Development Agency (ADA). PGPR-SEE commenced in December 2010 and is planned to end in November 2013.

The UN Women Sub-Regional Office for Central and South Eastern Europe is the executing and implementing agency of PGPR-SEE. The project is managed by a Project Manager (based in Skopje) and implementation at the country-level is supported by National Project Coordinators in Albania, Bosnia and Herzegovina and FYR Macedonia.

Under PGPR-SEE, a Project Advisory Board (PAB) serves as a policy and quality assurance body, providing strategic and policy guidance to support the achievement of programme results and ensuring stakeholders' participation. The PAB consists of 10 high-level GRB experts, representatives of national and international state and non-state institutions and representatives of non-profit organizations active in the field of gender equality from the project's countries.

Overview of the Evaluation

This section describes the purpose and scope of the evaluation as well as the approach adopted and the methodologies used to inform the evaluation findings. A more detailed discussion of the evaluation design and methodology are included in the Evaluation Inception Report.

Purpose and Scope of the Evaluation

As articulated in the evaluation Terms of Reference (included in Annex F), the purpose of the final evaluation of PGPR-SEE is “to evaluate project results and identify lessons learnt that can improve UN Women’s future initiatives on GRB in the region in order to enhance accountability, inform decision-making and contribute to learning on the best ways to achieve women’s empowerment and gender equality through operational and normative work.”³

Further to this, the evaluation aims to:

- “Assess UN Women’s contribution to results, including the effectiveness of programming strategies in implementing global commitments within national priorities for fostering gender responsive policies;
- Investigate the contextual factors that enabled or restricted the achievement of results;
- Evaluate UN Women’s organizational performance with respect to this project.
- Evaluate the project design, project strategies, project management, including project monitoring
- Assess the stakeholder’s and beneficiaries perspective on the usefulness of the capacity development interventions and their overall satisfaction with the project;”⁴
- Provide forward-looking insights and recommendations on how to strengthen UN Women’s programming, monitoring and evaluation systems at the project and other relevant levels;
- Support the planning of follow-up GRB-related activities by identifying successful approaches and to further enhance performance as well as a tool and learning product to secure future progress.⁵

The final evaluation of PGPR-SEE is mandated by the donor (Austrian Development Agency) and is in compliance with UN Women’s Evaluation Policy requiring mandatory evaluation of programmes with budgets over 1 million USD.

The evaluation’s primary audience includes: project stakeholders, donors, partner organizations, as well as UN Women regional offices and headquarters.

³ UN Women, Terms of Reference – Final Project Evaluation “Promoting Gender Responsive Policies in South Eastern Europe”, p. 1.

⁴ *Ibid.*, p. 1.

⁵ *Ibid.*, p.1.

Included within the scope of the evaluation are the three countries where the project was implemented (Albania, BiH and FYR Macedonia). While the evaluation covers activities that have taken place since the beginning of the project (December 2010) until the time of the evaluation (early July 2013), future planned activities (July-August 2013) have also been taken into account.

In line with the Terms of Reference, the evaluation focused on five key areas in line with OECD DAC criteria including: relevance, effectiveness, efficiency, sustainability and impact. Cross-cutting themes such as partnerships and co-ordination and visibility were also addressed within the evaluation.

Evaluation Approach

As a utilization-focused evaluation, the Evaluation Team established close collaboration with the primary users of the evaluation in order to ensure that the process reflected usage needs and priorities. **The active engagement and involvement of all relevant stakeholders was ensured through all phases of the evaluation.** Key evaluation stakeholders, through the PAB were consulted on the evaluation TOR, regularly updated by UN Women project management on the evaluation progress and provided with an opportunity to review the Inception Report. Members of the PAB will also receive an early presentation of key findings and recommendations. The Evaluation Team applied a consultative and participatory approach through its efforts to actively engage and seek high quality participation and input from key project beneficiaries, relevant stakeholders and partners involved in, and affected by, implementation of the project. The data collection tools employed during the evaluation process (see Methodology section below) also facilitated the inclusion of views and perspectives of stakeholders throughout the evaluation process.

The evaluation process has been aligned with the evaluation norms and standards of UN Women, conducted in full compliance with UNEG Ethical Guidelines and Code of Conduct and guided by UN Women Quality Report Standards. In line with the evaluation Terms of Reference, questions were based on OECD/DAC criteria of relevance, effectiveness, efficiency, impact and sustainability.

Throughout the evaluation process, a human rights-based and gender equality-sensitive approach was applied.⁶ Evaluation and interview questions recognized and addressed gender equality and human rights issues and disaggregated data has been utilized and sought throughout the evaluation process. Gender equality and human rights considerations guided the selection of interviewees and recipients of surveys and were also integrated into the data collection methodology and evaluation tools (see section on Methodology for more detail). Efforts were made to seek input of stakeholders at both a national and local level and where possible, the views of rural women were sought (for example in BiH). The rights of persons participating in the interview process were ensured through respect for confidentiality and the assurance of anonymity of all persons providing information and feedback throughout the interview process. In order to minimize demands on time, efforts were made to customize and limit the number of questions asked of stakeholders to ensure

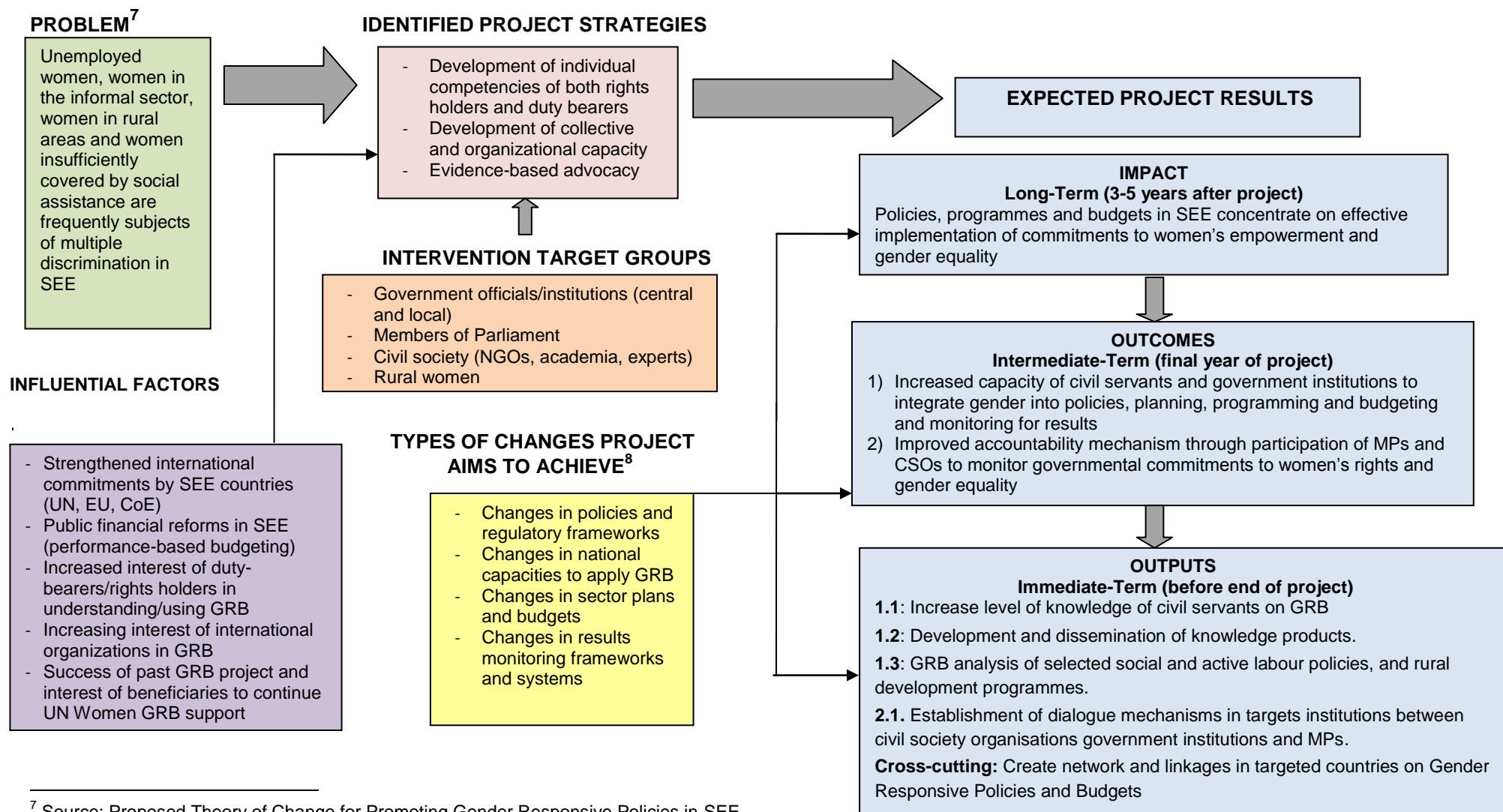
⁶ The Evaluation Team ensured that the evaluation process was in line with the *UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System*.

relevance and efficiency in the interview process. Throughout its work (in particular during the country visits), the Evaluation Team was guided by respect for local customs, beliefs and practices and measures were taken to ensure that the evaluation process adheres to cultural and social values in each of the respective countries.

Finally, the evaluation was informed by the project's logic framework and initial Theory of Change description provided by the project management. Based on this, the Evaluation Team reconstructed an integrated Theory of Change Model which illustrates the casual pathways, including the expected outcomes of the proposed strategies and interventions, of PGRP-SEE (see Diagram 1). According to the Theory of Change, the project set out to address the problem that unemployed women, women in the informal sector, women in rural areas and women insufficiently covered by social assistance are frequently subjects of multiple discrimination in South-East Europe. In addressing this problem, the project applied three strategies: 1) development of individual competencies of both rights holders and duty bearers; 2) development of collective and organizational capacity; and 3) evidence-based advocacy. The strategies targeted government officials/institutions (at a central and local level), Members of Parliament, civil society (including NGOs, academia and GRB experts) and rural women. The intended impact/long-term result of the project was that policies, programmes and budgets in South East Europe concentrate on effective implementation of commitments to women's empowerment and gender equality. Two outcomes specifying mid-term results and five outputs related to short-term results were developed in order to support achievement of the intended impact.

The Theory of Change Model was used to analyze the proposed intervention logic and assess how UN Women's support contributed to the advancement of gender responsive budgets and policies. The Theory of Change has been used as a benchmark for comparison and as a starting point for assessing the results and impact.

Diagram 1: Project Intervention Logic/Theory of Change



⁷ Source: Proposed Theory of Change for Promoting Gender Responsive Policies in SEE

⁸ Source: Project Document

Evaluation Methodology

As mentioned in the previous section, in line with the Terms of Reference, the evaluation covered eight criteria of: relevance; effectiveness; efficiency; impact and sustainability as well as the cross-cutting themes of capacity building, project design and management; partnerships/co-ordination and visibility. In its Inception Report, the Evaluation Team proposed modifications to the original evaluation questions (see Evaluation Inception Report for more detail). The final and complete list of questions is included below in Table 1.

Table 1: Evaluation Questions

AREA	QUESTIONS
Relevance	<ol style="list-style-type: none"> 1. Are the project's objectives and target groups addressing identified needs in the national and regional context? To what extent were needs and capacities of duty-bearers and rights holders assessed in order to inform Project strategies and interventions? 2. Were the relevant normative and strategic frameworks effectively articulated within UN Women (internally)? 3. What is UN Women's comparative advantage in designing and implementing this project? 4. Have changes in context, commitment and capacity required a change in expected Project results?
Effectiveness:	<ol style="list-style-type: none"> 5. What are the changes produced by the project at the national and regional level? What has been the progress made towards achievement of the expected outcomes and expected results? 6. What are the results achieved? What were the reasons for the achievement or non-achievement of objectives? 7. To what extent have beneficiaries been satisfied with the results?
Efficiency:	<ol style="list-style-type: none"> 8. Were the project funds managed effectively? Could the activities and outputs been delivered with fewer resources without reducing their quality and quantity? 9. Have UN Women's organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme?
Capacity Development	<ol style="list-style-type: none"> 10. How did the project contribute to capacity development of its stakeholders/beneficiaries? What adaptive or management capacities of national partners have been supported? 11. Do Project beneficiaries feel confident and capable to carry out gender-responsive programming and budgeting without external assistance?
Sustainability:	<ol style="list-style-type: none"> 12. Is the project supported by national/local institutions? Do these institutions demonstrate ownership of the project results, leadership, commitment and technical capacity to maintain/implement the benefits of the project? 13. In how far were the project results institutionalized? What measures have been put in place to ensure sustainability of Project results? What are the key challenges to sustainability? What is the likelihood that the benefits of the project will be maintained for a reasonably long period of time following the end of the project?
Impact (road to):	<ol style="list-style-type: none"> 14. What are the intended and unintended, positive and negative, long term effects of the project? 15. What would the development have been like without the Project intervention?
Project Design and Management	<ol style="list-style-type: none"> 16. Is the project design articulated in a coherent way? Is the definition of goal, outcomes, and outputs clearly articulated? To what extent were the originally defined objectives of the intervention realistic (achievable)? Was the project planned adequately? 17. Did the Project apply a results-based approach to actively involve relevant duty-bearers and rights holders to participate in all phases of project design, implementation and monitoring? 18. To what extent were results/performance monitoring frameworks and systems for the Project effective? Was adequate baseline information collected in order to assess and

	<p>measure change?</p> <p>19. To what extent have the existing management structures supported the programming and implementation, including monitoring? What role did the Project Advisory Group play?</p> <p>20. How were lessons learned identified in previous UN Women evaluations utilized to inform this project and its management structures?</p>
Partnerships/ Coordinator	21. How were relevant regional and national actors and stakeholders included in UN Women programming and implementation?
Visibility	22. Did the project implement UN Women and ADA visibility guidelines? Were project partners and beneficiaries aware of these?
Forward looking insights	<p>23. Should GRB programming continue in the future? Were the approaches and strategies used by UN Women effective, relevant and potentially sustainable? Which other approaches/beneficiaries etc. should be considered?</p> <p>24. What did the stakeholders and beneficiaries consider as the most necessary approaches/areas of future GRB interventions in their respective countries? At the regional level?</p>

In order to ensure accuracy and quality of evaluation findings and conclusions and enable triangulation of data, a mixed-methods approach was employed to answer the evaluation questions. Data was sought and collected from a variety of sources to ensure its accuracy, validity and reliability.

Data collection methods included: a) comprehensive documentation review; b) semi-structured key informant interviews and focus group discussions with primary and secondary stakeholders; and c) online surveys. Data was collected at a regional and country-level in all three countries covered by the Project (Albania, BiH and FYR Macedonia) to assess the in-country effectiveness of the project and determine regional and national-level results. The methodologies used for data collection and analysis were further adapted to ensure relevance for each stakeholder and country context.

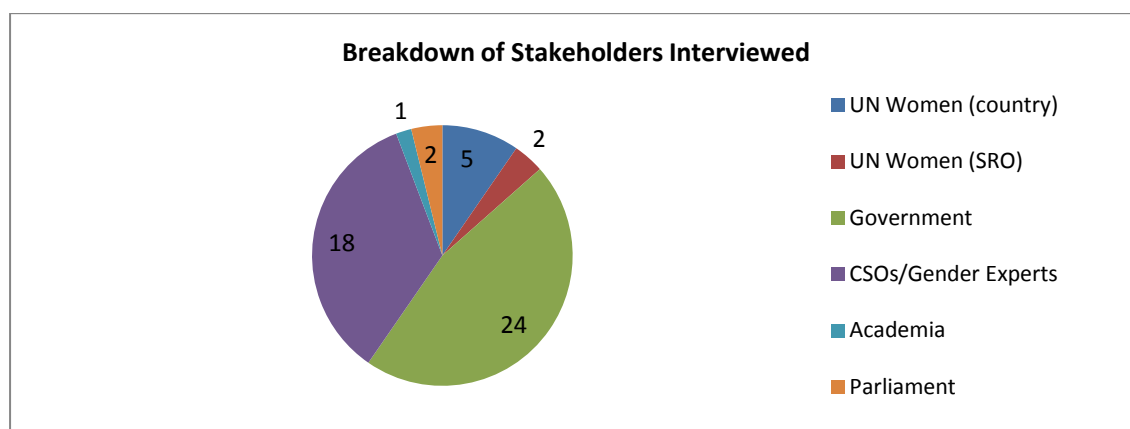
a) Documentation Review

The Evaluation Team examined a total of **76 documents** which included a broad range of project documentation provided by UN Women at the commencement of the evaluation as well as additional documents collected and received throughout the evaluation process. A full list of the documentation reviewed is in Annex C.

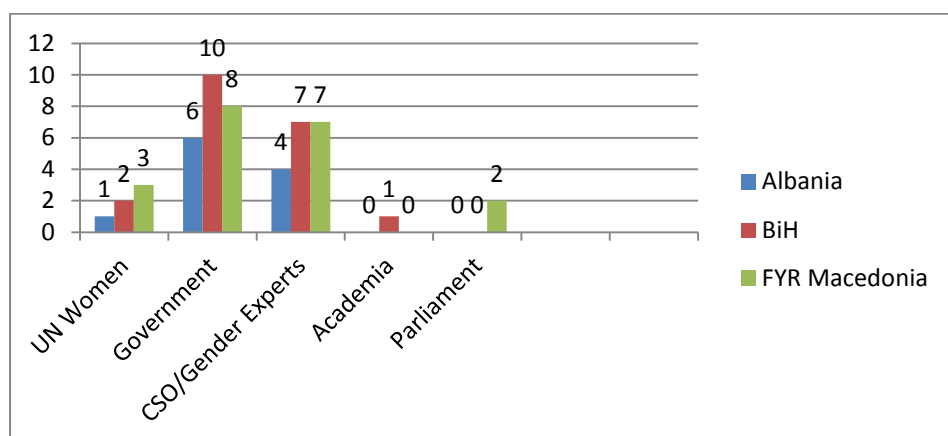
b) Semi-structured Key Informant Interviews and Focus Group Discussions with primary and secondary project stakeholders

Reflecting a rights-based approach, the empowerment of the Project's main partners and beneficiaries was assured through the direct involvement of **65 project stakeholders (57 women and 8 men)** in all three countries in the evaluation process. Key Informant Interviews were conducted with governmental officials (at a central and local level), regional and national gender experts, civil society, academia, representatives of rural women and UN Women project management including staff from the Sub-Regional Office, the Project coordinator and the National Project Coordinators (see Annex A for full a list of stakeholders consulted). Given the large number of stakeholders involved in the Project implementation and the limited amount of time available for country-level data

collection, the Evaluation Team used Focus Group Discussions as a means of interviewing multiple stakeholders at one time. This was the case for instance in Bosnia and Herzegovina when meeting with representatives of rural women’s associations.



Country Breakdown of Stakeholders Consulted during Evaluation Process

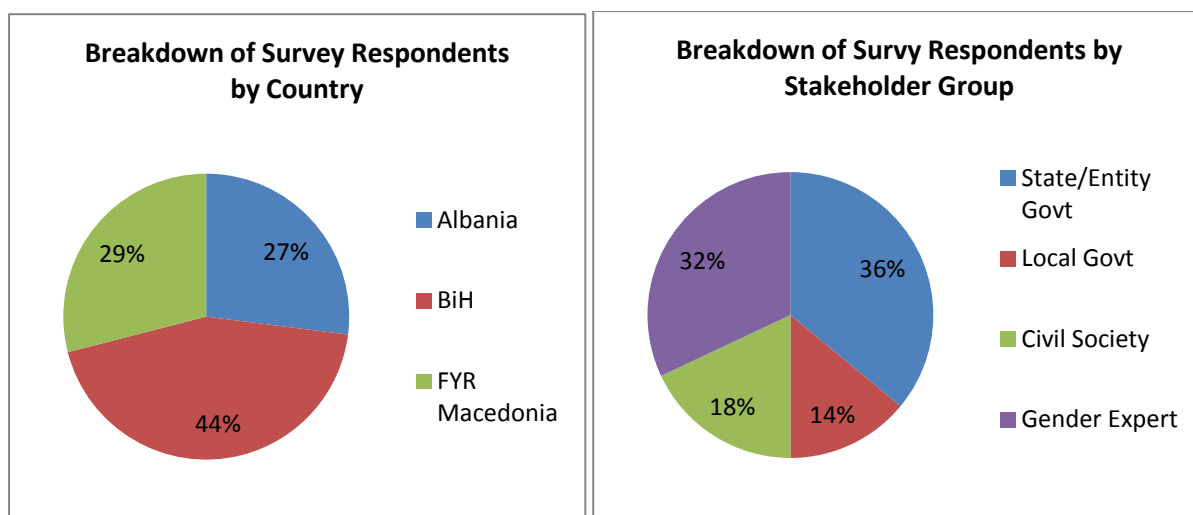


In instances where key informants could not be interviewed face-to-face or by telephone, interview questions were sent out in a questionnaire format by e-mail. For all interviews, the Evaluation Team developed a list of framework questions (which were further adapted and customized based on the role and involvement of interviewees) to guide the interviews with UN Women project management, governmental and civil society partners (the framework questions are included in Annex B).

c) Project Beneficiary Survey

In order to maximize participation of Project beneficiaries, the Evaluation Team developed and utilized an online survey to assess overall achievement of Project results and satisfaction levels of Project key stakeholders and beneficiaries. Through the survey (which consisted of ten general questions), respondents were asked to assess their satisfaction with Project results based on a numeric rating scale. The survey was completed by **37 respondents (31 women and 3 men)**.⁹ The breakdown of survey respondents by country and stakeholder group is included below. The survey is included in Annex B and the online version can be accessed at (<https://www.surveymonkey.com/s/UNWomenGRB>).

⁹ Three respondents chose not to specify their gender.



The final list of evaluation stakeholders consulted was prepared in consultation with UN Women. Sampling ensured a cross-section of stakeholder and beneficiaries based on: a) geography (through inclusion of stakeholder and beneficiary views from the different countries and urban/rural areas within these countries where the Project was implemented; and b) stakeholder type (a balance was sought in the different types of stakeholders consulted including governmental, non-governmental and international organizations).

An Evaluation Planning Matrix (which is included in Annex H) was developed by the Evaluation Team, and included in the Inception Report, which provided an overview of the specific data collection methods as well as indicators, data sources and sampling methods that the Evaluation Team proposes used in answering each of the evaluation questions.

Analysis of Findings

In order to provide a rating of Project Performance, the Evaluation Team assessed overall project performance based on the scoring rubric below (see Table 4 below) for the following evaluation domains, countries, the regional aspect and finally at the project level.

Table 2: Scoring Rubric for Project's Performance

Rating	Performance description
5- Excellent (Always)	Performance is clearly very strong or exemplary in relation to the evaluation question/domain. No gaps or weaknesses were identified.
4- Very good (Almost always)	Overall strong, but not exemplary performance on virtually all aspects of the evaluation question/domain. Weaknesses are not significant and are managed effectively.
3- Good (Mostly, with some exceptions)	Performance is reasonably strong on most aspects of the evaluation question/domain. No significant gaps or weaknesses, and less significant gaps or weaknesses are mostly managed effectively.
2- Adequate (Sometimes, with many exceptions)	Performance is inconsistent in relation to the question. There are some serious but non fatal gaps/weaknesses. Meets minimum expectations/requirements as far as can be determined.
1-Poor (Never or occasionally with clear weaknesses evident)	Performance is unacceptably weak in relation to the evaluation question/domain. Serious and widespread weaknesses on crucial aspects. Does not meet minimum expectations/requirements.

Risks and Limitations

During the inception phase, various risks and limitations were identified that may have the potential to undermine the reliability and validity of the evaluation results. These were as follows:

1. A methodological limitation was that the data collection and analysis process relied significantly (through the review of documents and key informant interviews) on the opinions of project partners and stakeholders as well as project management. The risk in this reliance is that such opinions may be subject to bias especially as persons directly involved in project implementation are required to assess their own performance. In order to mitigate this risk, minimize possible biases and enhance data validity, the Evaluation Team ensured triangulation of methods and data as well as use of multiple data sources. The views and opinions of stakeholders not involved in the actual implementation of the project, such as beneficiaries and other international organizations, were also sought in order to substantiate and increase the reliability of evaluation findings. Where necessary and possible, the Evaluation Team also sought out external documentation not authored by project staff.
2. Another identified methodological limitation was the absence of a valid counterfactual which may render it difficult to measure and assess the relative contribution of UN Women's project interventions to any outcomes observed. In addressing this limitation, the Evaluation deployed a non-experimental method in order to devise a hypothetical prediction of what would have happened in the absence of UN Women project interventions (see findings for Evaluation Question 16). Through the use of key informant interviews, the Evaluation Team was able to seek the views of Project beneficiaries and stakeholders about what the development would have been like without the project intervention.
3. During the country-level data collection, the Evaluation Team's also access to a number of key informants was hindered by the fact that some of the project partners and beneficiaries in all three countries (particularly civil servants) were on leave during the time of the scheduled data collection. The Evaluation Team also flagged the Parliamentary elections in Albania on 23 June as a potential challenge due to the unavailability of some of the project partners and beneficiaries during post-election period. In order to mitigate these risks, the Evaluation Team undertook efforts to schedule all key stakeholders interviews as early as possible and in cases where they were not available during the time of the schedule country visits, either follow-up questionnaires were sent or follow-up interviews were conducted by the National Experts where possible.¹⁰
4. Given the large range of project partners, stakeholders and beneficiaries (including the government, MPs, CSOs, academia, UN agencies and international organizations and donors) and range of locations (based in three countries and in different cities and municipalities), the Evaluation Team faced challenges in interviewing all stakeholders within the time allocated for country data collection. In

¹⁰ In BiH, despite intensive efforts of the Evaluation Team to interview officials from the Federal BiH Ministry of Finance and parliamentarians, they could not be reached during or following the country visits..

order to address this challenge, the Evaluation Team utilized a range of data collection tools including online surveys in order to reach as many Project stakeholders as possible and ensure an inclusive and participatory approach.

5. The fact that the project completion date is not until November 2013, has rendered it difficult to fully assess the impact of and achievement of Project outcomes. In order to address this limitation, the Evaluation Team requested from UN Women, detailed information on the expected completion status of pending projects and on outputs completed that are not recorded in past project reports.
6. Since the process of preparing programmes and budgets for 2014 is ongoing and will not be completed until the end of the year, there is not yet clear evidence (in the form of final programme and budget documents) to substantiate whether civil servants were able integrate gender. In order to address this limitation, the Evaluation Team, through its interviews with civil servants, requested information and examples about their commitments and plans to integrate gender considerations into their programmes and budgets for 2014.
7. Another limitation was the absence of a comprehensive and complete project performance measuring framework. During the documentation review, the Evaluation Team had to re-construct a monitoring framework for the project. In doing so, the Project Team identified a weakness in the quality and quantity of baseline data collected rendered it difficult for the Evaluation Team to fully measure changes (in capacity, knowledge and strategies/policies budgets) achieved through the Project. In order to rectify this problem, the Evaluation Team attempted to identify and reconstruct baseline data where possible.
8. A potential risk to the impartiality of the findings of the evaluation was due to the fact that one of the selected National Experts was previously contracted under the project to support the development of training modules and workshops in one of the countries.¹¹ The situation was discussed with the Evaluation Manager (who was aware of the case) and the Team Leader took measures to remedy potential conflicts of interest by relying on alternate data sources to assess effectiveness of project deliverables where the National Experts had direct involvement.
9. Another limitation was the unavailability of some of the key project partners due to staff turnover at beneficiary institutions (resulting in weak institutional memory about past Project involvement) or instances where international staff and/or organizations left the country where the project was implemented due to completion of their organization's programmes and projects. In order to overcome these challenges, where deemed relevant and necessary, the Evaluation Team attempted to reach past project interlocutors who are no longer in country or in their positions through e-mail and telephone.

¹¹ The National Consultant attended the Training-of-Trainers workshop on GRB in April 2002 and following this, was contracted as a consultant to revise the GRB training manual for TIPAs and deliver ten training sessions. The contract was for 20 days and covered the period from June – October 2012.

Evaluation Findings

The following findings are based on the evaluation criteria of: relevance; effectiveness; efficiency; impact; and sustainability. The findings correspond to each of the specific questions for each criterion as listed in Table 1 in the previous section.

In order to provide a rating of project performance, the Evaluation Team assessed overall project performance based on a scoring rubric (see Table 2 in the Methodology section) for the following evaluation domains, countries, the regional aspect and finally at the project level. The overall rating of project performance is included below and ratings for each evaluation criteria are integrated under the respective sections.

Table 3: Overview of Project Performance Scoring

	Albania	BiH	FYR Macedonia	Regional components	Project overall
Relevance/Coherence	5	5	5	4	4.8
Effectiveness	5	5	4	3.5	4.4
Efficiency	5	5	4	5	4.8
Sustainability	4.5	4	4	3	3.9
Impact	3.5	3.5	3.5	3.5	3.5
Capacity Development	5	4	4	3	4.0
Partnerships, Coordination	5	5	4	4	4.5
Visibility	4	4	4	3	3.8
Project Design & Management	3.8	3.8	3.8	3.5	3.7

Relevance

Evaluation rating = 4.5 (out of 5)

Overall, the relevance of the PGPR-SEE was rated highly due to the fact that both the design and implementation of the project reflected and responded to needs and priorities identified by stakeholders and partners, was aligned with UN Women's global strategic priorities and supported implementation of relevant recommendations of UN treaty bodies. In implementing PGPR-SEE, UN Women had a clear strategic advantage due to its past experience in implementing the 2004-2009 GRB project, its accumulated global expertise, the quality and professionalism of its staff and the fact that it was the only organization in all three countries working with a targeted and direct focus on gender equality and GRB.

Evaluation Question 1: Are the project's objectives and target groups addressing identified needs in the national and regional context? To what extent were needs and capacities of duty-bearers and rights holders assessed in order to inform project strategies and interventions?

Finding 1: The ability of PGPR-SEE management and staff to tailor approaches and interventions to the regional and country-level context ensured that the project was aligned with national and regional priorities

The PGPR-SEE was highly responsive to the individual and institutional needs of project partners and stakeholders. PGPR-SEE was based on existing priorities and relied on

available entry points, particularly existing legal and policy frameworks (see section below) and the willingness of GEMs to lead and support GRB. Stakeholders welcomed the fact that that PGPR-SEE was designed to fit into their existing institutional priorities and did not require institutions to change their priorities. For example, in **BiH** many stakeholders, in particular ministries of finance, felt that GRB made sense in the context of Performance-Based Budgeting (PBB) and that PGPR-SEE was timely and relevant to this process. In **FYR Macedonia**, civil society partners indicated that the continued focus on GRB training and capacity development support for CSOs was an appropriate and necessary intervention that responded to their need for increased knowledge about gender-responsive budgeting and greater budget literacy in order to advocate for gender-responsible policies and budget allocations.

Ministries in all three countries appreciated the approach of UN Women in providing technical assistance and working within their priorities, rather than approaching them with a project.

At a regional level, PGRP-SEE had relevance as no other mechanisms are in place to bring together GRB actors and facilitate the collection and sharing of knowledge and experiences gained within the region. In this regard, the ability of the project to facilitate regional co-operation and exchange of information and expertise was beneficial in supporting national efforts to implement GRB.

While no formal needs or capacity assessments were conducted prior to, or during, the design phase of the project, most of the identified interventions and strategies were based on recommendations from the final evaluation report of the 2006-2010 project “Gender Responsive Budgeting in South Eastern Europe”. For example, a primary focus on the project was on building capacities of rights-holders, in particular key budget actors such as Ministries of Finance and line ministries.¹²

In all three countries, and in line with the project’s Logical Framework and Theory of Change, UN Women chose strategic partners who had capacity and influence to move GRB forward.¹³ Acknowledging that successful GRB implementation depends on the inclusion and participation of a wide range of governmental, parliamentary and civil society actors, the project also engaged with a broad range of stakeholders. Had the project only engaged with civil servants at the State and entity level, progress would have been much more limited due to institutional challenges at these levels. The decision of UN Women to establish strategic partnerships with GEMs was also an important focus, given the key role of these institutions in promoting and supporting gender mainstreaming across the government. In **BiH**, many stakeholders felt that the decision to engage with academia and organizations targeting rural women contributed to greater results.

Finding 2: In its design and implementation, PGPR-SEE, was developed to support existing national laws, strategies, plans and policies.

¹² Final Evaluation Report: UNIFEM CEE Project on Gender Responsive Budgeting in South Eastern Europe (2006-2009), p. 52.

¹³ In BiH the main strategic partner was the RS Gender Centre; in FYR Macedonia it was the Ministry of Labour and Social Policy (MLSP); and in Albania, it was the Ministry of Labour, Social Affairs and Equal Opportunities (MOLSAEO), the Ministry of Finance, the National Institute of Statistics (INSTAT) and the Training Institute of Public Administration (TIPA).

In **BiH**, PGRP-SEE supported government at the state and entity levels in the Federation of Bosnia and Herzegovina (FBiH) and the Republika Srpska (RS) to implement key national laws (in particular the Gender Equality Law) and to fulfill their commitments to women's empowerment and gender equality as formulated in the *Social Inclusion and National Development Strategy* and *Gender Action Plans (GAP 2007-2012 and GAP 2013-2017)*. The public finance reform process in BiH and the shift towards programme-based budgeting also created both an opportunity and a demand by the government and donors for the introduction of gender equality principles into official budget planning. At an entity level, PGRP-SEE supported implementation of the FBiH Gender Responsive Budgeting in the Pilot Institutions in Employment Action Plan and the RS Strategic Plan for Rural Development (2009-2015), in particular, the RS Action Plan on Rural Women.

In **FYR Macedonia**, the project directly contributed towards implementation of the amended Law on Equal Opportunities for Women and Men which requires that bodies of state governance incorporate the principle of gender equality into their strategic plans and budgets and monitor and report on the impact of their programmes on women and men within their annual reports (article 11, paragraph 3)¹⁴. Stemming as an obligation from this key document, the first five-year Strategy on GRB (2012-2017) in the country was developed with the support of UN Women.

In **Albania**, the Project directly supported implementation of *Law No. 9970 "On Gender Equality in Society"* (2008) which aims to ensure gender mainstreaming as the strategy for achieving gender equality through the integration of a gender perspective in all legislative, policymaking, planning, and implementation and monitoring processes. The Project was also aligned with the priorities set out in the *National Strategy for Gender Equality and Eradication of Gender Based Violence and Domestic Violence 2011-2015* which defines the institutional strategies and mechanisms to guide the inclusion of gender equality in public policy, reduce gender discrimination, and prevent and counter gender based violence. Through the Project's focus on strengthening gender statistics and indicators, PGRP-SEE reflected the priority given to the *National Set of Harmonized Gender Indicators* which was adopted by the Government of Albania in 2010 as the official tool for monitoring progress in the implementation of the country's gender equality policy. This document envisages periodical National Reports on Gender Equality and the Situation of Women in Albania which were supported under PGRP-SEE.

Finding 3: PGPR-SEE was fully aligned with UN development assistance and co-operation frameworks which were developed in consultation with the governments in each country.

Project alignment with UN development assistance and co-operation frameworks was achieved in both the design and implementation of the PGPS-SEE. In **Albania**, the project was in line with the *UN Agencies' Program of Cooperation with the Government of Albania, 2012-2016*, (which was a draft at the time of project design, but operational as of 2012), whereby twenty UN agencies support national priorities and development challenges jointly identified with the Government of Albania in the areas of governance, rule of law, economy and environment, regional and local development and inclusive social policies through a better focus, coordinated and harmonized use of means of UN Agencies. There are defined

¹⁴Law on Equal opportunities of Women and Men, Official Gazette of Republic of Macedonia, no. 6, 13 January 2012

11 outcomes and 41 outputs where gender is mainstreamed with relevant gender specific outcomes, outputs and indicators. In **BiH**, the project was harmonized with priorities identified in the United National Development Assistance Framework (UNDAF) for BiH (2013-2017), in particular output 1.2.5 related to increased knowledge and skills of government actors to mainstream gender into national (development) strategies, laws and policies, and to incorporate GRB methods into public policies and budget making.¹⁵ The project was also aligned with the 2010-2015 UNDAF for **FYR Macedonia** under output 1.3.2 which refers to the strengthening of national capacities to ensure the needs of children, women and socially excluded are reflected in the policy making, public finance management and impact evaluation management and Outputs 1.3.2 and 2.1.3 related to the provision of technical and financial assistance to local governments to improve technical and organizational knowledge, skills and resource allocations for evidence based management and financial of public services.¹⁶

Finding 4: PGPR-SEE provided important support to duty-bearers in all three countries to implement the Concluding Comments and recommendations of CEDAW and other human rights treaty bodies.

In relation to **Albania**, the Project supported implementation of CEDAW Concluding Comment 67 to strengthen the national gender machinery and gender mainstreaming in all ministries, policies and programmes through gender trainings.¹⁷ Concluding Comment 75 which urged the government to ensure equal opportunities for women and men in the labour market through, inter alia, the use of temporary special measures¹⁸ was also supported through project interventions. Under Concluding Comment 77, the Committee also urged Albania to give full attention to the needs of rural women and to develop comprehensive policies and programmes aimed at their economic empowerment, including ensuring their access to decision-making.¹⁹ The two selected programmes at MOFACP now place greater focus on women's economic empowerment by providing women's access to grant and subsidy schemes as well as extension advisory services.²⁰

In **BiH**, implementation of CEDAW Concluding Comment 12 was supported which urged the government to include women in all political, economic and social transformation processes at the State, entity, cantonal and municipal levels and to make gender analyses an integral part of these processes.²¹ Through the project, UN Women supported the direct participation of rural women in identifying their needs and priorities and provided technical assistance to ministries and municipalities to conduct gender analysis (see Evaluation Question 6 for more detail). Through UN Women's decision to engage with the CSO Vesta in advocacy efforts related to the harmonization of maternity benefits, project interventions also supported

¹⁵ United Nations Development Assistance Framework for Bosnia and Herzegovina (2013-2017), p. 31, http://www.un.ba/upload/documents/UNDAF_BiH_2010_-_2014_ENG.pdf

¹⁶ United Nations Development Assistance Framework (for FYR Macedonia), (2010-2015), p. 42, http://www.mk.undp.org/content/the_former_yugoslav_republic_of_macedonia/en/home/operations/legal_framework/_jcr_content/centerparsys/download_1/file.res/UNDAF%202010-2015%20final%20design%20ENG.pdf

¹⁷ Report of the Committee on the Elimination of Discrimination against Women, *Concluding comments of the Committee on the Elimination of Discrimination against Women: Albania*, Twenty-eighth session (13-31 January 2003), <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N03/468/20/PDF/N0346820.pdf?OpenElement>

¹⁸ *Ibid.* p. 16.

¹⁹ *Ibid.* p. 16.

²⁰ *Ibid.* p. 16.

²¹ Committee on the Elimination of Discrimination against Women, *Concluding comments of the Committee on the Elimination of Discrimination against Women: Bosnia and Herzegovina*, Thirty-fifth session, 15 May-2 June 2006, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N06/384/85/PDF/N0638485.pdf?OpenElement>

Concluding Comment 16 related to the need for overall harmonization of laws.²² Concerning the request of the Committee (under Concluding Comment 18) for the government to prioritize data collection and include comprehensive sex-disaggregated statistical data²³, UN Women organized training for all relevant stakeholders on gender statistics and gender indicators. Concluding Comment 34 of the Committee further urged the government to: a) intensify its efforts to ensure that all employment-generation programmes are gender sensitive; b) ensure that women fully benefit from all planned programmes to support entrepreneurship; c) strengthen efforts to increase women's representation in the formal economy and to close the wage gap between women and men in the public sector.²⁴ Through Project interventions, implementation of these recommendations was supported mostly at the entity level. In the RS, systematic support was provided to all relevant stakeholders in implementing the Action Plan for Rural Women in the RS, especially to rural women CSOs in their advocacy initiatives to increase rural women's access to information and assistance. In the FBiH, this was achieved through efforts of the Ministry of Development, Entrepreneurship and Crafts to target more women with their programmes, through gender-specific affirmative action undertaken by the FBiH Employment Institute to increase employment of women and through initiatives of the Ministry of Labour and Social Policy to mainstream gender and GRB into their programmes, policies and budgets.

In **FYR Macedonia**, the strengthening of national gender machinery was supported (in line with Concluding Comment 16), through specific technical assistance UN Women provided to the Sector for Equal Opportunities including significant training and mentoring as stipulated under the Letter of Agreement between the Office and UN Women.²⁵ Project interventions also directly addressed Concluding Comment 34 which called on the government to address the impediments facing women with respect to employment and to implement measures to encourage and support women's entrepreneurship.²⁶ The assistance that UN Women has provided to the Ministry of Labour and Social Policy to support the implementation and integration of the recommendations from the gender analyses of the Active Labour Market Measures into their programmes and budgetary allocations also contributed to realization of this recommendation.

The Project was further aligned with Universal Periodic Report (UPR) recommendations in response to country reports. In **Albania**, implementation of UPR recommendation 44 (that the Government amend the economic aid law so that they do not discriminate against women)²⁷ was directly supported through UN Women's assistance in amending the Law. In **FYR Macedonia**, the Project supported implementation of UPR recommendation 16 (which states that the country should undertake systematic measures to promote gender equality in practice by intensifying efforts to accelerate women's equal participation at all levels) and recommendation 17 which states that the country should redouble its efforts in the area of promotion of women and effective equality between genders in the workforce and adopt all

²² *Ibid.*, p. 3.

²³ *Ibid.*, p. 3.

²⁴ *Ibid.*, p. 6-7.

²⁵ Committee on the Elimination of Discrimination against Women, *Concluding comments of the Committee on the Elimination of Discrimination against Women: The former Yugoslav Republic of Macedonia*, Thirty-fourth session, 16 January-3 February 2006, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N06/238/24/PDF/N0623824.pdf?OpenElement>

²⁶ *Ibid.*, p. 5.

²⁷ Human Rights Council, Thirteenth Session, *Report of the Working Group on the Universal Periodic Review: Albania*, 4 January 2010, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/G10/100/84/PDF/G1010084.pdf?OpenElement>

measures necessary to ensure equality between women and men in all areas relevant to CEDAW.²⁸ More generally in BiH, UPR recommendation 123 (to strengthen co-operation with the international community and organizations in building capacity in crucial areas, including gender equality)²⁹ was directly supported through the various capacity development interventions implemented during the Project (see Question 6 for more detail).

Evaluation Question 2: Were the relevant normative and strategic frameworks effectively articulated within UN Women (internally)?

Finding 5: PGPR-SEE was aligned with and supported implementation of UN Women’s global strategic priorities

Based on the review of project documentation and interviews with UN Women project staff, it the Evaluation found that both in the design and implementation of PGRP-SEE, relevant normative and strategic frameworks were relied upon and applied.

Related to strategic frameworks, PGPR-SEE management and staff interviewed all demonstrated a clear awareness and understanding of the linkages between the Project and the 2011-2013 Strategic Plan of UN Women which has as one of its identified goals “to strengthen the responsiveness of plans and budgets to gender equality at all levels.”³⁰ The project also indirectly contributed towards supporting implementation of other priority areas under the UN Women’s Strategic Plan. For example, through the project’s work to capacitate rural women in Albania and BiH to participate in budget processes and define their needs and priorities, the project contributed towards implementation of UN Women’s global priorities of “Increasing women’s leadership and participation” and “Enhancing Women’s Empowerment.” Through the development of a tool for monitoring the Government of Albania’s commitments to gender equality and women’s human rights, including the *National Strategy on Gender Equality, Gender-Based Violence and Domestic Violence* and the training organized by the project on Finance Services in Response to Violence against Women, contributions have also been made towards UN Women’s strategic priority of “Ending Violence against Women and Girls”. Reference was also made (within the Project Document) to UNIFEM’s Capacity Development Strategy (March 2010); however, there appeared to be less awareness about UN Women’s GRB Thematic Strategy (2008-2011) and the draft Capacity Development Strategy for GRB.

In terms of normative frameworks, the Project Document, as well as interviews with PGPR-SEE staff, confirmed that these were utilized in the design and implementation of the project, in particular CEDAW and the Concluding Observations³¹ (see Question 1). In designing and implementing PGPR-SEE, the *Beijing Platform for Action*, which calls for governments to integrate a gender perspective in their budgetary decisions on policies and programmes and ensure adequate financing or specific programmes for securing equality between

²⁸ Human Rights Council, Twelfth Session, *Report of the Working Group on the Universal Periodic Review: The former Yugoslav Republic of Macedonia*, 5 June 2009, http://lib.ohchr.org/HRBodies/UPR/Documents/Session5/MK/A_HRC_12_15_MKD_E.pdf

²⁹ Human Rights Council, Fourteenth Session, *Report of the Working Group on the Universal Periodic Review: Bosnia and Herzegovina*, 17 March 2010, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/G10/121/31/PDF/G1012131.pdf?OpenElement>

³⁰ UN Women, 2011-2013 Strategic Plan

³¹ Final Project Document: “Promoting Gender Responsive Policies in South East Europe”, p. 2.

women and men,³² were also referenced and relied upon to justify project interventions. Project management and staff were guided by the Millennium Development Goals, the European Union Gender Directives and other International Human Rights treaties³³ as mentioned under Evaluation Question 1.

Evaluation Question 3: What is UN Women's comparative advantage in designing and implementing this project?

UN Women's experience with GRB from the past 2006-2009 project enabled it to further strengthen and consolidate previously established partnerships with ministries, local government, CSOs and Parliamentarians and to further deepen awareness, understanding and capacities created during the first phase.

UN Women's gender equality mandate and its organizational focus on GRB, combined with its accumulated global expertise and knowledge, was also a comparative advantage. Representatives of governmental institutions and civil society stated that through UN Women, they are now able to access regional and global knowledge and resources which has helped to advance their understanding about GRB and to further transfer this knowledge. In **Albania**, UN Women is recognized by UN agencies and national governmental partners as a repository of quality GRB technical assistance, capacity building, know-how, success stories and experiences as well as good practices at global and regional level. UN Women's access to top GRB experts was also regarded as a further comparative advantage which was highly appreciated by Project partners and stakeholders.

The quality and professionalism of UN Women staff, in particular their deep understanding about gender equality and GRB and their country-specific knowledge was also an important comparative advantage. As noted in the previous section, stakeholders all commended UN Women staff for their partnership approach and for their responsiveness to emerging needs and priorities. The familiarity of UN Women staff with government procedures and methods of working was also seen as important for understanding where joint activities and initiatives were possible and in anticipating and mitigating potential challenges and obstacles for GRB implementation. In **BiH**, stakeholders stated that the specific GRB expertise and past involvement of the Project Co-ordinator in the PBB process was a tremendous asset which assured that GRB was introduced through the right entry points.

The fact that **UN Women is the only organization working with a direct and targeted focus on GRB in all countries** was a further comparative advantage. UN Women's strength in supporting GRB stems from its unique position as the only UN Agency that has in its mandate promotion of gender equality. In all countries, stakeholders acknowledged the position of UN Women as the only International Organization working on GRB. The mandate and ability of UN Women to work simultaneously with a large number of stakeholders at the same time was also an important comparative advantage. Since

Stakeholders in all three countries consistently stated that if it were not for UN Women's pioneer work on GRB in the region and each country, the topic would not be as widely discussed or accepted.

³² Beijing Platform for Action, Chapter VI, Financial Arrangements

³³ Ibid. p. 2.

government, civil society and Parliament all have an important role to play in supporting GRB, the ability of UN Women to engage with all these actors and others was a necessary approach for supporting GRB, especially since the mandate of other actors is often limited to cooperation with only one stakeholder group.³⁴ In this regard, UN Women had a clear ‘added value’ over other actors in addressing and supporting GRB.

Evaluation Question 4: Have changes in context, commitment and capacity required a change in expected Project results?

Finding 6: A key strength of PGPR-SEE has been its ability to respond to, and adjust planned activities to evolving needs and opportunities.

Given challenges and changes in the political context and environment, PGRP-SEE staff identified a need to respond to new opportunities and to initiate co-operation with new partners in order to maintain momentum and ensure continuous results. In **Albania**, in June 2012, the Project Document was formally amended to include the Training Institute of Public Administration (TIPA) as an Implementing Partner.³⁵ Under the addendum, additional funds (\$25,000 USD) were allocated to support ten training workshops for civil servants on GRB as well as the development of a training curriculum and GRB manual for TIPA. **This decision to engage with TIPA was a strategic decision of the Project management since TIPA is the only state institution responsible for the training civil servants in Albania and co-operation with TIPA therefore provided an important opportunity to maximize the results achieved under Outcome 1.** The adoption of the Guideline on GRB in Medium-Term Budget also created a need among pilot ministries for additional project support to develop a Working Manual/Guide.

In **BiH**, project staff responded to the need for a GRB textbook which was regarded as an important resource for the newly created GRB curriculum and the region. The decision of project staff to work with the CSO Vesta on an initiative related to harmonization of the legislation of the maternity leave in BiH provided an important opportunity for GRB advocacy. Another opportunity was presented when the local CSO, ACED, approached UN Women with the initiative to establish a regional rural women’s network and support the newly established rural women’s network in the RS (Progress) to develop a strategic plan.

In **FYR Macedonia**, project staff responded to evolving needs based on the newly developed GRB Strategy through support to MLSP in preparing a unified methodology for gender budgeting analysis for the three GRB pilot ministries and the Employment Agency. In the absence of clear budget instructions related to GRB, UN Women, together with MLSP, also initiated a new activity to provide mentoring and technical assistance to the pilot ministries in implementing gender budgeting analysis and formulating gender indicators and recommendations for possible amendments in their programmes. Through the project, support was also provided to the City of Skopje in implementing its Gender Equality Strategy. UN Women has also been effective in responding to changing CSO capacities and

³⁴ For example, in BiH, UNDP’s Strengthening Public Finance Management project only dealt with line Ministries and the GIZ only dealt with municipalities.

³⁵ Addendum to “Promoting Gender Responsive Policies in South East Europe 2011-2013” Project Document, June 2012.

needs through its decision to provide additional training on budget literacy and advocacy and to develop a specific toolkit for civil society to assist them in their future advocacy.

Effectiveness

Evaluation rating = 4.4 (out of 5)

Finding 7: Overall, PGPR-SEE's intended outputs have already been successfully achieved and there is evidence of progress towards both outcomes.

Related to the PGPR-SEE **Outcome 1**, an increased number of governmental institutions, in particular, budgetary actors, are now more aware and convinced about the value of and need for a gender perspective in strategic planning and budgeting processes. An increased body of evidence (including gender analyses, gender statistics and research) and knowledge products now exists in all three countries to support civil servants to identify gender gaps, disparities and inequalities and ensure alignment of policies, programmes and budget needs with gender needs and priorities. A significant number of initiatives have been undertaken by civil servants and government institutions to mainstream gender in sector policies and budget processes. These include legislative and regulatory changes (which enable and oblige GRB implementation), amendments to budget call circulars, and the development of GRB specific strategies and action plans. While there are already significant examples of gender-responsive modifications to programmes and budgets by the pilot sector programmes, the full extent of how gender responsive 2014 programmes and budgets are will not be known until the end of the project.

In relation to **Outcome 2**, while it is still too early to assess the number and quality of advocacy initiatives undertaken during the 2014 budget preparation, the involvement of CSOs and GRB experts in conducting gender analyses and research has positioned them well to advocate for GRB and contributed to the development of important evidence to inform broader GRB advocacy efforts, including by MPs. While there are already examples of CSO GRB advocacy in all three countries, further time and efforts are needed to support MPs to analyze programmes and budgets from a gender perspective. In this regard, the new 2014 programmes and budgets developed by the pilot sectors will provide an important opportunity for both CSOs and MPs to assess the extent to which they have become gender-responsive. Through the PGRP-SEE, increased interaction and co-operation between civil society, government and MPs has also been supported; however, it will still take time to further consolidate and strengthen such dialogue mechanisms.

Evaluation Question 5: What are the changes produced by the project at the national and regional level?

Through the review of project documentation and interviews with partners and stakeholders, the Evaluation identified the following changes that have been achieved as a result of PGPR-SEE interventions:

- 1. Important regulatory frameworks and procedures are now in place to oblige, support and institutionalize the integration of gender into programmes and budgets.** A significant change has been the inclusion of GRB in the budget call circulars

of all three countries which has made it obligatory for identified pilot ministries to integrate gender into a set number of programmes under the 2014 budget. In order to support the pilot ministries, a number of guidelines and publications are being developed, with support of the project, which provide step-by-step guidance in how to integrate gender into programmes and budgets. The development of a National GRB Strategy (in FYR Macedonia) and an Action Plan (in FBiH) also provided an important institutional framework to guide and support GRB implementation.

In Albania:

- The Council of Minister's (CoM) Decision on Gender Mainstreaming in the Medium-Term Budgetary (MTB) Programme, issued on, 18 July 2012, makes GRB obligatory (as of 2013) for all line ministries.
- Under the Decision, the Ministry of Labour, Social Affairs and Equal Opportunities (MOLSAEO) and Ministry of Agriculture, Food and Consumers' Protection (MOAFCP), are identified as pilot ministries and required to define at least one gender objective in 1-2 budgetary programmes for the 2012-2015 MTB.
- Instruction No. 9 "Circular on Preparation of the MTB 2014-2016"³⁶ requires all line ministries to define measurable and relevant gender equality indicators in one to two budget programmes.
- The Joint Guideline on GRB in MTB³⁷ provides detailed procedures for implementation of the CoM Decision.
- Guidelines on GRB in the MTB are being developed by MOF and MOLSAEO, with assistance from UN Women, and customized to the institutional/legal context and include examples from the pilot ministries.
- **The revised Law** on Official Statistics (supported by UN Women and UNFPA) and INSTAT's five-year work programme³⁸ includes a mandatory provision for the collection of sex-disaggregated data

In BiH:

- In the RS, gender requirements were included in the Budget Framework Paper for 2012-2015
- The RS Government adopted the programme "Application of Gender Responsive Budgeting in the Budget Reform Processes in the RS/BiH"³⁹ and the Government's Conclusion directed the RS Gender Center and MOF to implement the planned activities to introduce GRB into the budget system.
- The 2013 RS Economic Policy supported the introduction of GRB into budget documents as one of its priorities.
- The RS Gender Centre and MOF completed gender analysis of budget documents and prepared a guide for budget users on how to implement GRB within the budget process.⁴⁰
- In FBiH, the government adopted the Action Plan⁴¹ for GRB for the period 2010-2012 which requires the introduction of a gender perspective in the budget processes in two pilot areas.
- A draft publication on *Implementation of the Action Plan for Introduction of GRB in the Pilot Institutions in FBiH* for the period 2010-2013 was produced which provides an overview of the steps for introducing of GRB in pilot institutions.

In FYR Macedonia:

- The Law on Equal Opportunities of Women and Men and Gender Equality Strategy were amended (with support from UN Women) and now incorporate GRB.
- The National Strategy for Introducing Gender Responsive Budgeting in the Republic of Macedonia (2013-2020) has set the ground for initial and important steps towards systematic implementation of GRB.
- UN Women also supported the amendment of the budget circular of the MOF to include, for the first time, gender sensitive output indicators.
- These requirements are now an obligation for one selected programme in each of the pilot ministries (MLSP, MoAFWM, MoH and the State Agency for Employment).

2. **An increased number of committed individuals in all three countries are now able and willing to work on GRB and to serve as effective GRB champions and drivers of change.** Project partners and stakeholders consistently attributed changes in GRB commitment levels to PGRP-SEE interventions including the study tours, trainings and regional activities (see Evaluation Question 6 for more detail). A significant change was the commitment levels of Ministries of Finance, **who through their efforts to introduce regulatory changes, including the integration of GRB into the budget call circulars, demonstrated a clear commitment towards GRB.** It is important to that **commitment levels varied among budgetary and planning officials in the three countries** with Albanian finance and planning officials showing the highest levels of commitment. In BiH, levels of commitment were highest among entity officials and in

³⁶ Issued by the Ministry of Finance on 22 February 2013

³⁷ Signed by the Ministry of Finance and MOLSAEO on 4 July 2013

³⁸ Approved by Parliament in December 2012

³⁹ The programme was adopted by the RS Government in September 2012

⁴⁰ RS Gender Centre Progress Report, for the period September 2012 – February 2013

⁴¹ FBiH Gender Center Report on Experiences in GRB Initiatives in FBiH for the period 2004-2012

FYR Macedonia, although significant steps were taken by the Ministry of Finance to amend the budget call circular, strengthened commitment and measures are needed to fully integrate GRB into budgetary and planning processes and systems, especially by the General Secretariat.

- 3. In all three countries, there is now increased evidence and data available about gender gaps, needs and priorities and which can be used to support the development of gender-responsive programmes, policies and budgets.** Through the Project, a significant number of studies, analyses and consultations were conducted in order to identify gender needs and priorities (see Evaluation Question 6 for a comprehensive overview of gender analyses undertaken).

In **Albania**, PGRP-SEE supported a number of reports and studies which are now being used to inform the development of gender-responsive programmes. These include:

- A Gender Wage Gap study
- The 2012 National Report on the Status of Women and Gender Equality in Albania
- The 2012 Status of Women and Gender Equality Report in Elbasan

- 4. In all three countries, important resources and tools now exist to support implementation of GRB.** In **FYR Macedonia**, MLSP with technical support from UN Women, produced an “*Analysis and Assessment of the Budget Process and Budget Policy Reforms from a Gender Equality Perspective*”⁴² as well as a “*Handbook for gender responsive budgeting for the administration of Republic of Macedonia*”⁴³ to support gender mainstreaming processes and further strengthen the capacities of civil servants. A GRB advocacy toolkit for CSOs has also been developed following the training for CSOs on GRB where they identified the need for such a support tool. In **BiH**, a publication on *Implementation of the Action Plan for introduction of GRB in the pilot institutions in the Federation BiH for the period 2010-2013* was produced which provides an overview of the steps for introducing GRB in pilot institutions. The *Guide for the Introduction of GRB at the Local Level* provides guidance on how to integrate GRB tools and methods into the municipality programmes. In **Albania**, a customized Training Manual on GRB for TIPA was developed and delivered through the project in April 2012. This is a useful resource for TIPA which is included in the annual compulsory introductory training curricula for civil servants.
- 5. A pool of gender experts has been created at a national and regional level who have been capacitated to support central and local government officials in conducting gender analysis and integrating gender into programmes and budgets.** Through their participation in regional-level trainings and workshops on GRB organized, as well as opportunities for information sharing and exchange, GRB experts have increased their understanding and awareness about different approaches for implementing GRB. A significant number of the GRB experts have been engaged through the project to serve as resources and to provide technical support at local, national and regional levels. Many of the experts have supported GRB analyses by line ministries and municipalities in their countries as well as other countries in the region.

⁴² Aleksandra Simjanovska, “Analysis and Assessment of the Budget Process and Budget Policy Reforms from a Gender Equality Perspective, MLSP, Skopje, 2013.

⁴³ *Handbook for gender responsive budgeting for the administration of Republic of Macedonia*, MLSP, Skopje, 2013.

6. An important change, specific to BiH, is that **future university graduate students now have increased knowledge about GRB through the new course on GRB at Sarajevo University, the annual Summer Gender School in Banja Luka and the development of a GRB textbook.** Through the project, UN Women in BiH established a strategic partnership with the Centre for Interdisciplinary Studies (CIPS) at the University of Sarajevo to introduce the concept of GRB in its Master in Gender Studies Programme curriculum. The course, which has been officially approved by the Senate of University of Sarajevo, together with the five-day Summer Gender School organized by the RS Gender Centre at the University of Banja Luka will contribute to a pool of future graduates from different professions who have increased understanding about gender, including mainstreaming processes, gender analyses, gender disaggregated statistics and GRB. The new GRB textbook being prepared through the project (which harnesses the expertise and knowledge of highly recognized GRB experts),⁴⁴ will serve as an important resource for university professors and students not only in BiH, but in the region as a whole and contribute to an increased pool of GRB experts.

Evaluation Question 6: What has been the progress made towards achievement of the expected outcomes and expected results? What are the results achieved? What were the reasons for the achievement or non-achievement of objectives?

The Evaluation faced three challenges in assessing progress towards achievement of project outcomes and outputs. Firstly, the indicators were not fully sufficient for capturing whether or what kind of progress has been made. Secondly, data on indicators was systematically collected and as a result, the Evaluation Team was required to undertake separate efforts to gather such data where possible. Thirdly, the full extent to which the outcomes have been achieved will not be fully known until the 2014 programmes and budgets are finalized in each of the respective countries.

Outcome 1:

Results	Indicators
Outcome 1: Increased capacity of civil servants and government institutions to integrate gender into policies, planning, programming, budgeting and monitoring for results	Number of sector programmes that introduce modifications to respond to women's priorities including gender-related indicators
Output 1.1: Increased level of knowledge of civil servants on gender-responsive budgeting	Number of initiatives taken by trained civil servants to mainstream gender in sector policies and/or budgetary processes
Output 1.2 Production and dissemination of knowledge products and services	Number of knowledge products produced Number of individuals from a different organizations requesting knowledge products
Output 1.3 Gender-responsive budgeting analysis of selected active labour policies, agricultural rural development and sustainable agriculture	Number of sector/programme analyses completed

⁴⁴ The textbook is being developed by Dr. Azra Hadziahmetovic, a recognized professor of economics and macroeconomics, and Dr. Elizabeth Klatzer from Austria (an internally renowned GRB expert), along with two other authors from the region (Tatjana Djuric Kuzmanovic from Serbia and Marija Risteska, PhD from FYR Macedonia, founder, president and senior policy analyst in Center for Research and Policy Making).

Achievement of Outputs:

Overall, the Evaluation found that PGPR-SEE's intended outputs have been successfully met. The Evaluation found that Output 1.1 (increased levels of knowledge of civil servants on GRB) has already been fully achieved through the project as all civil servants interviewed and surveyed indicated increased levels of understanding, knowledge and commitment towards GRB. According to the results of the online beneficiary survey:

- All respondents either strongly agreed (58%) or agreed (42%) that as a result of the project, their knowledge and awareness about GRB programming and budgeting increased.
- All survey respondents agreed, (67% strongly agreed and 33% agreed) that as a result of the project, their understanding about the importance and value of integrating a gender perspective into policies, programmes and budgets increased.

A contributing factor to the successful achievement of output one was that, under the

Through the trainings, I received knowledge about GRB in order to understand what it is and how it is implemented; I am now using this knowledge to support GRB.

Training participant

Project, more than 450 civil servants received specific GRB training.⁴⁵

Participants of the trainings consistently stated that the trainings helped them to understand the different steps of GRB and how it can be applied throughout the budget cycle. In **FYR**

Macedonia, the majority of capacity building activities carried out related directly to the preparatory work for the national GRB Strategy and extensive efforts were undertaken to capacitate the GRB task group to understand and support GRB. The quality and comprehensiveness of Strategy was a clear reflection of the GRB capacities of civil servants supported through the project.

The organization of study tours (to Austria, Belgium, Iceland and Italy) increased

For senior-level officials of MOLSAEO and the Ministry of Finance, the study tour to Austria was an eye opening and inspiring experience to see that GRB is really happening and is feasible.

GRB awareness and helped to generate necessary political commitment of high-ranking civil servants towards GRB. The involvement of high-ranking officials was a critical enabling factor for GRB implementation in both countries. In **Albania**,

participants of the study tour to Austria gained valuable experience which led to the drafting of the CoM's Decision on Gender Mainstreaming in the MTB Programme and later to other supportive legal documents issued by MOF and MOLSAEO. Participants of the study tour to Italy highlighted the key role it had in exposing Albanian officials to good practices in sex-disaggregated data collections and in supporting their efforts to introduce revisions to the Law on Official Statistics and develop the new Statistical programme for 2012-2016.

The study tour (to Italy) was an excellent learning opportunity to see gender inequality through statistics and to learn how to address these inequalities through targeted policies.

Civil Servant (Albania)

⁴⁵ This figure was calculated based on information obtained through the Project Coordinators and based on training reports provided. Since not all data was sex-disaggregated (i.e. information regarding the February 2013 training for budget users in the RS and information provided for FYR Macedonia, the Evaluation Team was unable to provide a gender breakdown for this total number.

In line with the indicator for Output 1.1, a significant number of initiatives have been undertaken by civil servants and government institutions to mainstream gender in sector policies and budget processes. These include legislative and regulatory changes (which enable and oblige GRB implementation), amendments to budget call circulars, and the development of GRB specific strategies and action plans.

Finding 8: The legal and regulatory changes made in all countries to enable and in some cases oblige GRB were an important demonstration of increased leadership and commitment towards GRB.

When the Law on Equal Opportunities for Women and Men was revised, having GRB knowledge enabled us to make modifications in the Law to make GRB obligatory and to require that gender be taken into account with budgets and strategic plans.

Member of GRB Task Group

An important result of PGRP-SEE was the legal and regulatory changes (see Evaluation Question 5 for an overview) which made GRB obligatory for all line ministries in **Albania** and pilot ministries in **BiH and FYR Macedonia**. The involvement of the GEMs and ministries of finance in all

three countries in amending budget call circulars and in developing budget instructions and guidelines demonstrated not only increased political will but increased capacity to recognize the necessary entry points for GRB as well as the methods for integrating it into planning and budgeting processes.

In **FYR Macedonia**, the active involvement of the different civil servants in the GRB task group in preparing the GRB strategy was also an important illustration of their increased GRB capacity and commitment. Interviewed members of the task group attributed this change to trainings and study tours organized through the Project.

The joint efforts of MOLASEO, Ministry of Education, INSTAT and the Ministry of Health in **Albania** to amend the Law on Official Statistics in order to make the collection and provision of sex-disaggregated data mandatory also showed an increased understanding of the need for evidence-based policy making and an increased level of capacity to integrate gender into these processes.

Finding 9: An increased body of evidence (including gender analyses, gender statistics and research) now exists in all countries which will enable civil servants to identify gender gaps and inequalities and ensure alignment of policies, programmes and budget needs with gender needs and priorities.

The development of knowledge products under PGRP-SEE, including gender analyses, guides and manuals to support the pilot sectors to integrate gender into their programmes and budgets contributed to increased GRB awareness and capacity (see Evaluation Question 5 for an overview). With support from the project, an increased number of civil servants demonstrated a clear commitment to identify gender needs and priorities through the commissioning of gender analyses. **Gender analyses have been completed or are underway in 11 ministries and 24 municipalities in Albania, BiH and FYR Macedonia.**

While completion of some of the gender analyses are still ongoing and the extent to which recommendations from the analyses are used to inform gender-responsive programme changes and budget allocations will not be fully known until finalization of the 2014

programmes and budgets, there are already some cases where gender analyses have supported gender-responsive modifications. Two highlighted examples are included below.

Box 1: Examples of Programme and Budget Modifications based on Gender Analyses

In **BiH**, the Employment Institute conducted gender analysis of their programmes, procedures and budget (in line with the Gender Equality Law). In response to the analysis, which identified a lack of gender awareness among employees, basic gender awareness training was organized for all Institute employees. As result of increased institutional gender awareness, new programmes to support the employment of women were designed; all statistics are sex-disaggregated; employers now receive government support to employ specific professions (mainly female); unemployed women are provided with opportunities to access additional training; and an M&E system with gender indicators has been developed and implemented

In **Albania**, gender analysis of the social protection programme in the municipality of Elbasan, revealed that some categories of women are excluded as beneficiaries from the central budget. In response, the municipality identified a budget line from its locally raised revenues to provide cash transfers to divorced women and single mothers. The analysis was preceded by a gender-responsive participatory budgeting process that enabled women and girls to articulate their needs and priorities. As a result of this process, a day care center was built in 2012 bringing to three the number of day care centers out of five identified by women participants in the annual participatory budgeting sessions.

Progress towards Outcome 1:

Finding 10: In all three countries, significant progress is being made to introduce gender-responsive modifications to programmes and budgets by the pilot sector programmes; however, the full extent of this progress cannot be assessed until the 2014 programmes and budgets are finalized.

Respondents of the online beneficiary survey either **strongly agreed (47%) or agreed (53%) that as a result of the project, their capacity to apply and implement gender-responsive programming and budgeting has increased.**

In **Albania**, the pilot ministries of **MOLSAEO** and **MOAFCP** have successfully defined **gender objectives, indicators and corresponding gender budget allocations for two sectoral programmes.** Both programmes are expected to be approved by the Ministry of Finance in early September 2013. Civil servants in both ministries stated that the training, direct coaching and mentoring by national experts they received through the Project were critical in enabling them to integrate gender into their programmes and budgets. **Gender has also been successfully mainstreamed into the statistical policy framework through the new five-year Statistical Programme (2012-2016) of INSTAT which now makes the collection and provision of sex-disaggregated data mandatory** and will ensure a structured and coordinated approach to collection and analysis of gender statistics. In implementing this new programme, UN Women provided continuous support to INSTAT and particularly to the newly established Department of Socio-Demographic and Gender Analysis, which has as its objective gender analysis. Efforts are now being coordinated between INSTAT, MOLSEAO

This was the first time we linked gender objectives, gender indicators and relevant budget allocations in two selected programs, which were identified as entry points by a gender analysis of agriculture policy on rural development 2007-2013.

Government partner (Albania)

and MOES to include harmonized gender indicators in life-long learning, early school leavers, migration and demographics. INSTAT will also resume publication of sex-disaggregated data through a domain structured approach. Civil servants involved in developing and implementing the Statistical Programme stated in interviews that the decision mandating the collection of sex-disaggregated data was influenced and informed by the study tour to Italy organized under the project.

The Department of Strategy and Donor Coordination also undertook important efforts to initiate the integration of gender into the draft National Strategy for Development and Integration (2013-2020). At the request of the Department, expertise was requested to review the draft Strategy from a gender perspective and to identify relevant gender indicators and sectors for budgetary programs. This is an important development in that the sectoral strategies which will be developed later to support the national strategy will also be required to mainstream gender based on the gender indicators, targets and programmes identified in the national development strategy. At a local level, gender has been mainstreamed into the social services programme for the municipality of Elbasan.

In **BiH**, there are clear examples where programmes and budgets have been made gender-responsive. As a follow-up to the UN Women training held for MHRR and the BiH Gender Agency, preconditions for dialogue between these two institutions were established and the Gender Agency was for the first time involved in the development of the budget for MHRR. In the recently adopted Economic Policy of the RS, it is stated that in 2013, the process of introducing GRB into the budget reform process will be continued along with improvement of the gender mainstreaming processes and implementation of gender equality standards into the budget instructions.⁴⁶ At a local level, the Municipality of Novi Grad Sarajevo, with technical assistance from UN Women, initiated the integration of gender into its policies, documents and budgeting. As a result, strategic documents of the municipality were reviewed and improved from a gender perspective and a Gender Action Plan was finalized as well as the *Guide for Introduction of GRB at the Local Level of Government*. In the pilot municipalities of Vogosca, Teslic, Ljubinje and Bugojno, action plans were developed to introduce GRB into the 2012-2014 budgets and the Mayors from the four municipalities made official statements in which they committed to introduce GRB in two pilot projects in their municipalities.

In **FYR Macedonia**, as a follow-up to the gender budget analysis of social protection policies and active labor market measures (ALMM), which was conducted with support from UN Women during the first phase of the project, important efforts have been made by MLSP to integrate recommendations from the analysis. For example, in the 2012 Operation Plan (OP) of the ALMM, women in the age group of 29-49 are now defined as a target group for employment policies. The OP also commits to take gender into account in the selection of applicants from all target groups and tasks the equal opportunities coordinators in all local self-government units to reach out to more women from local communities to inform them about the opportunities and conditions for employment and to directly assist them with the applications to the newly-introduced ALMM. In the three pilot ministries (Health, Agriculture, Forestry and Water Management and Labor and Social Policy and Employment Agency), initial and important steps towards systematic GRB implementation are being undertaken. Each ministry has already identified priority programmes that they will integrate gender into

⁴⁶ Economic Policy of the Republika Srpska for 2013, pp. 33-34.

and mentoring support is being provided through the project to support these efforts. In an interview with the MoAFWM officials, they confirmed their intention to integrate gender needs and priorities into their Strategic Plan for 2014-2016 and will seek specific support from UN Women in doing so. Collection of sex-disaggregated data is also taking place within MLSP and the Agency for Employment.

While there is evidence to show that progress is being made to integrate gender into budgets, levels of progress vary among the countries. In Albania and BiH there are already concrete examples where specific funds have been allocated within ministry and municipal budgets to address gender needs and priorities. In BiH, for example, the FBiH Employment Institute has allocated funds to support increased employment incentives for women and training for unemployed women. In the RS, as a result of increased funds allocated by the Ministry of Agriculture for subsidies for rural women, the number of female applicants has increased from four in 2009 to 136 in 2012. The pilot ministries in **Albania** have already included gender objectives and budgetary funds in their programme tables⁴⁷ to support these objectives. As a result of the new budgetary processes established through the MTB process, it is expected that within two years, the new systems will provide a transparent breakdown of funds distributed among men and women.

Gender-responsive budgetary allocations were also achieved at a municipal-level in Albania and BiH. In **Albania**, in response to findings of the gender analysis of the social protection programme (which revealed that some categories of women were excluded as beneficiaries from the central budget), the municipality of Elbasan became the first local government to set up a budget line from its locally-raised revenues to provide cash transfers to divorced women and single mothers. In 2013, **the municipality also allocated funds in 2013 to support the construction of a new day care center** (which has brought the number of centers to three out of five needed and advocated by women during past participatory budgeting sessions). In Elbasan, in order to support the active inclusion of women and girls in participatory budgeting process, it is estimated that **40% of the total budget of the municipality is now allocated for participatory budgeting**, which through gender participatory budgeting, will ensure an equal allocation of funding to women's and men's needs.⁴⁸ In Gradiska municipality in **BiH**, as a result of advocacy initiatives undertaken by local rural women CSOs and members of the Progress network, **the municipality has allocated 20% of its 2013 budget for agriculture for rural women.**

While significant progress has been made in supporting civil servants to integrate GRB into programmes and budgets, there has been less progress in developing systems and processes to monitoring results of GRB. Although gender-sensitive indicators are being developed by the pilot GRB ministries, more support will be needed to build institutional capacity, particularly of the ministries of finance and GEMs to monitor GRB results.

⁴⁷ While budgetary funds have been included in the programme tables, the programmes will not be officially approved in the system until early September.

⁴⁸ The good practice of participatory budgeting was established and institutionalized in the Municipality of Elbasan with support from a previous USAID project which ensured not only the inclusion of women, but their active participation in identifying and articulating their needs. During this process, UN Women facilitated the participation of women in the participatory budgeting sessions (through the inclusion of local CSOs providing services to women) and advised the municipality on the timing, format and facilitation of these sessions to ensure the active participation of women.

Outcome 2:

In implementing this outcome, PGRP-SEE staff in each country assessed the best entry points for building capacity to advocate for GRB. In **BiH**, the largest number of target groups was selected including Parliament, academia, CSOs and rural women’s networks. In **FYR Macedonia**, the focus was on Parliament and civil society and in **Albania** on civil society.

Results	Indicators
Outcome 2: Improved accountability mechanisms through the participation of Members of Parliament and civil society organizations to monitor government commitment to women's rights and gender equality	Number of advocacy initiatives undertaken during the budget preparation
Output 2.1 Establishment of dialogue mechanisms in targeted government institutions between civil society organizations and government institutions and Members of Parliament	Number of documents produced by CSOs that advocate for GRB Number and type of interactions between civil society and government representatives on GRB issues

Achievement of Output:

Overall, the Evaluation found that PGPR-SEE’s intended output has already largely met; however due to the fact that documents produced by CSOs advocating for GRB and documentation related to dialogue mechanisms were not systematically collected and available during the evaluation, it is difficult to measure the full extent to which dialogue mechanisms are in place. During the evaluation, however, sufficient evidence to substantiate this finding was obtained through interviews with project stakeholders and through the online survey. It is important to note that interviews with parliamentarians could only be conducted in FYR Macedonia; therefore the findings related to MP involvement in the project are somewhat limited. Additionally, due to the fact that there were no specific project interventions in Albania targeting parliamentarians, progress in achieving Outcome 2 was limited to BiH and FYR Macedonia.

Finding 11: Increased interaction and co-operation between civil society, government and MPs was supported through PGRP-SEE; however, more time is needed to further consolidate and strengthen such dialogue mechanisms.

PGPR-SEE stakeholders interviewed agreed that the project helped to strengthen dialogue mechanisms between civil society, government and to a lesser extent, MPs. According to the online survey, **94% of respondents either strong agreed (41%) or agreed (53%) that there is now increased co-operation and interaction between government, civil society, academia and parliament in advancing gender priorities.** The involvement of CSOs and GRB experts in supporting central and local level government officials to conduct gender analyses was a clear indication of increased interaction and co-ordination (see analysis of Outcome 2 for more detail). In terms of increased interaction between CSOs and MPs, the Evaluation found clear examples in BiH through the efforts of the CSO Vesta to target MPs in its lobbying efforts for harmonization of maternity benefits (see Box 1 for more detail). In FYR Macedonia, the inclusion of CSOs in parliamentary hearings and in presenting findings of gender analyses with MPs supported their increased interaction. Given that advocacy capacity of both CSOs and MPs is still developing, it will take more time to further consolidate dialogue mechanisms.

Progress towards Outcome 2:

Based on its review of documents and interviews with Project stakeholders, the Evaluation Team found that in **BiH** and **FYR Macedonia**, the Project achieved important results in building the capacity and knowledge of both CSOs and Parliament to advocate for GRB. In both countries, parliamentarians and CSOs now have increased GRB knowledge (as a result of trainings), tools and data (from gender analysis) to lobby for GRB changes and hold the governments accountable for their gender equality commitments.

Finding 12: While it is still too early to assess the number and quality of advocacy initiatives undertaken during the 2014 budget preparation, the involvement of CSOs and GRB experts in conducting gender analyses and research has positioned them well to advocate for GRB and contributed to the development of important evidence to inform broader advocacy efforts, including by MPs.

While there are already examples of CSO GRB advocacy in all three countries, further time and efforts are needed to support MPs to analyze programmes and budgets from a gender perspective. In this regard, the new 2014 programmes and budgets developed by the pilot sectors will provide an important opportunity for both CSOs and MPs to assess the extent to which they have become gender-responsive.

Civil Society/GRB Experts

In **FYR Macedonia**, progress in capacitating CSOs and GRB experts to advocate for and support gender-responsive budgets and policies, was initially hindered by their limited budget knowledge. As a result, PGRP-SEE interventions focused on building greater understanding among gender-focused CSOs about the budget process and entry points for advocating for gender-responsive policies and budgets. Additional activities were identified (based on input from CSOs) to support further training specifically focused on advocacy and the budget process and a specific Tool Kit for civil society was also developed to support and guide their advocacy efforts. As a result of these efforts, **a number of CSOs have increased knowledge and confidence to advocate for gender-responsive budgetary allocations.**

The project left us with experts, changes in budget, increased capacity of civil society, tool kits and information – it produced a lot of knowledge for us.

CSO representative (FYR Macedonia)

This increased knowledge was demonstrated through the advocacy efforts of one CSO to include budget questions in their analysis of implementation of the Law on Equal Opportunities for Women and Men. Another recent illustration was the initiative of a CSO to highlight budgetary implications of the proposed changes to the Law on Abortion. Some interviewed CSOs also pointed out that, as a result of their increased GRB knowledge and capacity, they have now mainstreaming GRB advocacy into their existing work and priorities.

In **BiH**, **the establishment of networks of rural women's associations has helped to increase awareness of rural women's needs and priorities and empowered them to advocate for policy and budget changes aligned with their needs.** With the support from UN Women and the RS Gender Centre, the Agency for Co-operation, Education and Development (ACED) and the Progress Network (a network comprised of 45 rural women's

organisations) organized various activities for representatives of rural women's associations including training workshops and regional networking opportunities which provided them with increased knowledge and capacity to participate in and influence policy-making and budgeting processes. During a focus group discussion with rural women (who are part of the network), concrete examples were provided of successful advocacy efforts. The most significant example was in Gradiska municipality where the rural women's association effectively lobbied that 20% of the 2013 budget for agriculture should be allocated to women. Through the project, ACED also supported the development of a Framework Strategic Document and Action Plan for the Progress Network to inform and guide their advocacy efforts. One GRB specific activity of the Network for 2012-2015, is to advocate for the establishment of a fund at a municipal level to support women in business (agribusiness, rural tourism and rural women business in general).⁴⁹

Another example of CSO advocacy in support of gender-responsive policy and budget changes was the work done by the NGO Vesta to advocate for harmonization of maternity benefits. (See Box 2 below).

Box 2: CSO Advocacy in Support of Gender-Responsive Policy Changes in BiH

Due to complex administrative arrangements, women in some entities and cantons have significantly less access to maternity benefits than women in other parts of the country. For example, in two cantons in the Federation of BiH, women do not receive any maternity benefits. In order to raise public awareness about these disparities and support women in BiH to lobby for change, in 2011, UN Women assisted VESTA, a local CSO, to produce a comprehensive gender analysis of the current legislation and situation with regard to realization of maternity benefits in the 10 cantons of the Federation of BiH, the RS and Brcko district.

The analysis was then presented at consultancy meetings and focus group sessions VESTA organized with relevant stakeholders including the Ministry of Finance, the Ministry of Labour and Social Policy, women beneficiaries, the Commission on the Status of Women, media and gender equality mechanisms. A summary policy brief was also prepared and sent out to decision makers in 50 governmental institutions in both entities in BiH, including all the key line ministries and parliamentary representatives. A number of public events and awareness raising activities were also organized in co-operation with the radio network KRIK. Key messages about the importance of harmonization of maternity leave in BiH were broadcasted through a number of radio-stations that are part of the network.

In response to these efforts, the FBiH Parliamentarian Commission for Gender Equality organized a public hearing about the harmonization of maternity leave where VESTA presented their analyses. The Commission also officially sent the recommendations to the Ministry of Finance and Budgeting to address in the next budget planning cycle. While efforts are still underway to lobby for legislative and budgetary changes to support harmonization of maternity benefits, the advocacy process led by VESTA was important in that it raised awareness at a national level about the need for harmonization and also resulted in partnerships between CSOs, government, parliament and media to lobby for change.

Through the Project, CSOs in **all three countries** were actively involved in conducting gender analyses in order to support evidence-based policy making and ensure that programmes and budgets are aligned with the needs and priorities of women and men. **In preparing gender analyses at a national and local level, in particular the recommendations of such analyses, some CSOs have been able to advocate for gender-responsive policy, programme and budget changes.** In **Albania** for example, through its analysis of the National Cross-cutting Strategy of Rural Development (2007-

⁴⁹ Activity Plan of the Progress Network for 2012-2015

2013), which revealed gender gaps in agriculture information and knowledge, farmers outreach, agriculture subsidy, data exchange and productivity support, the CSO who conducted the analysis was able to advocate for policy change during the dissemination of the study results at the National Conference held in Tirana in December 2012.

While the knowledge of CSOs has increased, as a result of trainings provided through the project and opportunities to apply knowledge from training (through conducting gender analysis) CSOs interviewed all agreed that they require more support in order to fully build their capacity for effective advocacy and budget monitoring.

Parliament

Through Project interventions in **BiH** and **FYR Macedonia**, various activities were undertaken to build GRB awareness and commitment among Parliamentarians. These efforts focused primarily on the organization of training workshops, the inclusion of Parliamentarians in study tours and the organization of Parliamentary hearings dedicated to the topic of GRB. In **BiH**, joint trainings for the FBiH Parliamentary Commissions for Gender Equality and Parliamentary Commissions for Budget and Finance; and the Parliamentary Women's Club were organized through the Project which were the first steps in introducing GRB concept to the Members of Parliament.⁵⁰ In **FYR Macedonia**, as a result of project interventions to increase the knowledge and commitment of parliamentarians GRB has been identified as one of the key priorities of the Club of Women MPs. Another example was the interest of the Parliamentary Committee for Equal Opportunities for Women and Men to organize a public hearing in March 2011 on the role of budgetary processes in the advancement of gender equality and on the sharing of experiences and best practices from European Union members and countries in the region with experience in GRB. The public hearing, which was organized with support from UN Women, helped raise interest among MPs on how GRB can be used to address the different needs and challenges of women and men, and of vulnerable groups, such as women with disabilities, Roma and rural women.

While parliamentarians in both BiH and FYR Macedonia have been able to increase their GRB knowledge, there is a need for continuous efforts to engage and inform a greater number of MPs, in particular members of the Commission on Budget and Finance, in order to effectively increase their support for GRB.

Finding 13: MPs in all three countries still have limited capacity to analyze and monitor public policies, programmes and budgets from a gender perspective; therefore further support is needed to enable them to use existing evidence (from the gender analyses and studies) to lobby for gender-responsive programmes and budgets.

Reasons for Achievement and Non-Achievement of Project Results

There were several factors which both supported and hindered PGRP-SEE results. **One of the most significant factors contributing to project results was the commitment and dedication of the UN Women project staff.** Project partners and stakeholders commended the hard work and tireless efforts of UN Women staff in each country to support their needs

⁵⁰ Zuhra Osmanović-Pašić, Training Report on the implementation of the Assignment of National Consultant (BiH) to Develop and Conduct Trainings for the Representatives of Executive and Legislative Government in BiH, June 2013

and respond to their requests for support and assistance. Despite human resources limitations (see Evaluation Questions 8 and 9) UN Women staff were able to respond to evolving needs and emerging opportunities and to support important changes and achievements despite the significant number of obstacles they had to overcome in doing so.

Another important factor contributing to the Project's achievement of results under Outcome 1 was the **leadership and influence of the Gender Equality Mechanisms**. In **BiH**, the Gender Centre of the RS demonstrated strong leadership in supporting GRB implementation across the other line ministries and in engaging with the ministry of finance to put in place the necessary frameworks to support GRB. The FBiH Gender Center has also had a critical role in leading and supporting implementation of the GRB Action Plan, and in supporting the GRB pilot ministries and the Employment Institute to implement GRB. In **Albania**, the Project benefited from the strategic partnership with MOLSAEO, the lead governmental institution responsible for promoting gender equality, where the Deputy Minister has been a GRB champion and had the right level of influence to engage the Ministry of Finance and build inter-governmental support for GRB. In **FYR Macedonia**, the Sector for Equal Opportunities also exerted significant influence and leadership through their successful efforts to mobilise civil servants and to push for the necessary changes in legal and strategic documents to be made.

The **quality of UN Women GRB expertise, technical assistance and resources**, combined with their responsiveness to requests for technical assistance, directly contributed to the achievements of the Project. A number of stakeholders felt that the inclusion of high level international and national GRB experts helped to ensure successful knowledge transfer to the training participants. Where UN Women's technical assistance took the form of mentoring and "on-the-job coaching", interviews with project beneficiaries confirmed that this type of approach was highly effective and directly supported their ability to achieve important results in assessing gender needs and in identifying gender objectives, gender indicators and relevant budgetary allocations.

The ability of the Project to support and contribute to the development of regulatory frameworks, strategies and policies to enable GRB, was a critical factor contributing to the achievement of results (particularly under Outcome 1). Without the inclusion of gender in the budget circulars, and without the various changes that were made to relevant laws and policies, (see Evaluation Question 5 for more detail), the results achieved through the project would not have been possible. In **FYR Macedonia, the Law on Equal Opportunities between women and men and the GRB Strategy were critical in mobilizing and motivating government actors to initiate GRB** and, in the absence of full engagement and support of the ministry of finance, the Strategy provided the necessary regulatory framework to commence GRB implementation.

Since government, civil society and Parliament all have an important role to play in supporting GRB, **the ability of UN Women to work simultaneously with a large number of stakeholders at the same time also enabled the achievement of a greater number of results**. Since results in some areas took longer to achieve (for example capacitating CSOs as GRB advocates and putting in place the necessary regulatory frameworks to support GRB), PGRP-SEE, through its engagement with a broad group of actors, was able to focus on different stakeholder groups at different times in order to maximize its achievement of results.

The PBB approach being implemented in Albania and BiH created an important entry point for the introduction of GRB and supported achievement of the Project results.

Through the existing public reform processes, ministries of finance and other civil servants already had a strong understanding about the importance of budget transparency and participatory approaches to budgeting which provided an important entry point for GRB. The synergies created between the project and other donor-funded public reform projects further supported the mainstreaming of GRB into the budget process.

In both **Albania** and **FYR Macedonia** an important factor that contributed to Project results achieved by the ministries of agriculture in both countries has been the European Commission's Instrument for Pre-Accession Assistance in Rural Development (IPARD) where gender criteria is an added-value ranking criteria in grant awarding and has increased gender sensitivity in project/program development in these institutions. **IPARD implementation (which includes certain gender criteria), provided an important enabling environment and incentive for the ministries to conduct gender analyses and collect sex-disaggregated data.** For example, in FYR Macedonia, within this rural development program, women, especially young ones, have priority access to agricultural subsidies. In **BiH**, the establishment of synergies with related initiatives also enabled the project to achieve a greater number of results through combined resources and efforts.

Various factors had an adverse impact on the achievement of PGRP-SEE results including the complexity of GRB and the fact that putting in place the necessary regulations, laws, strategies and frameworks to support and enable GRB takes time. The example of implementing PBB was highlighted whereby, despite the amount of time that has been spent on developing systems and processes to support PBB, as well as the availability of significant donor funds and technical assistance, it has taken a long time to fully implement. **GRB implementation in each of the countries will therefore require more time, training and mentoring in order to fully equip and capacitate civil servants to apply and implement it.** Significant time and efforts are needed to build the right regulatory frameworks and systems to enable GRB and since many of the frameworks were only recently established, implementation of GRB has only been possible in most of the countries during the second half of the project.

In **BiH**, the complex structure of government institutions meant that project staff have had to engage and implement separate activities at the state-level and in each entity, By having to focus on a large breadth of institutions, PGRP-SEE, through its interventions, has not been able to have the same depth in its focus as the other countries. Related to this, the complex governance structure of FBiH, which includes ten cantons with their own separate ministry structure, has also limited the achievement of results. A final factor affecting the achievement of Project results in BiH has been the delayed renewal of projects supporting PBB which have contributed to a loss in momentum, including for GRB.

In **FYR Macedonia**, the lack of high level GRB champions in the Ministry of Finance and General Secretariat has limited the extent to which GRB implementation was possible. This has meant that GRB is still not fully integrated into the budgeting and strategic planning systems and processes despite efforts of the Project to fully engage and build capacity and knowledge of both institutions. Another factor was the absence of a PBB approach and the difficulty to identify entry points in the line-based budgeting system for gender to be included and funds allocated.

A final factor that negatively impacted the achievement of Project results was the **challenging political environment in each of the countries** which has included municipal elections in BiH, parliamentary elections in June 2011 and local elections in March 2013 in FYR Macedonia and parliamentary elections in Albania in June 2013. The elections resulted in changes in leadership which in some instances has affected support for GRB. In FYR Macedonia, a political crisis arose following the adoption of the 2013 annual state Budget under controversial circumstances. The political tensions which followed affected the functioning of Parliament, specifically hindering the possibility of UN Women to work with the Parliamentary Committee on Budget and Finance and with the Parliamentary Women's Club. **Staff turnover in Albania** at a political level in the public administration (particularly in the partner institutions of MOLSAEO, MOAFCP, where two deputy Ministers have been replaced during the first half of 2013) along with the pre-election preparatory phase, has slowed down the implementation of the project.

Evaluation Question 7: To what extent have beneficiaries been satisfied with the results?

Overall, beneficiary satisfaction with the results of the project is assessed as high. According to the online survey (which was completed by 37 respondents, including a sample of governmental, CSOs and gender experts from all three countries):

- 94% of respondents either strong agreed (27%) or agreed (67%) with the statement that the project addressed their specific needs.
- All respondents agreed that as a result of the project, their understanding about the importance and value of integrating a gender perspective into policies, programmes and budgets increased as well as their capacity to apply and implement gender responsive programming and budgeting.
- The majority of respondents (97%) either strongly agreed (41%) or agreed (56%) that, as a result of the project, useful tools on GRB have been developed.
- 94% of respondents either strong agreed (41%) or agreed (53%) that there is now increased co-operation and interaction between government, civil society, academia and parliament in advancing gender priorities
- 89% of respondents either strongly agreed (24%) or agreed (65%) that, through the project, regional networks and linkages in support of gender responsive processes and budgets have been created.

Efficiency

Evaluation rating = 4.8 (out of 5)

The Evaluation found that PGRP-SEE used its resources strategically and provided good value for money. Impressive results have been achieved with a limited amount of funds due to the effectiveness of project staff in establishing successful collaboration and interaction between UN Women and international partners on the ground where capacities and resources have been effectively leveraged through synergies and joint programming. The ability to tap into other funds within UN Women (including core UN Women funds and coherence funds through One UN in Albania) also enabled UN Women project staff in each country to respond to emerging needs and opportunities.

Evaluation Question 8: Were the project funds managed effectively? Could the activities and outputs been delivered with fewer resources without reducing their quality and quantity?

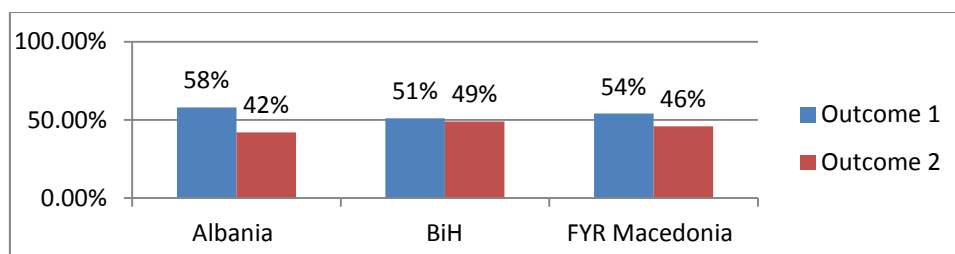
The Evaluation found that the **management of project funds was highly efficient**. Planned resources for selected partners were based on realistic needs and capacities and during project implementation, strategic management decisions were made to re-allocate and adjust funds to respond to evolving needs and opportunities (see Evaluation Question 4 for more detail).

Finding 14: Overall, the project has used its resources strategically and has provided good value for money and there has been a significantly high level of implementation with few resources.

With a total budget of \$2,232.172 USD, PGRP-SEE was able to provide sustained technical expertise for GRB to a diverse group of stakeholders in three countries over a three year period. Given the significant results achieved (see Evaluation Question 6), PGRP-SEE is assessed to be cost-effective and good value for money.

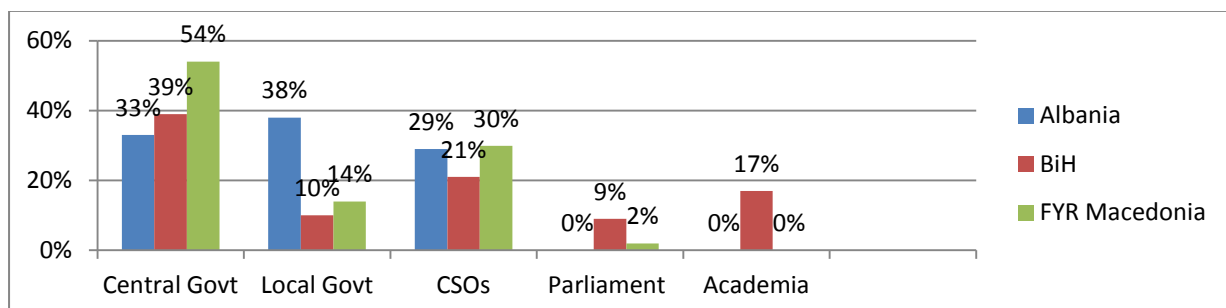
For each of the countries, the division of funds allocated to achieve PGRP-SEE outcomes based on country needs and priorities (see Chart 1 below). For example, in Albania, given all of the entry points for GRB within the government and the strong political leadership to support it, more funds were invested in Outcome 1 than Outcome 2. In BiH and FYR Macedonia, the breakdown of funds was generally balanced due to the various activities undertaken with CSOs and with Parliament (in FYR Macedonia) and academia (in BiH).

Chart 1: Breakdown of Project Funds for Outcomes 1 and 2



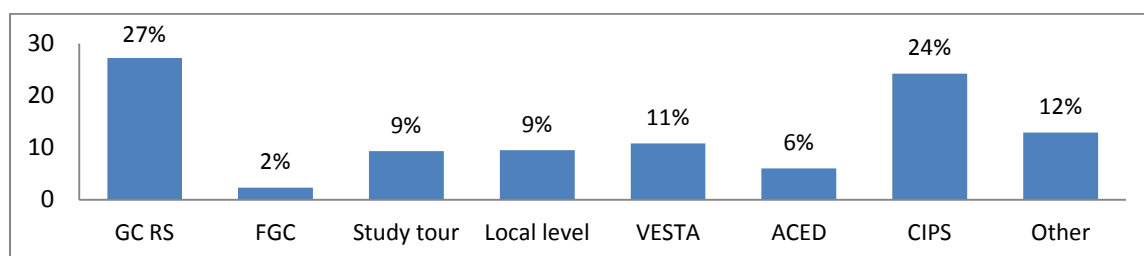
There were significant differences between the three countries related to the amount of funds allocated to different target groups and for each of the activity areas. See chart 2 below for a breakdown of funds for each country.

Chart 2: Breakdown of Project Funds by Target Group



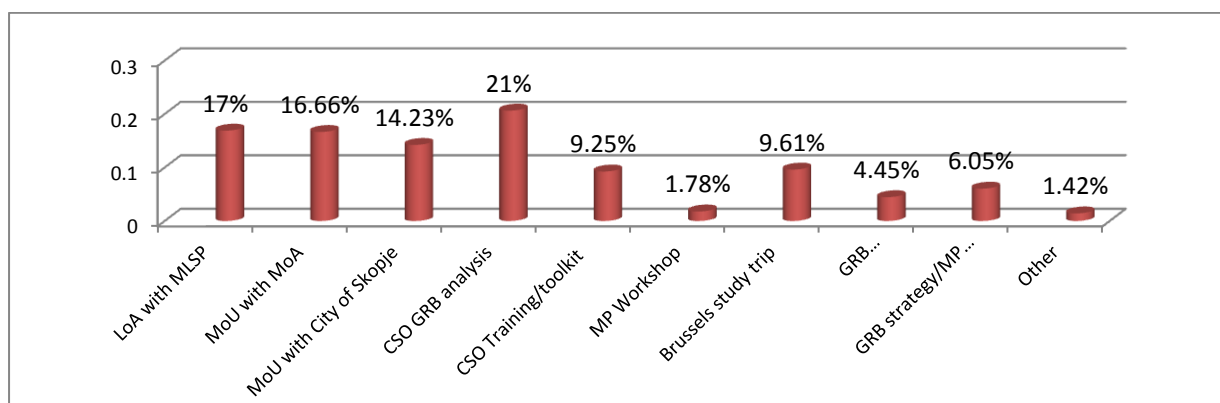
Given the recommendations and lessons learned through implementation of the first phase of the project, **a conscious decision was made by project staff in all three countries to focus resources on central government, in particular GEMs and key budget actors.** Specific funds were also invested at a local level (including two municipalities in **Albania**, 12 in **BiH** and 9 in **FYR Macedonia**) in order to build improve knowledge of gender needs, and support gender-responsive adjustments to programmes and budgets at a local level. For **BiH**, although the percentage was lower, due to synergies and cost-sharing initiatives through the GAP project, the overall amount of funds allocated to GRB implementation at the municipal level was significantly higher. The amount spent on parliamentary activities was much lower given time constraints of parliamentarians, however, further activities targeting parliament are planned in the last quarter of the project, so fund allocations will be further increased. The opportunity to collaborate with the Universities of Sarajevo and Banja Luka in BiH on the development of curricula and a GRB textbook was an important priority for the project team which resulted in a significant amount of funds being allocated to academia.

Chart 3: Breakdown of Project Funds by Activity (BiH)



Given the continuous demands of a large number of project stakeholders in **BiH** for assistance and support, **UN Women project staff made important strategic decisions to maximize its efficiency and effectiveness through creating synergies and tapping into other timely and relevant projects and resources.** For example, as a result of strong partnership and cost-sharing with the USAID/SIDA/EKN GAP project, significant results were achieved in terms of capacitating civil servants in four municipalities on GRB with less than 3% of the country budget. The largest amount of funds was allocated to work with the RS Gender Centre (which also supported initiatives with CSOs and rural women although not reflected in this chart). The Evaluation found this amount of funds to be appropriate given the high capacity and strong influence of the Gender Centre with line ministries. It is important however to note the discrepancy between the fund allocations for the RS and FBiH which may need to be better balanced should future GRB programming continue.

Chart 4: Breakdown of Project Funds by Activity – FYR Macedonia



In **FYR Macedonia**, almost 50% of funds were channeled to support central and local level civil servants through Letters of Agreements (LoA) and Memoranda of Understanding (MoU). The Evaluation views this as an efficient approach to project spending and implementation. In each agreement, transparency was ensured through stipulation of specific assistance and resources to be received by UN Women. The governmental institutions felt that this approach reinforced their partnership with UN Women. However, the transfer of funds to national institutions affected efficiency of the process because of the complex procurement processes in each ministry (in instances where LoA were used, such as with MLSP). Due to internal government rules and procedures, payments from ministries have to be channeled via the ministry of finance which is a slow and bureaucratic process. During the local elections in March 2013, all payments had to be approved by the State Commission for the Prevention of Corruption. As a result, MLSP was unable to fully spend their funds. UN Women staff have since changed their approach to use MoUs with state institutions (where UN Women pays directly for services) enabling in this way increased financial efficiency. The Evaluation found that budget allocations for gender analyses were significantly higher than for technical assistance and mentoring for the GRB pilot ministries. While the gender analysis are an important tool for identifying gender gaps and needs, unless the ministries have the practical understanding and capacity of how to integrate gender into policies, programmes and budgets, the analyses will not be able to support evidence-based policy. The Evaluation therefore suggests that for future project interventions, a greater and more proportional amount of funds should also be spent on supporting mentoring and “on-the-job coaching” for civil servants to guide and support their efforts to implement and apply GRB.

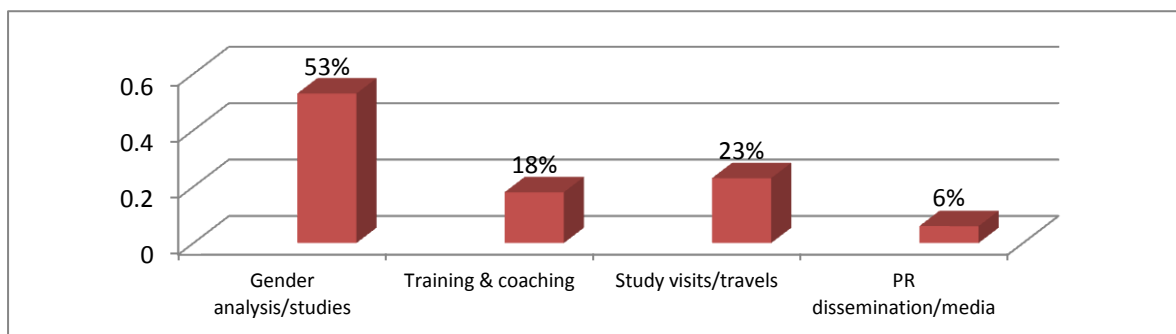


Chart 5: Breakdown of Project Funds by Activity (Albania)

In Albania 53% of funds were invested in gender analysis and studies, whereas there is a more balanced spending on training and coaching at 18% and study tours and travels at 23%. It should be noted that the gender analysis and studies carried out in the framework of this project are the first of their kind in Albania and served as important baselines and entry points for GRB focused policy-making and interventions as well as monitoring frameworks for measuring progress and change.

A number of additional were activities undertaken in all three countries which **were supported through core UN Women funds (21% of total funds spent on GRB) and use of Coherence Funds under Delivering as One UN in Albania (31%). In all countries, the fact that these additional activities were implemented within existing human resources was a clear demonstration of the high level of efficiency of PGRP-SEE.**

The Evaluation found that **while the project budget and time allotted for implementation were sufficient; human resources were not**. Project staff in Albania and FYR Macedonia felt that the project did not receive sufficient administrative support. One factor that limited the overall efficiency and effectiveness of the project was the difficulty Project Coordinators faced in managing the dual roles of having to deal with administrative and logistical aspects of the project GRB while also being required to serve as technical experts. All Project Coordinators felt that the time they were required to spend on day-to-day management of the project limited the extent to which they could engage as technical experts. Project Coordinators in **Albania** and **FYR Macedonia** were particularly affected by the absence of project assistants and stated that they were required to spend a significant amount of their time on administrative, procurement and logistical matters. In **Albania**, the transition of UN Women from a project office to a country office in the last years, along with new procurement modalities and staff turnover at the Country Office management level has made the operations for PGPR-SEE. Another challenge for UN Women staff in Albania is that, through One UN, they are part of 13 working groups which has enabled them to create important synergies, but has also been time intensive for the Project Coordinator who is regularly required to attend these meetings.

Throughout the PGRP-SEE implementation, project management and staff applied UN Women procurement procedures (competitive bidding) for contracting services including international and national expertise. Advertisements were posted on UN/UNDP websites and in local and national media and information was provided on technical and financial weight and evaluation of offers. These procedures ensured that the most advantageous technical and economic offers were selected.

In their efforts to adhere to these procedures, there were instances where UN Women procedures limited the overall efficiency of project implementation. One challenge that project staff faced was that related to the fact that UN Women procedures and tools are not yet adapted and adjusted to support the project staff to apply a flexible and responsive approach. For example, in BiH all direct payments from UN Women required specific contracting procedures which limited the project's overall efficiency (given the time that they were required to spend on procurement issues) as well as their ability respond quickly to evolving needs.

Evaluation Question 9: Have UN Women's organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the project?

**Note: This question relates to institutional support that UN Women Project Management and staff received through delivery of the Project. An assessment of overall management of the Project is included under Evaluation Question 20.*

In terms of institutional support PGRP-SEE staff received from the UN Women Sub-Regional Office for South East Europe (SRO SEE) and Headquarters (HQ), levels of support varied between the first and second half of the project. One of the reasons for this was that during the start-up of the project (which officially commenced in December 2010⁵¹), there were various staffing delays and challenges which contributed to gaps in project implementation

⁵¹ This was in accordance with the *Third Part Cost-Sharing Agreement between the Austrian Development Agency (Donor) and the United Nations Development Fund for Women (UNIFEM-part of UN Women)*

and which required the support and involvement of the SRO SEE. The Project Manager was not hired until November 2011 (almost one year into the project) due to the fact that recruitment of this position had to be co-ordinated through the SRO SEE which at that time was affected by the transition from UNIFEM to UN Women. In order to fill the important gap of Project Manager, the Programme Specialist from SRO SEE assumed the role of Project Manager, which she had to balance with her other duties and responsibilities.

Another challenge the project experienced during the set-up phase was the absence of a National Project Coordinator in FYR Macedonia. Initially, in the Project Document, National Project Coordinators were only planned for Albania and BiH and it was envisaged that Project Manager would also cover the role of National Coordinator for FYR Macedonia. The delayed recruitment of the Project Manager however meant that there was no one to cover this role. In response, the National Head of the UN Women Project Office in FYR Macedonia assumed this role until the Project Manager was in place. While this arrangement enabled project implementation to move forward, it also limited the progress and results as the Head of Office in her role as acting National Project Coordinator was only able to dedicate 30% of her time to GRB.

Having the Project Manager initially cover the role of National Coordinator was not an effective or sustainable arrangement. One reason for this was time constraints and the immensity of responsibilities and tasks required by the National Coordinators in serving as technical experts, managing the project and dealing with a significant number of administrative and logistical matters (see Evaluation Question 7 for more detail). Having a non-national assume the National Coordinator role was also not an effective solution and that a national would be better suited to this role given their in-depth country understanding and ability to communicate directly with project stakeholders and partners. In response, the Project Manager sought support from the Regional Office to finance a full-time National Coordinator position in order to respond to these challenges. The National Coordinator assumed here duties in February 2012 which limited the amount of time that the Project Manager was required to perform both roles.

Staff retention is a significant challenge for project-based offices. Without continuity between the first and second phase of the project, the project staff from the first phase, who were all highly competent experts with important institutional memory, could not be retained. This turnover of staff affected the ability of project staff to fully “hit the ground running” when the project started.

Finding 15: With support from the SRO SEE, PGRP-SEE staff made an extraordinary effort to keep the project running despite the challenges they faced; however, greater results could have been achieved had the Project Manager and FYR Macedonia Coordinator been in place at the beginning of the project.

With a full-time National Coordinator, more results could have been achieved for FYR Macedonia and with a full-time Project Manager, more time and effort could have been spent on putting in place effective monitoring and evaluation systems earlier on.

Once all project staff were in place (at the end of 2011), management of the project was highly de-centralized and, as a result, there was less reliance on the SRO SEE for support.

After this time, support from the SRO was mainly political and operational, for example, additional funds received by the SRO enabled the Project to respond to evolving needs (see Evaluation Question 4 for more detail). Limited substantive support was received through the SRO SEE as there was no specific staff member there specialized in GRB and support from HQ was more limited largely to access to the GRB online resources. As a result, the project was required to engage a number of international GRB experts to fill this gap.

More support was needed to assist all country offices in developing clear monitoring and evaluation frameworks (in particular indicators) and in conducting capacity assessments at the beginning of the Project. While efforts were undertaken by the SRO SEE to address monitoring gaps through the engagement of an international expert, funds would have been better spent on capacitating project staff on results-based management and M&E. While all of the National Coordinators identified a critical need for RBM training,⁵² it was never received during the project. It is important to note that during the first two years of PGRP-SEE implementation there was not yet a Monitoring and Evaluation Specialist in place⁵³ at the SRO so institutional capacity to support M&E and RBM was limited.

Capacity Development

Evaluation rating = 4 (out of 5)

Evaluation Question 10: How did the Project contribute to capacity development of its stakeholders/beneficiaries? What adaptive management capacities of national partners have been supported?

Capacity-building approaches applied through project implementation were in line with the theory of change and built on experience and lessons learned from the first phase of the project. As discussed under Evaluation Question 6, overall, the Evaluation found that **PGRP-SEE directly contributed to increased capacity of civil servants to integrate gender into policies, planning, programming and budgeting.**

Finding 16: In terms of individual capacity, capacity development interventions during the project yielded important results such as increased political will, changed perspectives and increased understanding of GRB. While results varied among the three countries, overall, positive changes in GRB capacity levels of civil servants, civil society and parliamentarians were identified.

It is also evident that GEMs in all countries now have sufficient knowledge and capacity to lead and support GRB implementation. Most of the GEMs are already providing training and direct support to the pilot GRB ministries to support them in integrating gender into their programmes for 2014. In the case of the BiH State Agency, while they are not yet fully applying their knowledge and capacity in this way, they have expressed an interest to support other state-level ministries to implement GRB in the future.

⁵² GRB Internal Team Meeting Minutes, 19-20 January 2011

⁵³ The current Monitoring and Evaluation Specialist commenced her position in December 2012.

The Evaluation found that approaches used during the project (including training workshops, study tours, mentoring and the development of knowledge products) were appropriate, relevant and highly effective in supporting increased individual capacity levels. As mentioned under Evaluation Question 6, trainings organized during the project were instrumental in increasing their awareness, knowledge, understanding of the importance and value of gender mainstreaming and GRB. Civil servants and parliamentarians who participated in study tours organized by UN Women, stressed the value and impact that these had in building GRB champions and creating an understanding of how GRB was practically implemented in different countries.

In building individual capacity, **mentoring and on-the-job coaching was the most effective approach in enabling civil servants to fully understand and apply GRB through “learning by doing”**. For example, in **BiH**, where GRB experts supported the municipalities to conduct the analyses themselves, such an approach ensured greater ownership for the analysis as well as sustainability. A civil servant from a municipality where this approach was applied stated that she felt she now had enough knowledge to conduct future analyses on her own. In ministries and municipalities where gender analyses was outsourced to gender experts and CSOs, civil servants stated that they still require support and mentoring to conduct such analyses on their own. In **Albania**, as a result of trainings for civil servants, on-the-job coaching and mentoring from CSOs and gender experts, minimum capacity has now been built to conduct gender sensitive analysis of selected strategies and sectoral programs in MOLSAEO, MoAFCP and the local governments of Elbasan and Berat, but further assistance is needed to ensure the quality of future analyses.

In all three countries, institutional capacity to implement GRB is still being developed and, since changes to regulatory and institutional frameworks to enable GRB are recent, more time is needed to support civil servants, CSOs and MPs to fully apply and implement it.

Finding 17: Building institutional capacity takes longer than three years, especially in countries where the political situation and structures are complex; therefore, more support is needed to build *institutional* capacity and ensure that knowledge “trickles down”

In **FYR Macedonia**, GRB pilot ministries pointed out that they are still at the analysis phase, whereas in **Albania** and **BiH** they have now started to integrate gender needs and priorities into their programmes for 2014 but have not yet applied GRB through a full budget cycle. Civil servants who participated in the study tours consistently pointed to the fact that even in EU countries (such as Austria, Belgium and Italy), GRB took significant time to be fully implemented and integrated into the procedures and systems of each country.

The Evaluation identified various factors that have hindered the development of institutional capacities. **In some instances, the promotion of gender equality and GRB is seen as the role of GEMs to lead and address, rather than the responsibility of all government institutions.** Some stakeholders felt that GRB was still an abstract concept and that more opportunities were needed to understand it at a practical level through applying and using it in their day-to-day work. GRB is still understood by some as budget allocations for “women’s projects” or “gender envelopes” and a shift in thinking about GRB is needed in order to enable and support complete integration and institutionalization of gender into programmes, policies and budgets.

Evaluation Question 11: Do Project beneficiaries feel confident and capable to carry out gender-responsive programming and budgeting without external assistance?

In all three countries, the GEMs are now equipped with knowledge and practical understanding to carry out GRB and to support and mentor other institutions to apply and implement it. There were numerous examples highlighted to confirm this. For example, in **BiH**, the Gender Centres in both the RS and Federation were actively engaged in training and providing direct mentoring and technical assistance to line ministries to support their efforts to implement GRB. In **FYR Macedonia**, MLSP has institutional readiness and capacity to undertake GRB analysis and has already taken an active role in organizing and delivering trainings on GRB for civil servants. In **Albania**, a civil servant from MOFACP, stated that based on her academic background, the GRB training she received and her active involvement in the gender analysis of two sectoral programmes at MOFACP, she now felt capable of leading processes to apply GRB in other programmes.

A significant number of civil servants at the ministry and municipal level have increased confidence, knowledge and willingness to integrate GRB into their programmes. In **Albania**, TIPA confirmed that its efforts to institutionalize gender and GRB will continue even without UN Women since it has the necessary knowledge, resources (including the curriculum and manual on GRB) and resources (including funds for trainings, experts, materials) to sustain training on GRB for civil servants. In the Municipality of Elbasan, civil servants expressed their willingness to conduct full-fledged gender analysis of municipality budget, programmes and services, making it the first public institution to volunteer for such an exercise. In the Federation of **BiH**, the Employment Institute (which was not budget user and not therefore required to implement PBB, and consequently GRB) took the initiative to amend their regulations and policies and to provide customized training for staff at all levels to create an enabling environment for GRB implementation. As a result, gender is now being mainstreamed into the Institute's programmes, policies and system for collecting data at an institutional level. The fact that this happened outside the scope of the project is a clear demonstration of ownership and commitment to GRB

Some stakeholders stated that that while they are (in theory) able to apply and implement GRB, the quality of their efforts would benefit from further training and technical assistance from UN Women. For example, in **FYR Macedonia**, the City of Skopje now has high interest and capacity to implement GRB but has requested specific support to further capacitate their Gender Equality working group.

Finding 18: While the majority of PGRP-SEE stakeholders in all countries have increased knowledge and awareness about GRB, some civil servants still require support and assistance to integrate it into their daily work, in particular through on-the-job coaching and mentoring.

Many of the pilot ministries felt that in order to fully apply all phases of GRB, they would need support from UN Women in integrating gender into all aspects of the budget cycle, including monitoring of expenditure. In ministries and municipalities where gender analyses were "outsourced" to gender experts and CSOs, civil servants interviewed stated that they would now need further support and mentoring to enable them to now conduct it themselves. In **Albania**, staff of governmental institutions will require further technical assistance and training to assist them to implement GRB-related legal acts.

In **FYR Macedonia**, MPs require further support (in the form of training and tools) from UN Women in analyzing budgets from a gender lens. In BiH, because the Evaluation Team was unable to meet with parliamentarians, it is difficult to assess whether they are able to independently analyze budgets from a gender perspective. Since there are still ongoing interventions planned with parliamentarians in BiH and FYR Macedonia it is still early to fully assess their GRB capacities and the full extent of these will only be seen during their analysis of the 2014 programmes and budgets.

Sustainability

Evaluation rating = 3.9 (out of 5)

Evaluation Question 12: Is the project supported by national/local institutions? Do these institutions demonstrate ownership of the project results, leadership, commitment and technical capacity to maintain/implement the benefits of the project?

A clear indicator of the support PGRP-SEE received was the high levels of involvement and participation of national and local institutions in training workshops, study tours and working group meetings organized through the project. Another illustration was the agreements (MoU and LoA) between UN Women and different government institutions which formalized their willingness and interest to actively participate in the project. Project stakeholders and beneficiaries expressed strong appreciation for the project and high levels of satisfaction with assistance they received through it (see Evaluation Question 7 for more detail).

High levels of ownership, leadership and commitment were demonstrated by the GEMs in all countries. In **Albania**, the level of governmental ownership for GRB varied from institution to institution. At a central level, MOLSAEO, MoF and INSTAT have shown full ownership of project results through their leading role in proposing and driving changes to the legal and institutional frameworks in support of GRB. All three institutions have also demonstrated political will and gender equality sensitivity at leadership levels. For TIPPA, their commitment and ownership towards GRB has been demonstrated by their identification of a separate gender strategy as well as their decision to institutionalize introductory training on gender equality into its core training programme (see Box 3 below).

My involvement in GRB project activities such as study tours, trainings and consultations for the gender analysis of sectoral programmes helped me to understand that GRB is not a luxury, it is feasible and in the end it is a re-distribution of financial revenues.

Civil Servant (Albania)

Box 3: Institutionalizing Training for Civil Servants in Albania

In Albania, TIPA is the only state institution responsible for the training and education of civil servants. UN Women's co-operation with TIPA therefore provided an important opportunity to maximize the results achieved under Outcome 1. For TIPA, the opportunity for co-operation with UN Women supported implementation of their training strategy for 2011-2012 which identified the importance of training on gender equality issues as well as TIPA's decision to add "Introduction to Gender Equality Training" into its core training programme.

Through UN Women's partnership with TIPA, ten training sessions were organized for **248 civil servants (165 women and 83 men) at a central and local level**. TIPA was also provided with updated GRB training manual to include in its training curricula for civil servants.

Through the project, UN Women was not only able to support TIPA in reaching a large number of civil servants, but also in institutionalizing GRB training for all civil servants in the future. The new introductory course on gender equality, which includes a focus on gender mainstreaming and GRB, is now mandatory for all civil servants in Albania. TIPA has also allocated funds within its budget for the course and the engagement of experts so that it is no longer dependent on donor funds and is fully institutionalized within TIPA.

At a local level, the Municipality of Elbasan has also shown full ownership of results through their request and support for gender analysis of municipality services as well as their commitment towards gender participatory budgeting.

While PGRP-SEE implementation in Albania has had important success in securing strong political will and commitment from the government, this needs to be "tested" with the incoming government in September 2013 following the June 2013 elections.

In **FYR Macedonia**, MLSP demonstrated clear ownership of project results. An indicative example of this was their decision and initiative (unprompted by UN Women) to suggest amendments to the Law on Equal

We see huge improvement in ownership of the process – MLSP are the drivers of everything, not UN Women. The driver is the Ministry and they have full ownership of the process.

Project stakeholder (FYR Macedonia)

Opportunity between Women and Men which enabled the systematic inclusion of GRB. Another example was the lead role they took in persuading the two other ministries to be

The adoption of the National Strategy for GRB is the first sign that the government is recognizing GRB issues and has set the ground for initial and important steps towards systematic GRB implementation.

Member of GRB Task Group

part of the pilot mentoring process for development of the methodology. MLSP also took on a leadership role through its chairing and organization of meetings for the task-group developing the GRB strategy and the sub-group on GRB. While the development of the National GRB Strategy

and the involvement of the different governmental institutions in developing the Strategy was an important indicator of governmental ownership and commitment towards GRB, the extent of this commitment varied significantly. The pilot ministries have shown commitment to implement GRB through their willingness to conduct gender analysis and to identify

programmes they will engender in 2014. The City of Skopje has been the first and only local government to develop its own GE Strategy⁵⁴ which includes some GRB responsibilities.

Finding 20: While initial steps have been taken by the FYR Macedonia ministry of finance (including modifications to the budget circular), more influence is needed to secure support for further regulatory reforms to enable full implementation of GRB within budgetary and strategic planning processes.

For the General Secretariat, an example of their low commitment towards implementing the National GRB Strategy has been their unwillingness to integrate gender into their strategic planning processes (without a change to the Budget Law). For parliament, the identification of GRB as one of the key priorities of the Club of Women MPs and the willingness of the Parliamentary Commission on Equal Opportunities for Women and Men to hold a separate hearing on the issue of GRB exemplified their high commitment towards GRB.

There are clear examples of strong government ownership and leadership over project results in **BiH**. The state level Gender Agency and entity Gender Centres have strong capacity and willingness to lead and drive GRB and will play a vital role in sustaining project results. In the FBiH, the Gender Centre was officially given the role and responsibility to establish a working group to prepare the GRB Action Plan. The Gender Centre played a lead role in supporting implementation of the Action Plan and in engaging pilot ministries and government institutions, especially the Ministry of Finance, to introduce GRB in their instructions for the all budget users. In the RS, the Gender Centre has played a lead role in generating political support for GRB across the government. In the selected pilot municipalities, strong commitment of the local authorities was ensured through the establishment of multi-sectoral GRB working groups and the development of action plans to support the introduction of GRB into the budget cycle. High quality knowledge products to support the introduction of GRB at a local level have also been developed in order to further sustain project results.

Evaluation Question 13: In how far were the project results institutionalized? What measures have been put in place to ensure sustainability of Project results? What are the key challenges to sustainability? What is the likelihood that the benefits of the project will be maintained for a reasonably long period of time following the end of the project?

In all countries, important regulatory measures and frameworks (including laws, strategies, action plans, changes to budget circulars and introduction of budget instructions) have been introduced that will increase the institutionalization and sustainability of project results. These include:

- **The amendment of laws and inclusion of GRB requirements in the budget call circulars and framework papers has made GRB obligatory** for all line ministries in Albania and identified pilot ministries in BiH and FYR Macedonia.
- **Specific strategies and action plans on GRB now exist which provide clear actions on what needs to be done by different government institutions to**

⁵⁴ Gender Equality Strategy of the City of Skopje, Skopje Gender Equal City, September 2011. (http://www.skopje.gov.mk/images/Image/Makedoncka_e_verzija%281%29.pdf)

ensure GRB implementation (at a national level in FYR Macedonia, in the Federation of BiH and at a local level in some municipalities). The national GRB strategy in **FYR Macedonia**, for example, institutionalizes GRB implementation through the establishment of a sub-group within the National Coordinative Body foreseen with the Law on Equal Opportunities and the requirement for official monitoring and reporting on the status of GRB implementation.⁵⁵

- **Important resources have being developed which will further support institutionalization of GRB** including step-by-step guidelines and manuals to support pilot ministries to implement GRB.

There are several challenges to the sustainability of project results that have been identified by project staff, partners and stakeholders.

- **Although gender requirements are now part of regulatory frameworks in BiH and FYR Macedonia (through the budget call circulars and framework papers) GRB is not yet fully integrated into systems and processes.** For example, in **BiH**, the absence of gender in the new Budget Management Information System (BMIS) means that budget users are not required or given a specific framework for integrating gender into their programmes. Without a clear template for including gender, many stakeholders fear that most budget users would simply not include it since there is no specific space in the template where they need to include or reference gender. Many stakeholders felt that the inclusion of GRB in the new BMIS was critical to ensure continued implementation and institutionalization of GRB and that unless it is included, sustainability of GRB could be challenged.
- **In FYR Macedonia, further changes to systems and processes are needed to sustain GRB which is not integrated into the strategic planning processes, the budget law and or the budget template.** While such changes would help to institutionalize and sustain GRB implementation by all line ministries, making these changes will require increased political will and commitment of the Ministry of Finance and General Secretariat to change. In order to fully institutionalize GRB, there is a pressing need for increased buy-in and leadership of these two institutions.
- **GRB is still being led by the GEMs in BiH and FYR Macedonia instead of the ministries of finance.** Since the ministries of finance are responsible for the overall budget process, they should also be responsible for monitoring and supporting line ministries in integrating gender into these processes (in line with the budget circulars), rather than the GEMs. The case of Albania is an important model in this regard whereby civil servants from the Ministry of Finance are now directly working with line ministries to lead the integration of gender into programmes and budgets.
- **In Albania, GRB capacity retention, particularly of supportive senior level officials at a central level is also seen a major challenge in light of potential staff turnover with the incoming government in September 2013.** Interviewed civil servants stated that they often feel isolated in their efforts to promote and implement GRB (which is still not fully regarded by all ministries as a priority, particularly in times of crisis), and that they do not feel competent or independent enough to work without external technical assistance from UN Women.

⁵⁵ Strategy for Introducing Gender Responsive Budgeting in the Republic of Macedonia (2012-2017), Ministry of Labour and Social Policy, p. 40.

- **Allocation of sufficient funds to support and sustain GRB implementation still needs to be ensured.** Line ministries and municipalities need to allocate specific funds in their 2014 budgets for gender analysis so that their ability to conduct them is not dependent on funds from UN Women. Funds are also needed to support implementation of GRB strategies (in FYR Macedonia and the Federation of BiH) as well as the activities and meetings of the working groups responsible for the strategies so that that dependency on UN Women is again reduced. As the lead actors responsible for the strategies and for chairing the working groups, in order to ensure sustainability of the strategy, the GEMs should be encouraged to request allocation of funds within their 2014 budgets.

While important mechanisms and frameworks are in place to support and institutionalize GRB implementation, full sustainability will require continued technical and financial support from UN Women. See Evaluation Question 23 for a detailed overview of future areas of support required by UN Women.

UN Women needs to close the circle now and support an additional two years of project implementation in order to fully ensure sustainability.

Project partner

Impact (road to)

Evaluation rating = 3.5 (out of 5)

Evaluation Question 14: What are the intended, positive and negative, long term effects of the Project?

The intended impact of the project is effective implementation of commitments to women's empowerment and gender equality in the sectors of employment and labour, social protection, social assistance and rural development through policies, programmes and budgets in SEE. While regulatory and institutional frameworks are now in place to support GRB and there is already evidence of gender needs being integrated into government programmes, policies and budgets of these sectors, it will take further time and data collection, to see the full impact of the project.

Although it is difficult to change women's lives in a three year project, important achievements have been made which, overtime, are expected to improve the situation of women in the region. For example, as a result of amendments to the Economic Aid Law in **Albania** (which was supported through analysis of Law conducted during the previous phase of the project) discriminatory barriers to women's access to social benefits have been removed. While it will take time to collect data and evidence to show and measure changes in the number of women who are now able to access social assistance benefits, this change will undoubtedly improve the situation of women in Albania.

In **BiH**, through efforts to capacitate rural women to participate in budget processes, an increased number of women are now empowered (at an individual level and through the networks of rural women's associations) to lobby for changes in policies, programmes and budget allocations.

Before this project, I was a regular grandmother and no one respected me and now I am employed, earning money and a leader of other rural women in my village and everyone in my family approaches me for money.

Rural woman beneficiary

Through increased opportunities (provided through the project) to enable direct participation of rural in budget processes, they will be well-placed to ensure that their needs and priorities are articulated and addressed in the future.

In **FYR Macedonia**, the analyses of the ALMM that was supported during the first phase of the project and followed up during the current phase, has resulted in the inclusion of women (aged 29-49 years) as a target group in each of the measures enabling increased opportunities for employment for women in these age groups.

Evaluation Question 15: What would the development have been like without the Project intervention?

Project partners and stakeholders were consistently asked during interviews whether the GRB results achieved in their country would have been possible without the support of UN Women. The majority of interviewees felt strongly that without UN Women's assistance and support, efforts to advance GRB would not have been

Knowledge from UN Women is of crucial importance; without this project and its activities it would not be possible to talk about GRB in Bosnia and Herzegovina
Project beneficiary (BiH)

If it had not been for the project, I would not know anything about GRB.

Project beneficiary (FYR Macedonia)

possible. A more limited number of stakeholders felt that while some GRB progress would have been possible, it would have taken a much longer period of time to achieve results. A significant number of stakeholders also stated

that breadth and depth of GRB progress would have been limited without UN Project interventions, in particular, the institutional frameworks that were created in all countries including strategies, action plans and legislative amendments to support GRB as well as changes in the budget call circulars and framework papers would not have been possible to the same extent.

Project Design and Management

Evaluation rating = 3.7 (out of 5)

Evaluation Question 16: Is the project design articulated in a coherent way? Is the definition of goal, outcomes, and outputs clearly articulated? To what extent were the originally defined objectives of the intervention realistic (achievable)? Was the project planned adequately?

Overall, the Evaluation Team found that PGRP-SEE was designed in an articulate manner with the identified project strategies, target groups and interventions clearly aligned with the regional and country contexts. The Project Document achieved a good balanced in highlighting regional and country-specific dimensions of the project. While the project was well-justified as a follow-up to the previous GRB project for 2006-2009 and, based on UN Women's global mandate, the Evaluation Team felt that, in applying a human rights-based approach, more examples should have been included about how the project was informed by and supported implementation of recommendations of international human rights treaty

bodies and mechanisms (for example specific CEDAW and UPR concluding comments and recommendations). Also in line with a HRBA, more detail should have been included in the Project Document about the capacity of rights-holders to claim their rights and duty-bearers to fulfill their obligations, together with an explanation about how project strategies will support their capacities. It would have also been useful to identify and define each group within the Project Document.

Finding 24: A weakness in the design of PGRP-SEE was the formulation of outcomes which were not fully clear and realistic in describing the changes expected through the project.

For example in Outcome 1 (Increased capacity of civil servants and government institutions to integrate gender perspective in their policies, planning, programming, budgeting and monitoring for results), while the target group and areas where increased capacity is expected are both well-defined, the outcome would have benefited from a broader formulation and the specific areas for gender integration (i.e. policies, programmes, budgets and monitoring for results) would have been better included as country-specific targets since it was not realistic in all countries to expect changes in all areas. The Evaluation also found the text “monitoring for results” unclear and was unsure whether this referred to gender-sensitive performance indicators or monitoring of budget expenditure. Some of the project staff felt some of the country-specific results they achieved could not be fully recognized or captured within the scope of the outcome (for example, some countries spent the first two years supporting the development of laws and regulatory frameworks to enable GRB and, as a result, it was not possible in some countries to achieve integration of GRB in terms of ministry/municipal programmes and budgets. Additionally, it is important to note that while the outcome focused on increased capacity at an individual level (of civil servants) it was not fully aligned with the project strategy to increase individual and institutional capacity. A final point is that in order to measure whether or not capacity increased, formal capacity assessments should be conducted to measure this change. In the absence of a baseline for capacity levels during the design phase of the project, this outcome was not realistic in terms of measuring change. The Evaluation Team suggests that two outcomes could have been developed to better capture the results achieved under this outcome: 1) GRB is positioned in national and local level frameworks; 2) adequate capacity, knowledge and tools are built at national and local levels to implement GRB.

For Outcome 2 (Improved accountability mechanisms through the participation of MPs and CSOs to monitor governmental commitment women’s rights and gender equality), this outcome lacks precision and clarity in that it is not clear if the expected change is improved accountability mechanisms or participation of MPs to monitor commitments. It is also unclear what is meant by “accountability mechanism” and whether these existed prior to the project intervention since the outcome relates to “improved’ accountability mechanisms. When project staff were asked about this outcome, the majority stated that this outcome was unclear as well as their understanding of accountability mechanisms. A better formulation of this outcome could have been: Increased ability of CSOs and MPs to advocate for gender-responsive government programmes and budgets.

It is important to note that each country team developed their own specific outcomes to better capture their results which they have been using to monitor and result on country-level project results.

Evaluation Question 17: Did the Project apply a results-based approach to actively involve relevant duty-bearers and rights holders to participate in all phases of project design, implementation and monitoring?

Interviews with project partners and stakeholders, confirmed that governmental and civil society partners have been consulted throughout all phases of project design and implementation. Efforts were made to engage stakeholders during the project design phase through the organization of consultation meetings in all four countries⁵⁶ and feedback from these meetings was reflected in the final Project document.⁵⁷ Through the inclusion of governmental and civil society partners, the participation of both rights-bearers and duty-bearers was ensured.

The inclusion of governmental institutions and civil society project partners in the PAB was an important and strategic decision which enabled them to be involved in all phases of the project. This was however limited by the fact that only one meeting of the PAB has taken place so far. Had more meetings occurred, project stakeholders would have been more actively involved in the implementation and monitoring phases of the project.

Evaluation Question 18: To what extent were results/performance monitoring frameworks and systems for the Project effective? Was adequate baseline information collected in order to assess and measure change?

While it is evident that monitoring information was available and properly used by project management and staff, it was not however fully utilized in the framework of performance management and measurement.

Under the Project Document it was stipulated that “a PMF will be developed in a participatory manner based on the implementation plans and in close collaboration with the SRO Programme Specialist/Monitoring Specialist within the first three months of the project implementation”⁵⁸. As noted under Evaluation Question 9, due to the delayed recruitment of the Project Manager and the arrangement that the Programme Specialist would assume this role (in addition to her other responsibilities), the PMF was developed almost one year after the start of the project. In order to support the project team to develop a PMF, an international consultant was engaged between September and December 2011 in order to develop a project PMF with a clear set of indicators (qualitative and quantitative), baseline and targets for each indicator, data sources and assumptions/risks.⁵⁹ Instead of a consolidated PMF, the final result of the consultant’s work was the development of country-

⁵⁶ The first phase of the project in 2006-2009 was also implemented in Serbia.

⁵⁷ UN Women Management Response to Final Evaluation Report: Gender Responsive Budgeting in South Eastern Europe (2006-2009), <http://gate.unwomen.org/unifem/evaluationadmin/managerresponse/view.html?evaluationid=4568>

⁵⁸ Project Document, p. 8.

⁵⁹ Terms of Reference for Consultant: Project Monitoring Framework for the Project “Promoting Gender Responsive Policies in South East Europe”, p. 2.

level results frameworks for the three participating countries and an overall regional results framework containing amended results and indicators for the project.

Having four separate results frameworks created confusion, especially as the annual work plans and reporting frameworks were on country-specific outcomes, rather than the project outcomes. Since an overall project PMF consolidating expected results, indicators, baselines, targets and data sources in one framework was never developed, it has been difficult for project management to effectively measure progress and changes achieved through the project.

Rather than developing country-specific results, the Evaluation Team believes that it would have been more effective to set country-specific targets (within a project-level PMF) in order to further customize and clarify the results expected for each country. In terms of the indicators developed, while the consultant was tasked to develop quantitative and qualitative indicators, the vast majority of indicators included in the revised results table were quantitative (i.e. measuring “number of”) and that there were no process indicators.

For example, data related to number of sector programmes that introduce modifications to respond to women's priorities was not available to the Evaluation Team and had to be collected in some instances through interviews with the government stakeholders.

Finding 25: The ability of the project management and staff to measure changes and results achieved was limited by a lack of baseline data, in particular capacity assessments which would have provided an important data source to measure changes in capacity levels of civil servants.

While efforts were made through the engagement of the M&E consultant to collect baseline data, the data collected was limited and in some cases incomplete. For example, data on the different needs and uses of its knowledge products by different stakeholder groups and baseline data from the first phase of project implementation (i.e. related to number and quality of gender analyses and research conducted or gender-responsive programme, policy and/or budgetary allocations) had also not been systematically collected and included within the project PMF. Had a complete PMF been developed for the project early on, the project would have been better placed to develop results-based reports that reflect the important changes achieved through the project.

Evaluation Question 19: To what extent have the existing management structures supported the programming and implementation, including monitoring? What role did the Project Advisory Group play?

In terms of external perceptions of stakeholders related to the management of the project, overall it was assessed highly. There is strong satisfaction with UN Women's ability to establish a credible and reliable partnership with the government and project stakeholders (including duty-bearers and rights-holders) all felt fully engaged and consulted by UN Women in all phases of project design and implementation. UN Women's responsiveness and flexibility in responding to evolving needs and priorities was also regarded as a great strength by a significant number of stakeholders

Regarding internal perceptions within the project team, there is strong appreciation for the highly supportive and participatory approach of the Project Manager. Interviews with project staff confirmed that they felt fully informed and involvement in decision-making processes related to the project and that their input and feedback was welcomed and valued by the Project Manager.

A supportive and hand-on management approach was taken by the Project Manager through weekly Skype calls with National Coordinators. Project team meetings were also convened regularly where results, good practices and challenges from each country were shared and discussed.⁶⁰ Project staff stated that information exchanges at these meetings helped to inform project activities and approaches in their respective countries.

The Project Manager was also able to find creative solutions to address knowledge needs of project staff (in light of limited resources) through their inclusion in planned project trainings. For example, for National Coordinators who wanted more knowledge about gender statistics, they were supported to participate in the BiH training on this topic and for others interested in increasing their GRB knowledge, they were able to participate in the Training-of-Trainers workshop for the GRB experts.

In terms of the PAB, members of the Board whom the Evaluation Team was able to interview, all agreed on the value and benefit of the PAB. **A particular strength of the PAB was its participatory approach and its inclusion of key project stakeholders (including duty-bearers and rights-holders) from the different countries.** Civil servants found value in the opportunity to hear about progress, achievements and lessons learned in the other countries.

While the PAB Terms of Reference envisaged it as the main policy and quality assurance body for the project and identified its role as providing adequate strategic and policy guidance to support the achievement of project results⁶¹, some PAB members stated that their expected role and contribution within the PAB should have been further clarified.

Since the start of the project, only one meeting was held which, in the view of the Evaluation Team, has hampered its ability to provide sufficient strategic and policy guidance as well as quality assurance. **The majority of PAB members agreed that it would have been useful to have meetings more often** (according to project management the number of meetings was limited due to budgetary constraints).

Evaluation Question 20: How were lessons learned identified in previous UN Women evaluations utilized to inform this project and its management structures?

Important efforts were undertaken to apply lessons learned from the first phase of the project. An illustration of this was the focus of the follow-on project on engaging key budget actors as a target group for project interventions which was one of the lessons learned during the past project as well as one of the key recommendations in the final evaluation

⁶⁰ GRB Internal Team Meeting Minutes, 19-20 January 2012

⁶¹ Project Advisory Board Terms of Reference

report of the 2006-2009 project.⁶² In the Project Document for the follow-on project, project strategies aimed to involve key budget actors and throughout project implementation, ministries of finance and planning bodies (such as the General Secretariat in FYR Macedonia) actively participated in study tours and trainings.

Another lesson learned which has been fully applied is need for increased participation of stakeholders in the planning, design, implementation and evaluation of the project. This has been achieved in the second phase of the project through the organization of country-level consultation meetings with stakeholders during the project design phase and the establishment of the PAB (see response to Evaluation Question 18).

The final evaluation report of the 2006-2009 GRB project also recommended to set financial contributions of partners (including commitment to take over the financing of certain project activities) in order to increase sustainability of project results. While it was not possible to implement this recommendation for the current project, in the case the project continues for another phase, it will be important (particularly in line with GRB principles) to ensure that key project beneficiaries (in particular the GEMs and pilot ministries) allocate funds to takeover specific activities (i.e. in FYR Macedonia, MLSP should allocate funds to support the GRB Task Force and line ministry trainings and GRB pilot ministries in all countries should request allocation of funds for future gender analyses so that the dependency on UN Women for these is reduced).

Related to project management, the Evaluation found that some of the recommendations from the past evaluation related to project management and performance measurement (recommendations 7, 11 and 12) were not fully applied during implementation of the current project. As mentioned in Evaluation Question 18, project management tools (in particular a PMF) were not fully developed or used during project implementation and despite ongoing requests of project staff for training on RBM and M&E, the past evaluation recommendation for such training has yet to be realized. Systems for better tracking and systemization of results were also not developed during the early stages of the project and while work plans of staff did require tracking and reporting results, there was a lack of baseline data and systematic collection of data.

Cross-Cutting Theme: Partnerships and Co-ordination

Evaluation rating = 4.5 (out of 5)

Evaluation Question 21: Partnerships and Co-ordination - How were relevant regional and national actors and stakeholders included in UN Women programming and implementation

Overall, UN Women's partnership and coordination with national actors and stakeholders is rated highly. PGRP-SEE partners and stakeholders were fully involved and consulted during all phases of project implementation. In cases where co-operation with UN Women was formalized through MoUs and

We had a lot of co-operation with different donors, but our co-operation with UN Women was an excellent example of co-operation.

Project Implementing Partner

⁶² UN Women Management Response to Final Evaluation Report: Gender Responsive Budgeting in South Eastern Europe (2006-2009), <http://gate.unwomen.org/unifem/evaluationadmin/manageresponse/view.html?evaluationid=4568>

LoAs, such institutional agreements were regarded as important in clarifying UN Women's involvement and support and in equipping governmental partners with the necessary resources and support to achieve their priorities.

Finding 26: An important strength of the project was its ability to simultaneously engage all the necessary actors required to support GRB implementation.

In line with the logical framework and theory of change, the PGRP-SEE succeeded in engaging a broad range of GRB stakeholders and was effective in facilitating and strengthening co-operation and synergies between the different actors responsible for GRB implementation. Study tours, trainings and working supported through the project were an effective means of increasing co-operation and co-ordination among key actors responsible for GRB implementation. These activities were critical in supporting them to develop closer ties and co-operation with the ministries of finance and to secure their engagement and participation in the process of GRB implementation. In **BiH**, inter-governmental co-operation was further supported through the Working Group on GRB and in **Albania**, inter-governmental co-operation was increased between MOLSAEO, MOF and INSTAT through their engagement in the development of an institutional framework and relevant procedures for GRB implementation.

In **FYR Macedonia**, participation and inclusion of a broad range of governmental, civil society and parliamentary actors was facilitated through the development of national GRB strategy which was directly supported through the project. In the City of Skopje through the establishment of the inter-sectoral group assigned to work on gender equality and GRB within the City, communication and collaboration between the sectors has significantly improved. Efforts to inform and engage parliament and CSOs in the development of the strategy have also resulted in increased linkages. Of the three countries, UN Women's work in **BiH** engaged the broadest group of actors including governmental officials (at the state, entity and local levels), civil society, parliament, gender experts and academia.

The Project also supported increased co-operation and partnerships between governmental officials (at a central and local level) and GRB experts. This was achieved in all three countries through the engagement of experts and CSOs in conducting gender analyses for line ministries and municipalities as well as providing mentoring (see Question 6 for more detail). Through this involvement, **budget actors became more gender sensitive and the gender experts became more budget literate.**

Before the project, we had good gender experts and finance people but the gender people did not understand budget and vice versa – now gender people are talking about budget and budget people are talking about gender. Now, within the government, I can say that we have a forum of gender experts

Governmental stakeholder

Important cooperation with International Organizations and donors was also established during project implementation. In **BiH**, UN Women was able to develop effective and strategic partnerships with several key international organizations which helped it to achieve maximum results despite the limited timeframe and resources of the project. For example, as mentioned previously, the National Coordinator established important synergies and strategic partnerships with organizations (USAID, GIZ and OSCE) implementing initiatives related to GRB in order to avoid duplication and maximize resources.

In **Albania**, under the framework of UN “Delivering as One”, project staff closely co-operated with UNDP, UNFPA and UNICEF in providing support to the government to develop relevant gender sensitive sectoral policies and programs. PGRP-SEE staff in Albania also closely cooperated with the Equity in Governance (EiG) Project funded by ADA where basic gender training delivery by EiG in Elbasan and Berat municipalities was followed up with GRB activities under the project. UN Women and the EiG project also jointly published the “Gender Equality and Local Governance”, which is a collection of methods, experiences, strategies and cases on what local government units can do in concrete terms to translate international commitments and national policy on gender equality to the local level.

Through the Project, **partnerships with other UN agencies were also further deepened**. In **Albania** co-operation was strengthened between UNDP and UNFPA through the sharing resources, expertise and methodology for gender mainstreaming and GRB into their projects and budgets. UN Women also supported UNDP to carry out a study on costing financial services for Violence against Women and partnered with UNFPA and UNICEF to support INSTAT in identifying sex disaggregated data and gender indicators in the health and education sectors. In order to further strengthen this co-operation, UN agencies recommended a more active role of UN Women in supporting UN agencies to integrate gender mainstreaming and GRB into their work and to ensure a cohesive approach not only among UN, but also other donors operating in Albania. In **FYR Macedonia**, UNDP supported implementation of the National Strategy on Employment and the resulting National Action Plan for Employment (2011-2013) which includes, as one of its objectives, increased employment of women. In providing this support, UNDP cooperated with UN Women in ensuring that the strategy reflected results of the analysis of the active labor market measures undertaken during the previous phase of the project.

At a regional level, important opportunities for increased co-operation and linkages between government officials, GRB experts, CSOs and rural women from all three countries were also provided through PGRP-SEE. At an expert level, effective linkages and cooperation have been supported through meetings, workshops and tools developed through PGRP-SEE. A training-of-trainers workshop on GRB was provided in order to further expose the experts to GRB tools and practices. An Interactive Educational Forum was also developed (with lesser results due primarily to connectivity problems which limited its effectiveness and use). GRB experts were also given access to UN Women’s GRB resources which was regarded as highly useful by experts interviewed. The use of a GRB expert from BiH in FYR Macedonia also contributed to the further exchange of experience and transfer of knowledge at a regional level. An important opportunity for networking among rural women in BiH and other countries in the region was also facilitated through the project which enabled them to exchange experience and good practice in various areas and work towards the establishment of a regional network for rural women. Exchange of experience and good practice at a regional level was also facilitated through the PAB which consists of governmental actors, CSOs and gender experts from each of the three countries. In interviews with PAB members, they highlighted the value of this body in providing an opportunity for government officials to hear about the challenges and successes of GRB implementation in the other countries.

Cross-Cutting Themes – Visibility

Evaluation rating = 3.8 (out of 5)

Evaluation Question 22: Visibility - Did the project implement UN Women and ADA visibility guidelines? Were project partners and beneficiaries aware of these?

In all countries, UN Women Project management and staff undertook efforts to ensure visibility of UN Women and ADA visibility in related knowledge products, resource materials and informational and advocacy documentation. This included reviewing all drafts of final documents prior to printing to ensure that donor acknowledgement was adequate and in some cases also briefing partners about required visibility measures. During interviews with some of the Project's implementing partners, they were able to confirm that they received specific guidance from UN Women in this regard and were required to vet publications and meeting documents through UN Women for review and final approval.

It is important to note however that while UN Women remained conscious about the importance of visibility, this had to be balanced with the need to foster national ownership. In this regard, the absence of donor acknowledgement on some publications was in some instances a positive indicator of such ownership. The Evaluation considers that invisibility of UN Women in some instances and the attribution of Project results to government agencies as a positive development as it further reinforced government ownership. An example of this was the report of the RS Gender Centre in **BiH** where there is limited reference to UN Women which demonstrates their ownership and leadership over the process. It was also evident in many instances, that some of the indirect beneficiaries in each of the countries (such as line ministries) were less aware of the project and UN Women's role due to the fact that GRB activities they were involved with were led and coordinated by the Gender Equality Mechanisms. The Evaluation also considers this an important illustration of government ownership and leadership.

Visibility of UN Women's country-specific work on GRB was limited to some extent by the lack of country-specific web pages and social media tools to promote UN Women's mission and projects, including information on GRB activities, knowledge products, resource materials and results.

Forward-Looking Insights

Evaluation Question 23: Should GRB programming continue in the future? Were the approaches and strategies used by UN Women effective, relevant and potentially sustainable? Which other approaches/beneficiaries etc. should be considered?

Finding 27: The Evaluation Team strongly believes that continuation of UN Women GRB programming in Albania, BiH and FYR Macedonia will enable consolidation of project results from the first and second phase and ensure long-term sustainability of all phases of GRB implementation.

While the first phase of the project was focused on building awareness and basic knowledge about GRB, the second phase has used a targeted approach and strategies to reach they key actors required for effective GRB implementation including budgetary actors, line

ministries and other relevant government institutions, parliamentarians and civil society. While there have been important examples of institutionalization of GRB and integration of gender into strategies, laws, policies and in some cases budget, all stakeholders agreed that further support from UN Women is needed to ensure that it is fully sustained.

As already described in previous Evaluation Questions, project stakeholders and beneficiaries felt that both the strategies were effective, relevant and potentially sustainable since they focused on: a) strengthening institutional capacity to enable GRB (through changes to laws, regulatory frameworks and the development of strategies and budget call circulars); b) building individual capacities in order to secure drivers and champions of GRB and to equip civil servants (in particular the GRB pilot ministries) to apply and implement GRB; and c) supporting evidence-based advocacy by equipping CSOs and parliamentarians with solid gender analyses (for a number of sectors and municipalities), increased GRB knowledge and access to national/regional experts and resources. For reasons already mentioned (See Evaluation Question 6), stakeholders were in agreement that the project approaches (which included training, study tours, mentoring, regional exchanges and development of knowledge projects) were the right ones as they supporting the development of institutional and institutional-level capacities, ensured government ownership and contributed towards sustainability of project intentions.

Related to future programming, the Evaluation recommends that:

- 1) **A regional approach to programming should be continued** as it provides an important opportunity for synergies, optimization of resources and the exchange of knowledge products, lessons learned and good practices. It recommended that **future programming include a greater number of opportunities for exchange of regional experience in GRB implementation** including: a) the organization of study tours at the regional level (with ministries of finance for example), b) a regional workshop for parliamentarians (including MPs from other countries who have been successful with GRB advocacy); c) further workshops with CSOs from the region to share their experiences related to GRB advocacy; d) advanced training workshops for the GRB experts on identified topics of common interest (for example training on conducting gender analysis). The creation of a pool of GRB experts provides a valuable resource for the three countries and the region. **The engagement of national experts should be further supported through future programming** including the involvement of national experts in other countries within the region
- 2) **A greater focus be placed on capacity building at the institutional level** in order to: a) further support the integration of gender into systems and processes (including strategic planning processes, budget templates/software and budget instructions); b) ensure institutional responsibility and capacity of the ministries of finance in leading and supporting GRB throughout the budget process; c) build a pool of experts and trainers within government institutions and municipalities to support and advise on GRB implementation.
- 3) **Future capacity development interventions should focus on mentoring and supporting a “learning-by-doing” approach** so that government institutions and local governments are supported in their efforts to conduct gender analysis and integrate gender priorities and needs into their programmes and budgets. Capacity

development assistance should rely on existing tools and resources that have been developed through the project rather than creating new knowledge projects. In providing technical assistance to civil servants and parliamentarians, UN Women should support the use of national and regional GRB experts.

- 4) In terms of beneficiaries for future programming, it is recommended to target: a) **ministries of finance and planning bodies**; b) **the current GRB pilot ministries** (which will serve as an example for other ministries) plus two or three new ministries (depending on the length of programming); c) **a larger number of municipalities**; d) **Parliamentarians** (in particular from the Gender Equality and Budget and Finance Commissions); e) CSOs (to further strengthen their GRB advocacy efforts) **rural women** and rural women's associations (in order to support their participation in budget processes and in articulating their needs and priorities); f) **academia** (in particular professors of gender studies and economics).
- 5) Study tours implemented through the project were assessed to be highly valuable because they showcased how GRB works in practice and resulted in improved cooperation between study tour participants and increased willingness of key budgetary actors to implement GRB. **In future programming, further study tours should be considered, particularly for FYR Macedonia, and efforts should be made to secure the participation of high level officials from the Ministry of Finance and the General Secretariat.** Given the cost-implications of study tours, one suggestion could be to organize a study tour to Albania where success has been achieved in terms of securing leadership and full involvement of the Ministry of Finance in supporting GRB implementation.
- 6) **GRB should be further integrated into other areas of UN Women's work in the region (in particular women's economic empowerment and women, peace and security).** For example, in **FYR Macedonia**, women's economic empowerment, is supported under the country specific Goal 1.4 of UN Women CSEE Strategic Plan which aims to strengthen the capacities and voice of gender advocates and CSOs to promote GE and advocate for implementation of GE commitments. Through UN Women's project "Strengthening the capacities of local governance and local activism toward an effective gender equity policies Macedonia", local women in three municipalities will be further capacitated to articulate their needs and priorities and participate in budget process. The establishment of synergies between UN Women's work on GRB (in capacitating local government to analyze and integrate gender needs and priorities) and its work related to the economic empowerment of women (capacitating women to define their needs and participate in budgetary processes), would therefore directly support the achievement of important results in both areas. Related to UN Women's work on women, peace and security and in supporting implementation of UN Security Council Resolution 1325 there are opportunities for further synergies with GRB programming. For example, in **FYR Macedonia**, support should now be provided to follow-up of past gender analysis that was conducted for Ministry of Defense. In **BiH**, the entry points of the new Action Plan on Security Council Resolution 1325, combined with the capacity and institutional readiness of the State Ministry of Defense and other ministries in the security sector to support gender equality, provide opportunities to integrate GRB.

In order to conduct a final determination and assessment of future needs, it will be important to first fully analyze the GRB-related sectoral changes in order to see where capacity limitations still exist. This is particularly relevant since the results of changes in 2014 programmes and budgets were unknown at the time of this evaluation. Post-project implementation capacity assessments should also be conducted to further inform future GRB programming.

Evaluation Question 24: What did the stakeholders and beneficiaries consider as the most necessary approaches/areas of future GRB interventions in their respective countries? At the regional level?

As mentioned under Evaluation Question 6, **overwhelmingly, PGRP-SEE partners and stakeholders highlighted the value and positive influence that the study tours had in building GRB advocates within the government and generating the necessary political will and knowledge to drive GRB implementation forward in each country.** Stakeholders found it highly beneficial and useful to see how GRB has been implementing in other countries and to hear directly from other government counter-parts about the approaches and steps taken.

Participants of the trainings consistently stated that the **trainings helped them to understand the different steps of GRB and how it can be applied throughout the budget cycle.** The Evaluation identified several factors that contributed to the success of the trainings. The first factor was the inclusion of high level GRB experts as trainers, in particular those with practical knowledge and experience of how to implement GRB. UN Women's strategic approach in including key actors responsible for GRB implementation, in particular budget actors, in the study tours and trainings also helped to create an important enabling environment for GRB. UN Women's decision to engage the same actors consistently created important momentum as well as increased co-operation among the different actors.

Regarding future trainings, a training-of-trainers approach is recommended whereby a select number of civil servants within each of the line ministries and government institutions would be further capacitated to transfer GRB knowledge and provide specific and customized training and mentoring. Many stakeholders felt that such an approach would help to ensure future sustainability for GRB implementation.

Project partners and stakeholders also consistently stressed the importance of a "learning-by-doing" approach which was applied through mentoring by technical GRB experts. When asked about what types of future approaches and capacity development support they required, stakeholders all stated that on-the-job mentoring was the most necessary in order to further capacitate them to fully integrate gender priorities into all phases of the budget cycle.

The knowledge products (including gender analyses, handbooks, guides and methodologies) developed through the Project were also seen as highly useful and beneficial by partners and stakeholders. According to the online survey, the majority of respondents (97%) either strongly agreed (41%) or agreed (56%) that, as a result of the project, useful tools on GRB have been developed. Many stakeholders felt that future efforts

should now be placed on supporting governmental, parliamentary and civil society actors to use these resources rather than developing new ones. Civil society stakeholders in **FYR Macedonia** acknowledged the importance of the toolkit to support their future advocacy efforts and suggested that this be shared with other CSOs in the region. Regarding the development of the questions cards for MPs, one parliamentarian suggested that in the future, it will be important for UN Women to engage them more actively in the design and development of such tools in order to ensure that they will address their needs and be used. One recommendation of future support was to produce a specific tool for parliament to support them in analyzing the proposed programmatic and budget changes of the GRB pilot ministries from a gender perspective.

At a regional level, governmental and civil society partners noted the value and usefulness of opportunities that UN Women provided for regional trainings and exchange of information. Given the similarities of countries in the regions, participants of regional events found these exchanges and events highly relevant and in some instances, they contributed to increased regional co-operation. This was the case for rural women's associations, who are now in the process of setting up a regional network and also collaborating to develop joint projects. While GRB experts involved in the regional pool of experts felt that the various meetings and workshops organized by UN Women provided an important forum for exchanging experiences in supporting and implementing GRB, the majority interviewed (by the Evaluation Team and Interactive Forum Consultant) felt that the SEE Interactive Forum that was created was a less useful tool, due primarily to internet connectivity problems encountered by many of the experts.⁶³

⁶³ Final Assignment Report, UN Women SEE Interactive Forum, South Eastern Europe, prepared by Verena Lahousen (Consultant/Trainer), 15 June 2013

Good Practices and Lessons Learned

Good Practices

1. **The process used to develop the *Strategy for Introduction of Gender Responsive Budgeting in the Republic of Macedonia (2012-2017)* which was highly participatory and supported inclusion and ownership.** Throughout the process of developing the strategy, all relevant stakeholders (including governmental and non-governmental) were involved and consulted. A wide range of government actors were engaged through the GRB task group and actively participated in project activities (including trainings and the study tours) to increase their knowledge and understanding of GRB. The views and input of CSO and Parliament were also sought while developing the Strategy and training was provided to CSOs to support their ability to monitor implementation of the Strategy. Ownership and sustainability of the Strategy was ensuring through the role of MLSP in leading the work of the GRB task group and through the adoption of the Strategy by Parliament. As a good practice, the strategy was also praised by Committee on the Elimination of Discrimination against Women following the presentation of the Macedonian delegation in Geneva in February 2013.⁶⁴
2. **The strategic partnership that UN Women had with TIPA in Albania in supporting GRB training for 248 civil servants as well as the development of a GRB training curriculum and manual since it supported government ownership and sustainability** by supporting TIPA to institutionalize training on gender mainstreaming and GRB for all future civil servants. The new introductory course on gender equality, which includes a focus on gender mainstreaming and GRB, is now mandatory for all civil servants in Albania. TIPA has also allocated funds within its budget for the course and the engagement of experts so that it is no longer dependent on donor funds and is fully institutionalize within TIPA.
3. **The co-operation that was established in BiH with academia in developing a curriculum and textbook on GRB** which will exposes a significant number of students every year to GRB and provide an important resource that can be used and replicated at a regional level.
4. **The two-pronged approach taken by project staff in Albania and BiH to capacitate local level officials in GRB** (through training, support to conduct gender analyses and mentoring on GRB) **while also empowering and supporting rural women to articulate their needs and priorities and participate in budget processes** (through training and support for rural networks). Through this human rights-based approach, both rights holders and duty bearers were capacitated and supported in their efforts to ensure that programmes and budgets support gender equality.

⁶⁴ UN Committee on the Elimination of Discrimination against Women, 53rd Session, 11 February – 1 March 2013, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/G13/421/54/PDF/G1342154.pdf?OpenElement>

5. **The decision of project staff to reach out and establish partnership with non-traditional UN Women partners.** Through UN Women's engagement with ACED in BiH (a CSO focused primarily on rural development) and Hera (a CSO focused on reproductive rights), these organizations now have increased knowledge about gender mainstreaming and GRB and have started to integrate these areas into the work of their organizations.
6. As a partner of UN Women, **the work of the CSO VESTA in BiH to develop a targeted advocacy strategy for harmonization of maternity leave benefits.** Apart from the evidence-based research and gender analyses it conducted of different legal and institutional approaches to the maternity leave in BiH, VESTA mapped key decision-makers within each of the key institutions (who need to prepare or vote for) legal changes. Throughout this process, VESTA also raised general public awareness through networks of radio stations which provided important additional pressure on decision-makers and increased visibility about the issue of harmonization of maternity leave in BiH.
7. The **tailor made approach to the governmental institutions which was used by UN Women in all three countries, especially GEMs.** UN Women was widely recognized as organization that is responsive and familiar with procedures and process related to functioning of their governmental institutions.

Lessons Learned

General:

1. **Support for GRB takes time and needs to be planned for a longer period.** Implementation of GRB requires institutional change in establishing the necessary regulatory frameworks, systems and processes to enable GRB as well as individual change in terms of increased commitment and capacity of key actors (particularly budgetary actors) to apply GRB in their daily work. While the first phase of the project in 2006-2009 had significant achievements in building awareness and basic capacities among different actors, a second phase was required to focus on building practical capacity of civil servants (in particular budgetary actors) to implement GRB. Although the project has supported the establishment of institutional and regulatory frameworks to enable GRB, more time and assistance will be needed to achieve full implementation and ensure sustainability of institutional capacities, especially of budgetary actors, to continue to drive and support integration of GRB throughout the budget cycle.
2. **Political will to promote, support and implement GRB in policy-making is fundamental; therefore, the early engagement of influential and high level officials is critical for ensuring necessary support for GRB implementation.** Through the inclusion of senior officials from the ministries of finance at the level of deputy minister in Albania and BiH, their support for GRB was secured which was a critical enabling factor for GRB implementation in both countries and for shifting the responsibility for GRB implementation away from GEMs and toward key budgetary actors. The involvement of less senior officials from FYR Macedonia, in particular during the study tours, may

partially explain the discrepancy in achievements between the countries. It is important to identify allies at a senior governmental levels and experts level who are gender sensitive and believe in gender equality to take up the role of GRB champion and advocate in their institutions.

3. **GRB capacity is closely linked to performance-based budgeting capacity.** Implementation of the project in the three countries demonstrated that having a performance-based budgeting system facilitates and provides an important entry point for the introduction and integration of GRB. In BiH and Albania (where programme-based budgeting is being implemented) a greater enabling environment for GRB existed than in FYR Macedonia (a line-based approach to budgeting is still underway).
4. **Even if institutional frameworks and budget policies are changed, this will not ensure automatic implementation or visibility of GRB,** as implementation also requires full commitment and leadership by all relevant government institutions to make the necessary changes in budget systems. For example, in BiH and FYR Macedonia, while important enabling frameworks and regulations are in place to support GRB, including changes to the budget call circulars and budget framework papers, without the necessary changes to the budget templates and software, budget users will not actually be obliged or guided to do so and if they do integrate gender, it will not be visible.
5. **In order to build future capacity for gender analyses and ensure ownership over findings it is important to support involvement and participation of civil servants more directly in the actual analyses.** While it is evident that, had gender analyses not been outsourced to CSOs and gender experts during the project, analyses would not have been conducted in many cases due to the limited time and capacities of civil servants. The limited direct involvement of some ministries and municipalities has however meant that they still lack capacity to undertake analyses on their own and will depend on future assistance and resources from outside donors. In order to ensure sustainability and greater governmental ownership, it therefore important to support civil servants to undertake analyses on their own and to support them to allocate the necessary resources for such analyses so that they will be included as part of annual planning and budgeting processes.

Project Management

6. **The partnership approach taken through the project in providing support to the GEMs to support civil servants to implement GRB was a good practice because it ensured ownership and sustainability of UN Women's assistance.** The use of Letters of Agreements and Memoranda of Understanding which outlined the types of assistance and resources to be provided in a transparent manner were also seen as important and useful in building effective partnerships between UN Women and the implementing governmental institutions
7. **In designing regional projects, results frameworks, should be broad enough to cover expected country-level results and that outcomes reflect what can be realistically achieved in each country.** As explained under Evaluation Question 16, some of the project staff felt some of the country-specific results they achieved could not

be reflected under the current project outcomes and that a more general formulation of the outcome with country-specific targets would have enabled them to better contribute towards the overall project results.

8. **Clear and consolidated performance measuring frameworks and M&E systems need to be established at the beginning of the project in order to enable effective monitoring and measuring of progress and results.** Having four separate results frameworks created confusion, especially as the annual work plans and reporting frameworks were on country-specific outcomes, rather than the project outcomes. Since an overall project monitoring framework consolidating expected results, indicators, baselines, targets and data sources in one framework was never developed, it has been difficult for project management to effectively measure progress and changes achieved through the project.
9. **Without pre- and post- implementation capacity assessments, it is difficult to measure change in terms of increased capacities.** In assessing whether the capacities of civil servants to integrate gender needs and priorities into their programmes, policies and budgets increased, it would have been useful to conduct either a post-implementation capacity assessment at the end of the previous phase of the project or a pre-implementation assessment at the beginning of the current phase in order to have solid baseline data to measure changes in capacity levels.
10. **In order to ensure that knowledge projects are useful and adapted to needs of their intended user, they should be developed with the full and direct involvement of relevant stakeholders.** An important lesson learned from the difficult experience that project staff in FYR Macedonia had when developing tools for MPs was that MPs know best what they need and therefore need to be actively involved in the design and development of such tools and resources to ensure that they will correspond to their needs and be useful and relevant.
11. **Funds spent on the international M&E expert would have been better spent on capacitating project staff on results-based management and M&E.** The evaluation of the first phase of the project recommended intensive RBM and M&E training for future project staff and during the current phase, project staff identified a continuing need for this training. Had such training been provided at the beginning of the project, the Evaluation Team believes that the project staff would have been better equipped to contribute to the development and use of project M&E systems.
12. **In order to prevent delays in implementation of projects and ensure that important institutional memory is not lost between the different project phases, it is important to have all staff on board at beginning of project.** UN Women project management and staff all identified staff retention as a significant challenge for project-based offices. Without continuity between the first and second phase of the project, the project staff from the first phase, who were all highly competent experts with important institutional memory, could not be retained. This turnover of staff affected the ability of project staff to fully “hit the ground running” when the project started.

Conclusions and Recommendations

Conclusions

- 1. Overall and based on its findings, the evaluation arrives at a positive overall assessment of PGRP-SEE's performance and achievement of results.** UN Women project management and staff effectively and efficiently managed the project in often politically challenging environments, without major variances from the intended results or budget. There is considerable evidence of achievements and progress at both output and outcome levels. The overall approach of PGRP-SEE management and staff was highly regarded by consulted stakeholders for being responsive, flexible and partner-oriented nature. Identified project strategies and target groups were both appropriate and effective and the project was well-positioned in relation to national strategies and priorities.
- 2. The project had a catalytic effect in mobilizing national stakeholders in support of GRB.** As a result of UN Women's pioneer work on GRB in the region, the project effectively positioned GRB in countries where it was implemented and GRB is now visible and on the agenda of each of the governments in all three countries. Enabling conditions to support, and in some instances oblige GRB, are now in place in each of the countries for GRB including national strategies, policies and regulatory frameworks. An increased number of committed individuals are now able and willing to work on GRB and to serve as effective GRB champions and drivers of change. Parallel to this, there is now increased capacity of government institutions to integrate gender equality considerations into identified sector areas and an increased interest of civil society and parliament to monitor these efforts.
- 3. The identified project strategy of individual and institutional capacity building was critical to achievement of results.** Capacity development approaches applied throughout PGRP-SEE implementation have been significant in developing personal and institutional commitment to GRB. In response to the 2006-2010 predecessor GRB project, PGRP-SEE shifted its focus from sensitization and awareness-raising to building individual and institutional capacity through the provision of intensive technical assistance which has enabled GRB pilot ministries to immediately apply their knowledge in order to engender their programmes and budgets.
- 4. The project's broad and high-level of engagement with governmental institutions in all countries has enabled government ownership and will contribute to sustainability of project results.** Project staff engaged a wide range of governmental stakeholders considered to be strategically positioned to influence and support GRB. Through the project, an increased number of governmental institutions, in particular, budgetary actors, became more aware and convinced about the value of, and need for, a gender perspective in strategic planning and budgeting processes. The ability of the project to actively engage ministries of finance and to support their efforts to introduce changes in regulatory structures and practices to engender the planning-budgeting cycle directly supported ownership and sustainability for GRB implementation in each of the three countries.

5. **The project supported duty bearers to more effectively fulfill their obligations related to women's empowerment and gender equality.** As a result of PGRP-SEE, important evidence now exists in all three countries (including gender analyses, gender statistics and research) to identify gender gaps, disparities and inequalities and support alignment of policies, programmes and budget needs with gender needs and priorities. Parallel to this, capacities of civil servants and government institutions to develop gender-responsive programmes, policies and budget allocations have been strengthened however, the full extent of how gender responsive 2014 programmes and budgets are will not be known until the end of the project.
6. **The project has provided important learning and knowledge-sharing opportunities at a regional level.** Different approaches and strategies applied in each of the countries to support GRB provide important learning opportunities for UN Women. Through the project, government officials, civil society and gender experts have been able to share their experiences, including good practices and lessons learned, in implementing and supporting GRB which has helped to inform and guide GRB implementation in the region.
7. While many of the lessons learned from the first phase of project implementation were applied in the design and implementation of the current project, **areas of weakness have been the results and performance measurement frameworks which have hampered the ability of project staff to capture all of their achievements and to fully measure and track progress made towards project results.**
8. Although significant progress had been made in each of the three countries towards institutionalizing gender equality considerations, **continued support is needed in order to fully integrate GRB in planning and budgeting systems and to build the capacity of the ministry of finance to fully lead and support GRB implementation.** Efforts are also needed to capacitate a larger number of line ministries and local-level officials. Ministries of finance, pilot ministries, GEMs, parliament and CSOs in each country will also require further support in developing monitoring and accountability systems at various levels. **A continued rights-based approach is also needed in order to support greater empowerment and direct participation of women in identifying their needs and priorities throughout the budget process, particularly at local levels.**
9. **Following implementation of both phases of GRB programming, UN Women is now well positioned to push for continued progress on GRB in the region.** Project stakeholders and beneficiaries all share the common view that future GRB programming for the region is essential. In order not to lose important momentum and institutional memory, it will be important that sufficient funds to support future programming are secured as quickly.

Recommendations:

The following recommendations are based on the evaluation findings and focus on how to strengthen UN Women's programming, monitoring and evaluation systems. A complete list of recommendations related to UN Women's future GRB programming is included under Evaluation Question 23. Country-specific recommendations are included separately under Annex D.

UN Women's Future GRB Programming

- 1. A regional approach to GRB programming should be continued** as it provides an important opportunity for synergies, optimization of resources and the exchange of knowledge products, lessons learned and good practices.
- 2. A greater focus should be placed on capacity building at the institutional level** in order to: a) further support the integration of gender into systems and processes (including strategic planning processes, budget templates/software and budget instructions); b) ensure institutional responsibility and capacity of the ministries of finance in leading, supporting and monitoring implementation of GRB throughout the budget process; c) build a pool of experts and trainers within government institutions and municipalities to support and advise on GRB implementation.
- 3. Future capacity development interventions should focus on mentoring and supporting a “learning-by-doing” approach** so that government institutions and local governments are supported in their efforts to conduct gender analysis and integrate gender priorities and needs into their programmes and budgets. Capacity development assistance should rely on existing tools and resources that have been developed through the project rather than creating new knowledge projects. In providing technical assistance to civil servants and parliamentarians, UN Women should support the use of national and regional GRB experts.
- 4. GRB should be further integrated into other areas of UN Women's work in the region (in particular women's economic empowerment and women, peace and security).** The establishment of synergies between UN Women's work on GRB (in capacitating local government to analyze and integrate gender needs and priorities) and its work related to the economic empowerment of women (capacitating women to define their needs and participate in budgetary processes), would directly support the achievement of important results. Related to UN Women's work on women, peace and security and in supporting implementation of UN Security Council Resolution 1325, there are also opportunities for further synergies with GRB programming, particularly in cases where gender analyses of security ministries have been conducted.

Project Design

- 5. In order to further determine and assess future needs, UN Women, together with its project partners, should conduct a full analysis of the GRB-related sectoral changes achieved during implementation of the project in order to identify**

remaining capacity gaps. This is particularly relevant since the results of anticipated changes to the 2014 programmes and budgets were unknown at the time of this evaluation.

- 6. In future Project Documents for regional projects, the formulation of project results (in particular outcomes) should be broad and realistic for all three countries and country-specific targets (rather than country-specific outcomes) should be defined (in co-operation with project partners and stakeholders) under the overarching project results** in order to further customize and clarify the results expected for each country.

Results-Based Management and M&E

- 7. A project-level performance monitoring framework which consolidates expected results, indicators, baselines, targets and data sources into one framework should be developed at the start of the next phase of future programming.** This will enable project management and staff to effectively measure progress and changes achieved throughout the project and enable results-based reporting. Connected with this, project management and staff should also develop effective systems and processes to better track data related to the results areas and explore ways to collect data on the different needs and uses of it knowledge products by different stakeholder groups.
- 8. UN Women should allocate necessary staff and budgetary resources to conduct pre- and post capacity and baseline assessments.** For the current phase, capacity assessments should also be conducted at the end of the project, or prior to the start of the next phase, in order to assess current capacity levels and establish a baseline for future interventions. In order to collect and identify necessary baseline information to measure changes and results achieved through the project, it is also recommended that a baseline specialist be engaged early on in the next phase of the project.
- 9. Training on results-based management and M&E should be provided to future project staff in order to ensure an effective and consistent approach to monitoring, measuring and reporting on project results.** It is suggested that such training be held at the beginning of the project and through the training, a project-level PMF be developed (which will enable immediate application of knowledge acquired through the training and ensure the full involvement of project staff in developing the framework).

Annex A: Interview List

ALBANIA

Stakeholder	Number of Persons Interviewed	Gender Breakdown		Evaluation Tool Used
		W	M	
UN Women				
UN Women Project Office in Albania	1	0	1	Interview
Governmental Stakeholders				
Ministry of Finance	1	1	0	Interview & Survey
Ministry of Labour, Social Affairs and Opportunities	2	2	0	Interview & Survey
Ministry of Agriculture, Food and Consumer Protection	1	1	0	Interview & Survey
Albanian Statistical Office (INSTAT)	1	1	0	Interview & Survey
Training Institute of Public Administration (TIPA)	1	0	1	Interview & Survey
Local Government (Elbasan and Berat)	1	1	0	Interview & Survey
Civil Society/Gender Experts/Academia				
Gender Expert 1	1	1	0	Interview
Gender Expert 2	1	1	0	Interview
Gender Expert 3	1	1	0	Interview
Advanced Studies Centre (ASC)	1	1	0	Interview
International Partners				
Office of UN Resident Coordinator	1	1	0	Interview
UNDP	1	1	0	Interview
UNFPA	1	1	0	Interview
Austrian Development Agency (Equity in Governance Project)	1	1	0	Interview

BOSNIA AND HERZEGOVINA

Stakeholder	Number of Persons Interviewed	Gender Breakdown		Evaluation Tool Used
		W	M	
UN Women				
UN Women Project Office in BiH	2	2	0	Interview
Ministries/Government Institutions				
BiH Agency for Gender Equality	1	1	0	Interview & Survey
FBiH Gender Centre	1	1	0	Telephone interview & Survey
RS Gender Centre	2	2	0	Interview & Survey
BiH Ministry of Finance	2	1	1	Interview & Survey
RS Ministry of Finance	2	2	0	Interview & Survey
FBiH Employment Institute	1	1	0	Interview & Survey
RS Ministry of Agriculture, Forestry and Water Resources	1	0	1	Interview & Survey
Municipal Government officials from Novi Grad Sarajevo, Doboј, Bugojno, Teslić, Vogošća, Ljubinje, Bihać, Foča, Fojnica, Gradačaca, Kostajnica, Nevesinje, Gračanica				Questionnaire – all Interview – Novi Grad

Stakeholder	Number of Persons Interviewed	Gender Breakdown		Evaluation Tool Used
		W	M	
Civil Society				
ACED	2	1	1	Interview & Survey
University of Economics	1	1	0	Interview & Survey
Vesta Association in BiH	2	2	0	Interview & Survey
Progress Network	2	2	0	Interview & Survey
Rural Women's Associations	5	5	0	Focus Group Discussion
Gender Experts/Academia				
Gender Expert 1	1	1	0	Interview & Survey
Gender Expert 1	1	1	0	Interview & Survey
University of Economics	1	1	0	Interview
International Partners				
UNDP	1	1	0	Interview
USAID	1	1	0	Interview

FYR Macedonia

Stakeholder	Number of Persons Interviewed	Gender Breakdown		Evaluation Tool Used
		W	M	
UN Women				
UN Women Project Office in FYR Macedonia	3	0	3	Interview
Governmental Stakeholders				
Ministry of Finance	1	1	0	Interview & Survey
Ministry of Labour and Social Policy (MLSP), Department for Equal Opportunities	2	2	0	Interview & Survey
Ministry of Agriculture, Forest and Water Management	2	1	1	Interview & Survey
General Secretariat	1	0	1	Interview & Survey
City of Skopje	2	2	0	Interview & Survey
Members of Parliament				
Parliamentary Committee for Equal Opportunities for Women and Men	1	1	0	Interview & Survey
Club of Women MPs	1	1	0	Interview & Survey
Civil Society/GRB Experts				
Akcija Zdruzenska	1	1	0	Interview & Survey
Hera	1	1	0	Interview & Survey
National Council for Gender Equality	1	1	0	Interview & Survey
Equal Access	1	1	0	Interview & Survey
Association for local and rural development	1	1	0	Interview & Survey
GRB Experts	2	1	1	Interview

UN WOMEN SUB-REGIONAL OFFICE FOR CENTRAL AND SOUTH EASTERN OFFICE

Stakeholder	Number of Persons Interviewed	Gender Breakdown		Evaluation Tool Used
		W	M	
UN Women SRO Management	2	2	0	Interview

Annex B: Data Collection Instruments

Online Beneficiary Survey

Dear Project Beneficiary,

The Evaluation Team of the UN Women Project “Promoting Gender Responsive Policies in South Eastern Europe” would like to request your kind assistance in completing this survey. The information from this survey will support the Evaluation Team to include the views of a greater number of Project partners and beneficiaries and will be used to inform our evaluation findings and conclusions. Confidentiality of survey respondents will be ensured and all input received will remain anonymous.

The survey will take approximately 20-30 minutes to complete.

The Evaluation Team thanks you for your time and valuable feedback.

Please check the box that describes your role in the Project “Promoting Gender Responsive Budgeting in South Eastern Europe”:

- a. State/Entity Government partner
- b. Municipal Government partner
- c. Civil society partner
- d. Gender Expert
- e. Member of Parliament

Please indicate your gender:

- a. Female
- b. Male

Please indicate your country:

- a. Albania
- b. Bosnia and Herzegovina
- c. FYR Macedonia

Please rate on a scale from 1-4 (1=strongly agree; 2=agree; 3=disagree; 4=strongly disagree) whether you agree or disagree with the statements below.

1. As a result of the Project, my knowledge and awareness about gender-responsive programming and budgeting has increased.
2. As a result of the Project, my understanding about the importance and value of integrating a gender perspective into policies, programmes and budgets has increased.

3. As a result of the Project, my capacity to apply and implement gender-responsive programming and budgeting has increased
4. Overall, the Project addressed my specific needs
5. The Project has increased my ability to promote/advocate for gender-responsive policy, programme and budgetary changes
6. The Project provided me with an opportunity to apply and implement GRB
7. The Project provided me with an opportunity to conduct gender analysis of policies, programmes and/or budgets.
8. As a result of the Project, there is increased cooperation and interaction between Government, civil society, academia and Parliament in advancing gender priorities and needs
9. As a result of the Project, regional networks and linkages in support of gender responsive policies and budgets have been created.

Key Informant Interview Questions

UN Women Project Management

Relevance and Coherence

1. To what extent are the objectives of the Project aligned with national and regional priorities? How has the Project supported implementation of CEDAW commitments and national strategies, policies and plans? Were the selected target groups the right entry point for the Project?
2. Which UN Women normative and strategic frameworks were relied upon during Project Implementation?
3. What do you see as UN Women's comparative advantage in implementing this Project (compared with other UN agencies and international and national actors in the region)?
4. Did any changes in context, commitment and capacity of the target countries/stakeholders require modifications to the Project results framework? Please explain changes made and the reasons for these changes.

Effectiveness

5. Please describe the Project's key achievements regionally and nationally. Please describe any differences in achievement of results between countries.
6. What factors have supported achievement of Project results? What factors have hindered achievement of results?
7. Please assess the extent to which each of the project outcomes were achieved (fully, partially or not at all)
8. In your view, to what extent have Project interventions contributed to gender-responsive adjustment of policies, programmes and budgets? Please provide concrete examples where laws, policies, strategies, programmes or budgets were adjusted to reflect women's needs and priorities). What were the key Project interventions/activities that led to these changes?
9. To what extent have institutional and individual GRB capacities (of government, parliament and civil society) increased as a result of the Project interventions? Please provide examples of change in institutional and individual capacity? What were the main contributing factors to the changes in capacity? Were capacity assessments/self-evaluations conducted prior to and after training and technical assistance in order to measure changes in knowledge/capacity level?
10. How effective were advocacy efforts of CSOs and MPs in influencing change to programmes, policies and budgets (and contributing to gender-responsive policies, programmes and budgets)?
11. To what extent has the availability and quality of gender-related statistical data/gender disaggregated data in select sectors improved? How have UN Women interventions supported this improvement?
12. To what extent have regional networks and linkages been established? Please assess the effectiveness of such networks and linkages. What has been changed in terms of regional co-operation as a result of this Project?

Efficiency

13. Were Project funds managed efficiently? Please rate cost effectiveness of 1) technical assistance; 2) governmental/civil society and MP trainings; 3) study tours; 4) regional meetings/trainings; 5) development of knowledge products
14. Could activities and outputs have been delivered with fewer resources without reducing quantity and quality?
15. How have UN Women's organizational structure, managerial support and coordination mechanisms supported delivery of the Project?

Sustainability

16. Please provide examples of ways in which national and local institutions have demonstrated ownership of Project results
17. Please describe the level of government commitment and leadership towards GRB (comparing current levels with levels prior to Project intervention)
18. To what extent do governmental and civil society partners have capacity to conduct gender analyses and integrate gender needs and priorities into programmes, policies and budgets without UN Women support?
19. What measures have been put in place to ensure sustainability of Project results?
20. What are the key challenges to sustainability of Project results?

Impact (road to)

21. What are the intended, unintended and positive and negative long-term effects of the Project?
22. To what extent would gender-responsive programmes, policies and budgets have evolved without support from the Project?
23. How have Project interventions supported improved gender equality in the region?
24. In your opinion, what is the major change(s) that occurred as result of this Project, according to your opinion?

Project Design and Management

25. Were the Project objectives and expected results included in the Project Document realistic and achievable? Was the Project well-planned and thought out? To what extent were Project partners and beneficiaries involved in the design of the Project?
26. How effective was management of the Project overall?
27. What support did UN Women Sub-Regional Office and Project Management provide to support Project implementation and monitoring? Was the support provided adequate? Please rate your level of satisfaction with support you received from the Sub-Regional Office and Project Manager (fully satisfied, partially or not at all). Please suggest any areas where support could have been strengthened.
28. To what extent has the Project Advisory Group been involved in the Project design, implementation and monitoring?
29. To what degree were lessons learned from the past GRB SEE Project applied during implementation of this Project?
30. Please describe performance measure frameworks used by the Project to monitor and report on Project results. How was baseline data used and collected?

31. As Project Management/staff, Did UN Women support any activities or trainings to build your capacity and knowledge to implement the project (i.e. project management training, substantive training related to GRB/gender analyses)? Are there any areas where you think that training or support was needed?

Cross-Cutting Themes

32. Please describe any important partnerships that have developed (between Government, civil society (NGOs, GRB experts, academic institutions) and international partners that have contributed to enhanced GRB capacity? How effective do you think these partnerships were?
33. What influence did Project partners have on the design and implementation of the Projects? How did their views and feedback inform decisions made about Project implementation? Please provide examples.
34. To what extent have UN agencies acted with coherence and demonstrated co-ordination in implementation of the Project?
35. Did the Project implement UN Women and ADA visibility guidelines? Please provide examples.
36. Do you think that UN Women is recognized and visible as an organization with GRB expertise? Why? What needs to be more visible?

Forward-Looking Insights

37. In your view, do you think that GRB programming needs to be continued? If so, please explain what types of approaches, interventions and beneficiaries (regional, national and target group) should be considered.
38. Were the strategies used by UN Women effective, relevant and potentially sustainable Please rate each strategy (highly effective, moderately effective, limited effectiveness, not at all effective)
39. What lessons can be drawn from the implementation and achievements of the Project that could be of further value to UN Women's future GRB programming? What GRB good practices were introduced through this Project?
40. Do you think that the Project strategies and interventions can be replicated in other countries? If so, which ones in particular?
41. In hindsight, what would you have done differently or better to achieve Project results?

Key Informant Interview Questions

Governmental Stakeholders

Relevance and Coherence

1. To what extent are the objectives of the Project aligned with the national priorities and the needs of your Government? How has the Project supported implementation of national strategies, policies and plans? Were the selected target groups the right entry point for the Project?

Effectiveness

2. Please describe the Project's key achievements in your country. What factors have supported achievement of Project results? What factors have hindered achievement of results?
3. Please assess the extent to which each of the project outcomes were achieved (fully, partially or not at all). Which activities were most effective in achieving the Project results?
4. Please describe support and technical assistance that you or your ministry/institution received through the Project. Was it relevant to your needs?
5. To what extent has *your capacity and your institution's capacity* to integrate a gender perspective into policies, plans, programming, budgeting and monitoring increased as a result of support you received through the Project? Please rate (significantly, moderately, limited, not at all). Please give concrete examples where *institutional changes* that have been made to your ministries programmes, strategies and budget to respond to and address women's priorities and ensure gender equality.
6. How has your knowledge about GRB changed as a result of the project (compare your current understanding with your level of understanding prior to the Project)?
7. How many gender analyses has your ministry produced (request copies)
8. To what extent does your ministry produce and collect sex-disaggregated data? Can your ministry provide the evaluation team with disaggregated data on women beneficiaries of services under your ministry (for 2010-2013)? (request documentation if available). How has support provided through the project helped your ministry to improve its collection of sex-disaggregated data?
9. How are gender-disaggregated statistics being used to support evidence-based policy and decision making?
10. What types of GRB knowledge resources (i.e. tools, guidelines, manuals, etc) did you/your ministry receive through the project? How did these resources support you/your ministry's efforts to integrate GRB into plans, policies, strategies and to monitor gender equality commitments
11. To what extent does your ministry use gender indicators to measure progress of policies and programmes in contributing to gender equality?
12. *Specific question for MoF* – to what extent does your State/entity budget call circular, budget format and strategic planning documents require gender related requirements? What were the factors contributing to the decision of your ministry to amend the budget call circular? Were proposals received requesting a change? If so,

by whom? What support did you receive through the project to amend the budget call circular? What has been the response/compliance level of budget users (other line ministries) with the new circular/directive?

13. Please list partnerships that you have developed with academia/civil society/national experts (nationally and regionally) through the project?
14. Has your ministry used gender budget analysis reports generated by CSOs/MPs?

Sustainability

15. Please describe your Government's commitment and leadership towards GRB (comparing current levels with levels prior to Project intervention)
16. To what extent do you/your ministry have capacity to conduct gender analyses and integrate gender needs and priorities into programmes, policies and budgets without UN Women support?
17. What are the key challenges to sustainability of Project results?

Impact (road to)

18. To what extent would gender-responsive programmes, policies and budgets have evolved without support from the Project?
19. How has the Project supported the achievement of gender equality and realization of women's rights in your country?

Project Efficiency, Design and Management

1. How efficient was the overall Project implementation and management (highly effective, moderately effective, not at all effective)
2. Could activities and outputs have been delivered with fewer resources without reducing quantity and quality?
3. To what extent were you consulted on the design of the Project?

Cross-Cutting Themes

4. Please describe any partnerships that you have developed in support of GRB (with civil society/academic institutions and international partners) as a result of the Project.
5. Do you think that GRB as topic is more visible now? Do you now see UN Women as a organization with specific GRB expertise
6. Are you aware of UN Women and ADA visibility guidelines?

Forward-Looking Insights

7. In your view, do you think that GRB programming needs to be continued in your country and/or at a regional level? If so, please explain what types of approaches and beneficiaries (regional, national and target group) should be considered.
8. Were the strategies used by UN Women effective, relevant and potentially sustainable Please rate each strategy (highly effective, moderately effective, limited effectiveness, not at all effective)
9. What lessons can be drawn from the implementation and achievements of the Project that could be of further value to UN Women's future GRB programming?
10. In hindsight, what would you have done differently or better to achieve Project results?

Key Informant Interview Questions

Civil Society Stakeholders

Relevance and Coherence

1. To what extent are the objectives of the Project aligned with the national priorities and the needs of your Government? How has the Project supported implementation of national strategies, policies and plans? Were the selected target groups the right entry point for the Project?

Effectiveness

2. Please describe the Project's key achievements in your country. What factors have supported achievement of Project results? What factors have hindered achievement of results?
3. Please assess the extent to which each of the project outcomes were achieved (fully, partially or not at all)
4. Please describe support and technical assistance that you or your organization received through the Project.
5. In your view, to what extent do Government annual sector plans, strategies and budgets reflect gender priorities? How has this changed since 2010 (prior to implementation of the project)? To what extent do you think these results can be attributed to the Project?
6. To what extent has *your capacity* to integrate a gender perspective into policies, plans, programming, budgeting and monitoring increased as a result of support you received through the Project? Please rate (significantly, moderately, limited, not at all). Please give concrete examples where *institutional changes that have been made* to your ministries programmes, strategies and budget to respond to and address women's priorities and ensure gender equality.
7. How has your knowledge about GRB changed as a result of the project (compare your current understanding with your level of understanding prior to the Project)?
8. Please tell us about gender analyses (numbers/types) that your organization produced (request copies). How have these been used to influence change?
9. Please tell us about advocacy activities (i.e. publication of reports/campaigns/public hearings) that you/your organization undertook during the project to advocate for inclusion of a gender perspective in programmes/budgets? What has been changed as result of these advocacy initiatives?
10. What support did you receive through the project to implement these activities? As a result of your activities, how was women's participation in the budget process increased? (ask specifically about participation at a rural-level). How did your activities help to identify gender priorities and needs – please explain.
11. How many documents (articulating demands/recommendation of your organization) has your organization produced? Can you provide us with copies of these?
12. What types of GRB knowledge resources (i.e. tools, guidelines, manuals, etc) did you/your organization receive through the project? How did these resources support you/your ministry's efforts to integrate GRB into plans, policies, strategies and to

monitor gender equality commitments? What GRB skills did you acquire and did you have opportunities to use and apply them in your organization? Did you have opportunities to share them/transfer them to other staff/colleagues?

13. Please list partnerships that you have developed with government/Parliament/academia/civil society (nationally and regionally) through the project?
14. How have you cooperated and engaged with other CSOs from the region? What has been the benefit of your cooperation and exchanges with other regional CSOs?
15. *Question for GRB experts* – to what extent have you been called upon for advice/expertise by the Government, Parliament, academia, civil society?

Sustainability

16. Please describe your organization's commitment and leadership towards GRB (comparing current levels with levels prior to Project intervention)
17. To what extent do you/your organization now have capacity to conduct gender analyses and integrate gender needs and priorities into programmes, policies and budgets without UN Women support? What are the key challenges to sustainability of Project results?

Impact (road to)

18. To what extent would gender-responsive programmes, policies and budgets have evolved without support from the Project?
19. How has the Project supported the achievement of gender equality and realization of women's rights in your country?

Project Efficiency, Design and Management

20. How efficient was the overall Project implementation and management (highly effective, moderately effective, not at all effective)
21. Could activities and outputs have been delivered with fewer resources without reducing quantity and quality?
22. To what extent were you consulted on the design of the Project?

Cross-Cutting Themes

23. Please describe any partnerships that you have developed in support of GRB (with civil society/academic institutions and international partners) as a result of the Project.
24. Are you aware of UN Women and ADA visibility guidelines?

Forward-Looking Insights

25. In your view, do you think that GRB programming needs to be continued in your country and/or at a regional level? If so, please explain what types of approaches and beneficiaries (regional, national and target group) should be considered.
26. Were the strategies used by UN Women effective, relevant and potentially sustainable Please rate each strategy (highly effective, moderately effective, limited effectiveness, not at all effective)
27. What lessons can be drawn from the implementation and achievements of the Project that could be of further value to UN Women's future GRB programming?

Annex C: Documentation Reviewed

Project Documents

1. Project Document, "Promoting Gender Responsive Policies in South Eastern Europe"
2. "Embracing Gender Responsive Budgeting in South Eastern Europe": Initiatives in Albania, Bosnia and Herzegovina and FYR Macedonia, UN Women.
3. Gender Responsive Budgeting in South-Eastern Europe: UNIFEM Experiences
4. Third Part Cost-Sharing Agreement between the Austrian Development Agency (Donor) and the United Nations Development Fund for Women (UNIFEM-part of UN Women)
5. Mid-Term Assessment Report
6. Minutes from the 22 March 2012 Project Advisory Board Meeting
7. Country Baseline Tables and Log Frames
8. Alignment of Country Result Frameworks
9. Project Indicator Mapping Table
10. Project Performance Monitoring Guidance Note
11. UN Women, "Embracing Gender Responsive Budgeting in South Eastern Europe: Initiatives in Albania, Bosnia and Herzegovina and FYR Macedonia
12. First Project Progress Reports to the Austrian Development Agency (December 2010-November 2011)
13. Second Project Progress Reports to the Austrian Development Agency (December 2011-November 2012)
14. Project Work Plans (2011-2013)
15. Minutes from GRB Internal Team Meeting, 19-20 January 2011
16. Final Assignment Report, UN Women SEE Interactive Forum, South Eastern Europe, prepared by Verena Lahousen (Consultant/Trainer), 15 June 2013

General Background Documents

17. Beijing Platform for Action
18. Council of Europe Resolution on Gender-Responsive Budgeting
19. Country reports on the Convention on the Elimination of All forms of Discrimination against Women (CEDAW)
20. Evaluation of the Austrian Development Cooperation Gender Policy between 2004-2011
21. Final Evaluation Report: Gender Responsive Budgeting in South Eastern Europe (2006-2010)
22. UN Women, Strategic Note 2012-2012, Central and South Eastern Europe
23. UN Women Strategic Plan 2011-2013
24. UNIFEM Capacity Development Strategy (March 2010)
25. UN Women's GRB Thematic Strategy (2008-2011)
26. UN Women Draft Capacity Development Strategy for GRB

Albania

27. Report of the Committee on the Elimination of Discrimination against Women, *Concluding comments of the Committee on the Elimination of Discrimination against Women: Albania*, Twenty-eighth session (13-31 January 2003)
28. Human Rights Council, Thirteenth Session, *Report of the Working Group on the Universal Periodic Review: Albania*, 4 January 2010

29. Council of Ministers Decision No. 465 of 18 July 2012 on Gender Mainstreaming in the Medium-Term Budgetary Programme
30. Meeting Report, "Financing Services in Response to Violence against Women: Towards a Common Strategy for Civil Society Advocacy in Southeastern Europe", 8-11 November 2011
31. Gender Equality and Local Governance, Tirana 2012
32. Ministry of Finance and Ministry of Labour, Social Affairs and Equal Opportunities, Gender Responsive Budgeting in the Medium Term Budgetary Programme of Albania: A Guide to the Implementation of the Council of Ministers Decision No. 465.
33. Ministry of Labour, Social Affairs and Equal Opportunities (MoLSAO), Gender Wage Gap Report: Sources and Recommendations, November 2011
34. Report on the Training for Local NGOs "Monitoring Gender Equality in Policies and Budgets", prepared by Dr. Elizabeth Klatzer and Prof. Ass. Raimonda Duka, 9-10 June 2011.
35. Report on the Study Visit on the Implementation of Gender Responsive Budgeting in Austria, 14-15 September 2011.
36. Report on the National Workshop on the Basics of Producing and Analyzing Gender Statistics related to Population, Health and the Labour Force, 21-22 November 2011
37. Ministry of Labour, Social Affairs and Gender Equality, "National Report on the Status of Women and Gender Equality in Albania", 2011
38. Report on the Position of Women and Girls in Elbasan
39. United Nations, Albania, "Towards Equality in Albania: Actions and Achievements Support to the Implementation of the Strategy for Gender Equality and Eradication of Domestic Violence, Advancing Democratic Governance in Albania (2008-2011)
40. United Nations, Albania, "Government of Albania and United Nations: Programme of Cooperation (2012-2016)"

Bosnia and Herzegovina

41. Committee on the Elimination of Discrimination against Women, *Concluding comments of the Committee on the Elimination of Discrimination against Women: Bosnia and Herzegovina*, Thirty-fifth session, 15 May-2 June 2006
42. Human Rights Council, Fourteenth Session, *Report of the Working Group on the Universal Periodic Review: Bosnia and Herzegovina*, 17 March 2010
43. Austrian Development Agency, Bosnia and Herzegovina Country Strategy (2011-2013)
44. Centre for Interdisciplinary Studies, Gender Responsive Budgeting Module and Course Outline: An Introduction to Gender Budgeting, 11-15 June 2011, prepared by Ana maria Golemac Powell (External Expert)
45. Final Report on research, capacity building and policy development support in the field of gender policy and gender responsive budgeting in Municipality Novi Grad Sarajevo, Federation of Bosnia and Herzegovina, Prepared by Merima Avdagic (Gender Consultant), July 2012.
46. Final Progress Report to UN Women for period April 2011 – July 2012, Centre for Interdisciplinary Postgraduate Studies at the University of Sarajevo (CIPS)
47. Gender Action Plan
48. Gender Strategy for Bosnia and Herzegovina
49. Guide for Gender Mainstreaming in Strategic Documents and Budgetary Processes at the Local Level of Governance, Sarajevo, January 2012
50. Progress Network Activity Plan, 2013-2015
51. Progress Network, Strategic Framework Document, November 2012
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Annex D: Country-Specific Recommendations

Albania

1. The results of the GRB pilot ministries should be further consolidated and scaled up in other programmes and sectors, as well as expanding in other line ministries. Future technical assistance should also focus on building the capacity of the Ministry of Finance and line ministries to monitor the results of GRB-supported sectors.
2. GRB good practices at a local level (in Elbasan and Berat) should be further consolidated and piloted at the sub-regional level, where the experience and results can be shared with neighbouring municipalities to enable replication of the model. It is also recommended to disseminate the results of gender analysis and gender participatory budgeting at a municipal level (particularly from Elbasan Municipality), as municipalities tend to replicate positive models and are willing to learn from positive experiences.
3. UN Women should continue to provide technical support to INSTAT and MOLSAEO to implement the five year statistical program to improve collection, analysis and exchange of sex-disaggregated statistical data.
4. In light of the fact that project interventions have not yet reached parliamentarians, and with the recent election of a new parliament, future interventions should target parliamentarians through training, development of specific knowledge projects and through opportunities for regional exchange with other parliamentarians in the region.
5. Project interventions could also target academia using the newly development curriculum and textbook on GRB (developed in BiH) and through support for visiting professors to provide lectures on GRB.
6. UN Women should provide support the other UN agencies to integrate GRB in their programmes and build a unified and common understanding and commitment of UN agencies towards GRB.

BiH

7. UN Women's work with rural women (through the regional and national-level networks) should be continued in order to further increase their capacity to: a) participate in budget process, b) raise awareness about their needs/priorities and c) lobby for change at a higher level through the networks of rural women's association.
8. Future technical assistance should focus on building the capacity of the Ministries of Finance at state and entity levels, to lead and support the integration of gender into planning and budgeting processes.
9. Further support should be given to the Gender Centers to increase their capacity to monitor the results of GRB-supported sectors in the pilot ministries. The state level

Agency for Gender Equality, together with the state-level ministry of finance will also need increased support, technical assistance and mentoring in order to support the introduction of GRB into state-level ministries (in particular security sector ministries). GEMs at the local level will need further support to build their capacity to conduct gender analysis, design gender indicators and monitor implementation of GRB.

10. In its future programming UN Women could establish close collaboration with the EC Project (which is being established as a follow-up to the DFID project) on the reform of the public finances and introducing program based budgeting) and the USAID GOLD project (which will start in September 2013 as a follow-up to the GAP project. With this collaboration UN Women will again be well-placed to multiply achievements, especially at a local level, since the continual USAID support from 2004, ensured sustainable and committed focal points among local-self governments.

FYR Macedonia

11. Future technical assistance should focus on building the capacity of the Ministry of Finance to lead and support the integration of gender into planning and budgeting processes into the five pilot ministries. Organization of high-level study tours (both in the region and in more developed countries should be considered in order to build greater buy-in and institutional support for GRB (particularly within the Ministry of Finance and General Secretariat).
12. Further support should be given to MLSP to increase its capacity to monitor the results of GRB-supported sectors in the pilot ministries
13. At a municipal level, co-operation with Equal Opportunity Commissions should be increased since they can have a key role in the creation and adoption of the strategic documents including the municipal budget.
14. Co-operation with parliament (in particular the Club of Women MPs and the Commissions on Equal Opportunities for Women and Women and on Budget and Finance) should be continued and regional initiatives should be organized in order to expose parliamentarians to successful practices of MPs influencing GRB in other countries. Technical assistance, including the development of a new tool (for example a checklist) could be developed (in cooperation with the Commission for Equal Opportunities for Women and Men and the Club of Women MPs) to support them to analyze the gender-responsiveness of the 2014 programmes and budgets of the GRB pilot ministries. A similar tool could be developed for civil society to support their advocacy for GRB.
15. Since there is a significant interest of the Institute for Gender Studies in FYR Macedonia to introduce a module on GRB into their curricula, opportunities (including inter-regional co-operation and exchanges with CIPS in BiH and support for visiting professors to provide lectures on GRB) should be considered under future programming.

Annex E: CVs of Evaluation Team Members

Jo-Anne Bishop (Team Leader)

Jo-Anne Bishop is a human rights, strategy and programme management professional. She has over 15 years of international experience in the area of human rights, including related to the promotion of gender equality and gender mainstreaming. Most recently, she served as advisor to the Secretary of State for the Promotion of Equality in Timor-Leste, where she was responsible for advising on the implementation of gender mainstreaming, including gender-based budgeting. Through her work with the Organization for Security and Co-operation in Europe (OSCE), and as a strategic planning and M&E consultant in Afghanistan and Timor-Leste, Ms. Bishop provided extensive support and advice to governments, national institutions and international organizations in the design, implementation and evaluation of results-based strategies and programmes. Ms. Bishop has previously conducted final evaluations of programmes and national strategies for UNDP and the Government of Timor-Leste. She also has experience in South Eastern Europe through her past role as Human Rights Officer and Advisor with the OSCE Mission to Bosnia and Herzegovina between 1999 and 2004.

Ana Popovicki Capin (National Expert for Bosnia and Herzegovina)

Ana Popovicki **Capin** has over 9 years of professional experience working on management positions for international organizations in Serbia and the Balkans. She was engaged as an evaluator and gender consultant with Kvinna Till Kvinna, UN WOMEN, OSCE, Norwegian Church Aid, CARE International and the Government of Serbia (Ministry of Health). Her formal education background is psychology (graduated on Belgrade University) and psychotherapy (MA on REBT Therapy on Albert Ellis Institute, New York). She made her professional career on two parallel paths: as consultant/evaluator in international organizations and as educator/psychologist. Throughout her 14 years of educational and training experience, she delivered various trainings and workshops for a broad range of participants (politicians, decision-makers, civil servants, CSO activists and volunteers, women and youth leaders and minorities). Her special area of expertise is gender equality.

Elida Metaj (National Expert for Albania)

Elida Metaj is an independent consultant working for various international and national organizations mainly in the Western Balkans providing consultancy and research services in project/program evaluation, project impact assessment, institutional and organizational assessment, gender mainstreaming and environmental governance.

Her professional experience includes various project management positions held with Regional Environmental Center in CEE in Hungary, EU projects in Albania, Bosnia-Herzegovina, Belgium and Kosovo, Soros Foundation Albania,

UNDP Albania and UNDP Kosovo. She holds a M.A. degree in International Environmental Policy with a major in program and policy evaluation from the Monterey Institute of International Studies (MIIS) in Monterey, California, USA.

Kristina Hadzi-Vasileva (National Expert for FYR Macedonia)

Kristina Hadzi-Vasileva is the executive director of Strategic Development Consulting in Skopje. She has over 10 years of experience in the field of civil society development, local government reform and gender equality, specialising in programme development, implementation and evaluation. Kristina has worked for both international and national organizations. Currently her company manages a local government reform program funded by the Swiss Agency for Development and Cooperation. Previously she has managed programs for USAID and OSCE as well as taught and provided capacity building on gender issues. She holds an MA in Gender and Ethnic studies from the Greenwich University in London, England and a BA in Macedonian and Turkish Language from the “Sveti Kiril and Metodij University” in Skopje.

Annex F: Terms of Reference – Final Project Evaluation “Promoting Gender Responsive Policies in South Eastern Europe”

BACKGROUND, PURPOSE AND USE OF EVALUATION

Over the past years, UN Women has provided support to national and local stakeholders in strengthening democratic governance and advancing women’s rights through initiatives aimed at mainstreaming gender in policy planning and budgeting.

In 2011, the UN Women Sub-regional Office for Central & South Eastern Europe (CSEE) launched the 3-year regional project on Promoting Gender Responsive Policies in South East Europe (PGRP – SEE) financed by Austrian Development Agency (ADA) and UN Women. It is a direct follow up of UNIFEM CEE regional project “Gender-Responsive Budgeting (GRB) in South East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability” implemented between August 2006 – June 2010. The final evaluation of the Gender Responsive Budgeting (GRB) in SEE Project recommended continuation of activities especially with regard to capacity building and increased involvement of key budget actors at the required decision-making levels.

Thus, PGRP - SEE aims to improve individual and collective capacities of governmental institutions, CSOs and parliamentarians in South East Europe (with particular focus on Bosnia and Herzegovina, Albania and FYR Macedonia) on utilizing gender responsive budgeting as a tool to promote, implement and monitor policies and programmes in the employment and labor, social protection and social assistance and rural development sectors. By doing so the project strives to facilitate strengthening of women’s economic rights and improve social protection and social assistance policies and programmes. This final evaluation of the project is donor mandated and in compliance with UN Women’s Evaluation Policy requiring mandatory evaluation of programmes with budgets over 1 million USD.

The purpose of the evaluation will be to evaluate project results and identify lessons learnt that can improve UNWOMEN’s future initiatives on GRB in the region in order to enhance accountability, inform decision-making and contribute to learning on the best ways to achieve women’s empowerment and gender equality through operational and normative work. As a member of the United Nations Evaluation Group (UNEG), UN WOMEN follows its norms and standards. UN WOMEN evaluations are gender equality and rights responsive.

The evaluation will

- assess UN WOMEN’s contribution to results, including the effectiveness of programming strategies in implementing global commitments within national priorities for fostering gender responsive policies.
- investigate the contextual factors that enabled or restricted the achievement of results.

- evaluate UN WOMEN’s organizational performance with respect to this project.
- evaluate the project design, project strategies, project management, including project monitoring.
- assess the stakeholder’s and beneficiaries perspective on the usefulness of the capacity development interventions and their overall satisfaction with the project.

It will set forward-looking recommendations on how to strengthen UN WOMEN’s programming, monitoring and evaluation systems at the project and other relevant levels.

The final evaluation will support the planning of follow-up GRB-related activities by identifying successful approaches and spaces to further enhance performance. The final evaluation will serve as a tool and learning product to secure future progress.

The evaluation’s primary audience are the project stakeholders, donors, partner organisations, as well as UN WOMEN regional offices and headquarters.

CONTEXT OF THE EVALUATED PROJECT

The “Promoting Gender Responsive Policies in South Eastern Europe” project continued previous efforts to enhance gender responsive policies and (in particular) budgets in the region. Moreover, this project is linked to various EU activities aiming at enhancing women’s rights in the region: within the frame of the EU accession process, commitments had been strengthened by countries of South Eastern Europe towards advancing women’s human rights and gender equality, in line with CEDAW, Beijing Platform for Action (BPfA), MDGs, the EU Gender Directives and other International Human Rights treaties and conventions.

Despite many positive developments in removing discriminatory legislation (and/ or introducing anti-discrimination laws) and mainstreaming gender into national legislation and policies, progress in addressing *de facto* gender inequalities in different areas of life in countries of South East Europe has been relatively modest. The reasons behind slow implementation of international and national commitment to women’s rights and gender equality are quite complex. They range from persisting gender stereotypes and lack of political will, to weak individual and institutional capacities and inadequate budget allocations which would reflect specific needs of men and women and/ or support equality between women and men. Yet, it has been widely recognized, that until gender equality is understood as one of the *standards* of governmental planning, programming and budgeting, the achievement of *de facto* gender equality will be difficult to achieve (*Progress of the World’s Women 2008/2009*).

Recently, there has also been an increasing interest of the European Commission and the European Parliament in gender responsive budgeting as a tool to accelerate the process of achieving gender equality in all areas of life – inside and outside the EU, including in the EU candidate and potential candidate countries of the South East Europe (SEE)⁶⁵. Also ministers responsible for gender equality

⁶⁵ For example *EU Roadmap for Equality between Women and Men (2006-2010)* as well as *Resolution of the European Parliament on Gender Budgeting from 2003*, make particular reference to strengthening GRB in EU candidate and potential candidate countries.

from the member states of the regional European human rights body, the Council of Europe, adopted in May 2010 at their conference on *Bridging the Gap between de jure and de facto Equality* a resolution emphasizing GRB as an important tool to achieve this goal⁶⁶.

As a result of gradually enabling international environment as well as internal developments at the country level, there has been an increasing interest among duty bearers and rights holders in SEE in developing understanding of GRB and using GRB as a tool for achieving *de facto* gender equality in line with international and national commitments. Yet, despite initial technical support provided by various development actors, including UNIFEM/ UN WOMEN, to the national partners in the SEE, the instances when gender perspective has been applied to budgetary process are still relatively rare. The knowledge on GRB among decision makers and relevant technical staff continues to be limited and individual and institutional capacities to plan, programme and budget from gender perspective are yet to be developed. The capacities and capabilities of CSOs, including women's organizations and their networks, to analyze budgets from gender perspective and monitor use of public finance to achieve/ support equality between women and men is appearing. Equally, existing national/ regional GRB expertise is still not ready to meet increasing demands from both, duty bearers and rights holders (*Gender Responsive Budgeting in South Eastern Europe: UNIFEM Experiences. UNIFEM part of UN WOMEN, 2010*).

DESCRIPTION OF THE EVALUATED PROJECT

"Promoting Gender Responsive Policies in South East Europe" regional project (2011 -2013) is funded by UN WOMEN and Austria Development Agency with a total project budget of 2,232.172 USD from which EUR 700,000 was funded by ADA⁶⁷. The project started in December 2010 and is planned to finish in November 2013. The project covers Albania, Bosnia and Herzegovina and the Former Yugoslav Republic (FYR) of Macedonia

Chain of results:

The aim of the project is to improve individual and collective capacities of governmental institutions, CSOs and parliamentarians in South East Europe (with particular focus on Bosnia and Herzegovina, Albania and FYR Macedonia) in utilising gender responsive budgeting as a tool to promote, implement and monitor policies and programmes in the employment and labour, social protection, social assistance and rural development sectors. The ultimate goal of the project is that policies, programmes and budgets in the three above-mentioned countries contribute to the effective implementation of commitments towards women's empowerment and gender equality in targeted sectors.

To achieve these aims, two distinct outcomes were anticipated (the logical framework for the project provides more details)⁶⁸:

⁶⁶ Link to Resolution: [http://www.coe.int/t/dghl/standardsetting/equality/05conferences/ministerial-conferences/7th-ministerial%20conference/MEG-7\(2010\)1_resolution_en.pdf](http://www.coe.int/t/dghl/standardsetting/equality/05conferences/ministerial-conferences/7th-ministerial%20conference/MEG-7(2010)1_resolution_en.pdf)

⁶⁷The initial agreement was signed for the amount of EUR 200,000. An amendment to this agreement providing a further commitment of EUR 500,000 was signed by ADA on 1 December 2011.

⁶⁸This overview is based on updated project documentation.

Outcome 1: Increased capacity of civil servants and governmental institutions to integrate gender perspective in their policies, planning, programming, budgeting, and monitoring for result.

Outcome 2: Improved accountability mechanism through participation of MPs and CSOs to monitor governmental commitment to women's rights and gender equality.

In order to achieve these outcomes, country-specific outputs were agreed:

Output 1.1.: Increase level of knowledge of civil servants on gender responsive budgeting.

Output 1.2.: Development and dissemination of knowledge products.

Output 1.3.: Gender Responsive Budgeting analysis of selected social and active labour policies, and rural development programmes.

Output 2.1.: Establishment of dialogue mechanisms in targeted institutions between civil society organisations government institutions and MPs.

Cross-cutting Output: Create network and linkages in targeted countries on Gender Responsive Policies and Budgets.

Key project strategies:

Capacity development remains a key strategy for this programme targeting different levels of decision making at ministries, parliaments and local authorities. This includes:

- Development of individual competencies of both, rights holders and duty bearers on various aspects of gender responsive budgeting (e.g GRB and performance based budgeting, sectoral programming, assessment and monitoring of budgets from gender perspective).
- Development of collective and organizational capacity of governmental/ public institutions.
- Evidence-based advocacy.

To date the project is focused on assessing the budgetary reform processes in the three countries, introducing gender-responsive policy planning and budgeting in sectoral policies, identifying entry points for instituting GRB in policies at the national and local levels, as well as specific work related to gender statistics as an important component of gender analysis.

Linkages to UN WOMEN strategic documents and national priorities

The project outcomes and outputs feed directly into current UN Women CSEE Workplan for 2012-2013 (previously CEE Sub-regional Strategy (2008-2010) that was extended into 2011. Project activities and outputs in Albania (that is a One UN Pilot) are closely linked to the expected Outcomes of the new One UN Programme of Cooperation(2012-16). Links to UNIFEM/UN WOMEN commitments under UNDAFs specifically for BiH and FYR Macedonia (or similar UN country strategies, where applicable), have been highlighted in the previous section. The documents will be shared with the evaluation team.

Project Partners

To achieve the above mentioned outcomes the project engages various local, national and international partners.

In Albania: The most important project partners are national ministries specifically Ministry of Labor, Social Affairs and Equal Opportunities; Ministry of Finance; Ministry of Agriculture, Food and Consumer Protection. Additional partners were INSTAT (Albanian Statistical Office), who supported monitoring the advancement of women in Albania through harmonized gender indicators, local government units as well as CSOs.

In Bosnia and Herzegovina: Strategic partnerships and cooperation with a wide range of government entities and civil society representatives was established during the project implementation. The main partners remained: Republika Srpska and the Federation of Bosnia and Herzegovina Gender Centre, the Agency for Gender Equality, the Centre for Interdisciplinary Studies at University of Sarajevo, and municipal governments. The programme also established new cooperation and partnerships with the Parliamentary Budget and Finance and Gender Equality Commissions. Cooperation with other funding agencies was established, particularly on introducing GRB at the local level of government, where multiple funding partners are providing support.

In Macedonia: the main partner was the Ministry of Labour and Social Policy (MLSP) in leading the GRB policy and capacity-development processes in the country. This support has been fundamental to securing intergovernmental coordination and interministerial support for the development and adoption of the National Strategy on Gender-Responsive Budgeting. Further, the Ministry of Agriculture, Forest and Water Management (MAFWM) and the City of Skopje have been close partners as well. The Ministry of Finance continued to communicate regularly with and involve relevant GRB forums.

Execution and Project Management

UN WOMEN (CSEE SRO) served as the executing and implementing agency of the project.

Structure of Project Management:

- Direct responsibility for the project implementation, including monitoring, will rest on project staff;
- Project manager based in Skopje (Macedonia), who report directly to the CEE RPD;
- National Project coordinator, based in Skopje supporting project implementation in FYR Macedonia;
- National project coordinator based in Bosnia and Herzegovina (Sarajevo), supporting project implementation in BiH;
- National project coordinator (50%) based Albania (Tirana), supporting project implementation in Albania;
- Project Assistant (50%) based in Albania (Tirana), supporting project implementation in Albania.

The project benefitted from the advice of a Project Advisory Board (PAB) that acted as policy and quality assurance body, providing strategic and policy guidance to support the achievement of programme results and ensuring stakeholders' participation. The PAB consisted of 10 of high-level GRB experts, representatives of national and international state and non-state institutions and representatives of non-profit organizations active in the field of gender equality from the project's countries.

SCOPE OF EVALUATION, KEY EVALUATION ISSUES, QUESTIONS AND CRITERIA

The evaluation is a final project evaluation. It will cover activities conducted in the project three countries (Albania, Bosnia and Herzegovina and FYR Macedonia) that have taken place since the beginning of the project (December 2010) until the time of the evaluation (June 2013). The evaluation will also take into account the future planned activities (July – December 2013).

For the purposes of this evaluation, the key questions identified by the stakeholders were organized in line with OECD DAC criteria under several main evaluation criteria: relevance, effectiveness, efficiency and sustainability and (road to) impact⁶⁹. Furthermore, the evaluation will look at capacity development, partnerships, visibility and RBM/monitoring/evaluation as cross-cutting themes.

EVALUATION QUESTIONS:

Relevance and Coherence:

1. Are the project's objectives and target groups addressing identified needs in the national and regional context?
2. Were the relevant normative and strategic frameworks effectively articulated within UN WOMEN (internally)?

Effectiveness:

3. Is the project design articulated in a coherent way? Is the definition of goal, outcomes, and outputs clearly articulated? To what extent were the originally defined objectives of the intervention realistic (achievable)? Was the project planned adequately?
4. To what extent have the existing management structures supported the programming and implementation, including monitoring? What role did the Project Advisory Group play?
5. What are the changes produced by the project at the national and regional level? What has been the progress made towards achievement of the expected outcomes and expected results? What are the results achieved? What were the reasons for the achievement or non-achievement of objectives?

⁶⁹ The impact will be assessed to the extent possible given the timing of the evaluation. In the context of this project evaluation, the "effectiveness" criteria will measure the extent of achievement of outcomes and outputs. "Efficiency" will assess quantitative and qualitative outputs, in relation to the inputs of the project. The questions categorized under "relevance" will assess the coherence of the project's vision and strategies with UN WOMEN's organizational goals, the regional contexts and strategic priorities. In addition, the evaluation can also examine the external factors that influenced the project's strategies and how the project adapted to these factors. Evaluation questions that refer to "sustainability" examine whether and how the benefits generated will continue at the end of the project, for a reasonably long period of time. Sustainability may refer to the financial or technical capacity of partner organizations to continue the initiative, national ownership of the initiative, and adaptive, operational, or management capacities of national partners.

6. To what extent have beneficiaries been satisfied with the results? (Please use scoring and consider using an online survey to reach to a larger number of beneficiaries.)
7. How were lessons learned identified in previous UN WOMEN evaluations utilized to inform this project and its management structures?
8. What is UNWOMEN's comparative advantage in designing and implementing this project?

Efficiency:

9. Were the project funds managed effectively? Could the activities and outputs been delivered with fewer resources without reducing their quality and quantity?
10. Have UN WOMEN's organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme?

Sustainability:

11. Is the project supported by national/local institutions? Do these institutions demonstrate ownership of the project results, leadership, commitment and technical capacity to maintain/implement the benefits of the project?
12. What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time following the end of the project? In how far were the project results institutionalized?

Impact (road to):

13. What are the intended and unintended, positive and negative, long term effects of the project?
14. What would the development have been like without the project intervention?

Capacity Development:

15. How did the project contribute to capacity development of its stakeholders/beneficiaries? What adaptive or management capacities of national partners have been supported? (Please mention also under all other relevant evaluation criteria).

Cross-cutting themes⁷⁰:

16. Partnerships and Coordination: How were relevant regional and national actors and stakeholders included in UN WOMEN programming and implementation, incl. policy advocacy processes?
17. Visibility: Did the project implement UN WOMEN and ADA visibility guidelines? Were project partners and beneficiaries aware of these?

Forward looking insights⁷¹:

18. Should GRB programming continue in the future? Were the approaches and strategies used by UN WOMEN effective, relevant and potentially sustainable? Which other approaches/beneficiaries etc. should be considered?
19. What did the stakeholders and beneficiaries consider as the most necessary approaches/areas of future GRB interventions in their respective countries? At the regional level?

⁷⁰ Use scoring rubric for each of the cross-cutting themes.

⁷¹ These are not to be scored, but recorded for future interventions of UN Women.

The final set of evaluation questions will be agreed in the inception report.

The project performance should be assessed based on the scoring rubric (Table 1) for the following evaluation domains, countries, the regional aspect and finally at the project level. In the overall project assessment, the country-based activities should be weighted with 30% each and the regional component should be weighted with 10%.

	Albania	Bosnia and Herzegovina	Macedonia	Regional components	Project overall
Relevance/Coherence					
Effectiveness					
Efficiency					
Sustainability					
Impact					
Capacity Development					
Partnerships, Coordination					
Visibility					
Project RBM/M&E					

Table 1: Scoring rubric for project's performance

Rating	Performance description
Excellent (Always)	Performance is clearly very strong or exemplary in relation to the evaluation question/domain. No gaps or weaknesses were identified.
Very good (Almost always)	Overall strong, but not exemplary performance on virtually all aspects of the evaluation question/domain. Weaknesses are not significant and are managed effectively.
Good (Mostly, with some exceptions)	Performance is reasonably strong on most aspects of the evaluation question/domain. No significant gaps or weaknesses, and less significant gaps or weaknesses are mostly managed effectively.
Adequate (Sometimes, with many exceptions)	Performance is inconsistent in relation to the question. There are some serious but non fatal gaps/weaknesses. Meets minimum expectations/requirements as far as can be determined.
Poor (Never or occasionally with clear weaknesses evident)	Performance is unacceptably weak in relation to the evaluation question/domain. Serious and widespread weaknesses on crucial aspects.

	Does not meet minimum expectations/requirements.
Insufficient evidence	Evidence unavailable or of insufficient quality to determine performance.

Source: Adapted from “Policy and Guidelines for the Conduct of External Evaluation and Review”, New Zealand Qualifications Authority, September 2009 and further drawing on Rich Tobin.

EVALUATION APPROACH

The overall approach of this evaluation is utility-focused, as advised by some of the intended users of the evaluation, and aligned with UN WOMEN’s evaluation strategy guidelines, UNEG norms and standards, and based upon emerging recommendations from the field of project evaluation. (Relevant information and background notes can be obtained from <http://www.unwomen.org/about-us/evaluation/>). The evaluation should adhere to UN WOMEN Evaluation Report Quality Standards.

UN WOMEN’s evaluations are expected to adhere to a framework supporting human rights-based (HRBA), results-oriented and gender responsive monitoring and evaluation. Towards this purpose, the evaluation of the project will encompass the principles of gender equality and human rights, ensuring that the evaluation process respects these normative standards, and aims for progressive realization of the same by respecting, protecting and fulfilling obligations of non discrimination, access to information, and ensuring participation through a combination of consultative and participatory evaluation approach. For more details on human rights and gender equality in evaluation refer please to the UNEG Handbook *Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance*.

The evaluation will be conducted in a transparent and participatory process involving relevant UN WOMEN stakeholders and partners.

The evaluating team may further define the overall approach by adopting complementary methodologies and approaches.

EVALUATION PROCESS

The evaluation process will consist of the following phases:

- Preparation, mainly devoted to structuring the evaluation approach, preparing the TOR, compiling programme documentation, and hiring the evaluation team (implemented by UN WOMEN).
- Inception, which will involve reconstruction of theory of change, project activities analysis, inception consultations, inception report with detailed timeline, distribution of responsibilities among team members and evaluation methodology (a list of stakeholders will be provided by UN WOMEN at the beginning of the evaluation).
- Data collection and initial analysis, including country based collection of information (national consultants), desk reviews and field visits of team leader.

- Data analysis, interpretation and synthesis stage, focusing on structuring of findings, analysis of findings, their interpretation and presentation in a full draft evaluation report (full draft evaluation report is a fully completed report with all annexes).
- Submission of draft evaluation report for feedback from UN WOMEN and incorporation of relevant feedback.
- Validation of draft report by stakeholders (minimum 4 stakeholders per country).
- Finalization of report.
- Preparation of a Management Response and uploading the report on the Evaluation Resource Centre site (implemented by UN WOMEN).

Tentative schedule of evaluation activities⁷²:

Phase	Timeline	Responsible person and estimated # of workdays (WD)
TOR advertised	12 April (Friday)	M&E Specialist in cooperation with CEESRO Operations Manager
Deadline for applications	5 May (Sunday)	
Interviews of shortlisted candidates	9-10 May (Thursday, Friday), 13-14 May (Monday, Tuesday)	M&E Specialist in cooperation with CEESRO Operations Manager
Selection of consultants and contracting	15 May (Wednesday)	M&E Specialist in cooperation with CEESRO Operations Manager
Inception phase (review of documents, preparation of field missions), submission of inception report and incorporation of UNW feedback	23 May (Thursday) – 15 June (Saturday) 2013	Evaluation team Team Leader app. 5 WD Nat Cons app. 2 WD each
Data collection in field & initial analysis	16 June (Sunday) – 30 June (Sunday) 2013	Evaluation team
Field mission (Team Leader) Country 1	16 June (Sunday) – 30 June (Sunday) 2013	Evaluation Team Leader and National Consultant Country 1 Team Leader 5WD Nat Cons 5 WD
Field mission (Team Leader) Country 2	16 June (Sunday) – 30 June (Sunday) 2013	Evaluation Team Leader and National Consultant Country 2 Team Leader 5WD

⁷² An updated, more detailed, schedule of evaluation activities will be part of the inception report.

Phase	Timeline	Responsible person and estimated # of workdays (WD)
		Nat Cons 5 WD
Field data collection Albania	16 June (Sunday) – 30 June (Sunday) 2013	National Consultant Nat Cons 7 WD
Data analysis, interpretation & synthesis	1 July (Monday) – 14 August (Wed) 2013	Evaluation team
Submission of full draft evaluation report to UN WOMEN for feedback and quality assurance	1 August (Thursday)	Evaluation team Team Leader 9 WD Nat Cons 3 WD each
UN WOMEN provide feedback	14 August (Wednesday)	M&E Specialist, Project Manager, CEESRO Programme Specialist, UN WOMAN Eval Office (if needed)
Incorporation of feedback by UN WOMEN and submission of final draft to UN WOMEN	21 August (Wednesday)	Evaluation team Team Leader 2 WD Nat Cons 1 WD each
Review of final draft by UN WOMEN (if needed another round of feedback/incorporation of feedback)	26 August (Monday)	M&E Specialist, Project Manager, CEESRO Programme Specialist
Final draft validated by stakeholders (meetings) and Project Advisory Board	2 September (Monday)	Nat Cons 1 WD
Feedback of stakeholders and Project Advisory Board incorporated	12 September (Thursday)	Team Leader 0.5 WD
Submission of final eval report with incorporated feedback from stakeholders	14 September (Saturday)	Evaluation team
Preparation and approval of management response	September/October 2013	M&E Specialist, Project Manager, CEESRO Programme Specialist, Regional Programme Director/OIC
Dissemination of final evaluation report	October/November 2013	M&E Specialist

EVALUATION DESIGN AND METHODS

For its design, the evaluation will deploy a theory of change approach⁷³ to analyze how UN Women's support is provided in advancing gender responsive policies. The theory of change will take into consideration the UN Women Strategic Plan 2011-2013 and other strategic and policy frameworks that inform UN Women's work in this area and relevant national documents.

The evaluation will use a variety of data collection methods and sources with a view to triangulate data. The methods should be participatory, ensure collection of disaggregated data, interrogate gender roles, be context and culturally sensitive and whenever possible mixed (qualitative and quantitative).

Following methods are suggested for answering the evaluation questions:

- d) Desk review of documents
- e) Semi-structured key informant interviews
- f) Group discussions
- g) Face-to-face and self-administered (incl. online) surveys

The evaluators should suggest further methods as appropriate in the inception report.

Existing information sources:

The evaluation team needs to make themselves familiar with UN WOMEN and other documents to engage with the background of the project and the situation of women's rights in the region.

Key documents in this regard are:

- Project documentation, incl. logical framework, budgets, donor progress reports, mid-term review report etc.
- Strategic documents of UN WOMEN (Annual Workplan 2011-2013)
- One UN annual reports (Albania)
- National Strategies on Gender
- UNDAF reports in the countries
- EU Enlargement Progress reports

Existing information sources about the project will be shared electronically via an online collaboration platform (dropbox).

⁷³The theory of change approach to evaluation is a widely deployed evaluation methodology that makes assumptions explicit about how program is supposed to work and create social change. It focuses on the causal relationships between resources, activities, short-term and long-term outcomes and the context of the intervention, including its unintended consequences. Like any planning and evaluation method, theory-driven evaluations require the stakeholders to be clear on long-term goals, identify measurable indicators of success and formulate actions to achieve goals. However, its focus on causal relations between resources, activities, outcomes and the context of intervention makes this method particularly suitable for the assessment of complex programmes. The theory-driven approach makes the programme transparent, allowing the stakeholders to see how it is thought to be working from multiple perspectives. It helps to identify critical areas and issues on which the evaluation should focus. Overall, a theory-driven approach by mapping a process of change from beginning to end establishes a blueprint for the work ahead and anticipates its effects, and it reveals what should be evaluated, when, and how.

Stakeholder Participation:

This evaluation has been created with an inclusive approach, incorporating suggestions for the evaluation from members of the Reference Group who play advisory and decision-making role in this evaluation.

Expected Products:

All deliverables should be submitted to the evaluation task manager. The reports should be written in English, in a succinct and user-friendly language.

- An inception report. The report will contain:
 - Description of evaluation objectives, scope, methodology/methodological approach, data collection, list of key informants/agencies, review of evaluation questions, performance criteria, issues to be studied.
 - Work plans for all members of the evaluation team with clear timelines and responsibilities.
 - It should include clear evaluation matrix relating to all these aspects.
- A full draft evaluation report. Should be no longer than 40 pages long (excluding Annexes). The structure of the full draft and final reports should be as follows:
 - Executive Summary (to be prepared for final report)
 - List of acronyms
 - Programme description
 - Evaluation Purpose
 - Evaluation Methodology and Process
 - Findings organized by evaluation questions (numbered)
 - Conclusions
 - Lessons Learnt/Good Practices
 - Recommendations
 - Annexes (Including interview list –without identifying names for sake of confidentiality/anonymity, data collection instruments, list of all documents consulted, Terms of Reference.)
- Validation of findings at the national level in the form of a meeting with stakeholders conducted in the local language (UN Women will provide premises and invite the stakeholders - the national consultant is responsible for presenting the preliminary results and collecting/incorporating feedback).
- A final report with incorporated feedback of UN WOMEN and stakeholders.

EVALUATION TEAM - COMPOSITION, EXPERIENCE AND COMPETENCIES REQUIREMENTS

Composition and roles of evaluation team:

A team of 4 consultants will be recruited for this evaluation. The team will consist of Team Leader (Senior Evaluation Consultant) and three national consultants, who will be supervised by the Team Leader and who will be based in Bosnia and Herzegovina, FYR Macedonia and Albania respectively. The key responsibility of the team members will be to collect in their respective countries data for the evaluation.

The Team Leader will be responsible for the overall delivery under the TOR. She/he is expected to travel to Bosnia and Herzegovina and to Macedonia in order to collect data for the evaluation. The data collection in these countries will be supported by the respective national consultants. The team leader will not travel to Albania⁷⁴.

The team leader will have essential expertise in development programme evaluation, ability to conduct qualitative and quantitative analysis, requisite skills in facilitation, interviewing and writing/reporting, and language proficiency in English.

The team members will have evaluation related expertise, knowledge of gender issues and public administration. They will be fluent in English and the respective local language/s. All team members need to be familiar with human rights and gender responsive approach to evaluation.

Team Leader: Competencies, Experience, Education and Language requirements

- At least 5 years of demonstrated experience in evaluation of international development projects and programs.
- Demonstrated work experience on gender issues incl. gender responsive policies, public administration.
- Familiarity with GRB is an asset.
- Demonstrated work experience in/on South Eastern Europe.
- Demonstrated experience with applied research with data collection, analytical and presentation skills and demonstrated ability to structure information.
- Excellent interpersonal, communication and interview skills.
- Excellent writing skills in English.
- Experience as a team leader of multinational teams, demonstrated cultural sensitivity.
- Prior experience working for international organizations.
- Master's degree in a relevant field (social sciences, e.g. sociology, political science, international relations, legal studies, public policy, international development) field.
- Integrity.
- Knowledge of the local language is an advantage.

⁷⁴ This is suggested in view of relatively high number of evaluations conducted in Albania and because GRB in Albania was part of the "Austrian Development Cooperation (ADC) gender policy between 2004-2011.

Team members: Competencies, Experience, Education and Language requirements

- At least 3 years of demonstrated experience in evaluation, data collection, incl. interviews, analytical and presentation skills and demonstrated ability to structure information.
- Knowledge of gender issues and public administration in Albania, FYR Macedonia and BiH.
- Master's degree in a relevant field (social sciences, e.g. sociology, political science, international relations, legal studies, public policy, international development) field.
- Proven experience as a team member in multinational teams.
- Familiarity with GRB is an asset.
- Excellent language knowledge of the respective state language and preferably also of other local languages.
- Good writing skills in English.

ETHICAL CODE OF CONDUCT

All members of the evaluation team are required to follow the UNEG ethical code of conduct.

<http://www.unevaluation.org/unegcodeofconduct>

MANAGEMENT OF EVALUATION

This evaluation is managed by the UN WOMEN Sub-regional office for Central and South Eastern Europe. The Evaluation Task Manager in UN WOMEN is the CSEE SRO Monitoring and Evaluation Specialist.

Annex G: Evaluation Work Plan

Tasks	Days	Timeframe	Responsibility	Location
Inception Phase				
Documentation review and request of additional documentation	1 day – Team Leader 0.5 day – National Experts	6-10 June	Team Leader and National Experts	Home-based
Development of inception report	2.5 days – Team Leader 0.5 day – National Experts	11-17 June	Team Leader and National Experts	Home-based
Preparation of field missions (scheduling of interviews/focus group discussions and development of questionnaires)	1 day – Team Leader 1 day – National Experts	12-21 June	Team Leader and National Experts	Home-based for Team Leader and country-based for National Experts
Deliverable: Submission of Inception Report		18 June	Team Leader	
Review of Inception Report by UN Women and Evaluation Reference Group and/or key stakeholders Provision of comments to Team Leader	2 days	19-20 June	UN Women Sub-Regional Office CSEE	Bratislava
Integration of comments on Inception Report	0.5 day – Team Leader	21-22 June	Team Leader	Home-based
Data Collection Phase				
Field Mission to Bosnia and Herzegovina - Key informant interviews, focus groups discussions, distribution of questionnaires	5 days – Team Leader and National Expert	24-28 June	Team Leader/National Expert	Sarajevo and Banja Luka
FYR Macedonia –Key informant	5 days – Team Leader	1-5 July	Team Leader/National Expert	

Tasks	Days	Timeframe	Responsibility	Location
interviews, focus groups discussions, distribution of questionnaires	and National Expert			Skopje
Albania - Key informant interviews, focus groups discussions, distribution of questionnaires	7 days	24 June – 5 July	National Expert (Albania)	Tirana
Data Analysis and Reporting Phase				
Data analysis and development of evaluation report	9 days – Team Leader 3 days – Each National Expert	6 - 31 July	Team Leader and National Experts	Home-based
Deliverable: Submission of first draft of evaluation report		1 August	Team Leader	
UN Women to provide feedback		9 August	UN Women	Bratislava
Incorporation of UN Women Comments	2 days – Team Leader 1 day – Each National Expert	19 August (by 9:00 CET)	Team Leader/National Experts	Home-based
Review of final draft by UN Women	5 days	19 - 26 August	UN Women	Bratislava
Incorporation of UN Women comments		2 September	Team Leader/National Experts	
Presentation of report to project stakeholders and Project Advisory Board, collection of feedback	1 day	02-10 September	National Expert (with preparatory support from Team)	Vienna
Incorporation of feedback of stakeholders and Project Advisory Board	0.5 days	12 September	Team Leader	Home-based
Deliverable: Submission of final evaluation report		14 September	Team Leader	

Annex H: Evaluation Planning Matrix

Evaluation Question	Indicator(s)	Data Collection Method(s)	Data Source	Sampling	Comments
Relevance and Coherence					
Are the project's objectives and target groups addressing identified needs in the national and regional context? To what extent were needs and capacities of duty-bearers and rights holders assessed in order to inform Project strategies and interventions?	<p>Extent to which project interventions have contributed to implementation of GRB/GE related national strategies, policies and plans</p> <p>Number of CEDAW recommendations that the Project has supported the Government to implement</p> <p>Confirmation of project target groups by interviewed/surveyed stakeholders as the right entry point for the Project</p> <p>Number of needs assessments/discussions conducted by Project Management that informed Project strategies/interventions</p>	<p>Key informant interviews</p> <p>Document review</p>	<p>Interviews: Project stakeholders including key government officials (ministry partners, statistics institutes, gender commissions) and civil society partner organizations</p> <p>UN Women Project management</p> <p>Country-level gender strategies/action plans</p> <p>Country-level UNDAF documents and ONE UN Programme of Cooperation (2012-2016)</p> <p>CEDAW country reports and observations</p> <p>Project Advisory Board Minutes</p> <p>GRB in SEE Project (2006-2010) Final Evaluation</p> <p>Needs assessment studies/reports</p> <p>Reports/records of discussions with stakeholders related to planned Project strategies/interventions</p>	<p>Stakeholders from Albania, Bosnia and Herzegovina and FYR Macedonia</p> <p>Stakeholders at a state-level and local level</p> <p>Stakeholders to be selected based on final stakeholder list developed by Evaluation Team in consultation with evaluation stakeholders</p>	
Were the relevant normative and	Extent to which UN Women Project management are able	Key informant interviews	Interviews: UN Women Project Management	Regional and country-level UN Women staff	

Evaluation Question	Indicator(s)	Data Collection Method(s)	Data Source	Sampling	Comments
strategic frameworks effectively articulated within UN Women (internally)?	to identify normative and strategic frameworks that are relevant to the Project Degree to which the Project was aligned and consistent with strategies and goals of UN Women	Document Review	Project Document Project progress reports UN Women Strategic Plan and CEE Sub-Regional Strategy CEDAW Millennium Development Goals EU Gender Directives	to be interviewed	
What is UN Women's comparative advantage in designing and implementing this project?	Level of GRB expertise and knowledge of UN Women (as perceived by project stakeholders) Extent of GRB-related expertise and assistance offered by other organizations (in the region and countries) Number of MoUs signed with UN Women by government/civil society	Key informant interviews Document review	Interviews: UN Women Project Management and Project stakeholders (Government, civil society and international partners including UN agencies) MoUs signed with UN Women UN Women Strategic Plan and CEE Sub-Regional Strategy Country-level UNDAF documents and ONE UN Programme of Cooperation (2012-2016) Reports from meetings and seminars where UN Women is invited as an expert by other organizations Mapping of other donor initiatives related to GRB	Regional and country-level UN Women staff to be interviewed Stakeholders from Albania, Bosnia and Herzegovina and FYR Macedonia Stakeholders at a state-level Stakeholders to be selected based on final stakeholder list developed by Evaluation Team in consultation with evaluation stakeholders	
Have changes in context, commitment and capacity required a change in expected	Changes made to the Project Document/results-framework	Key informant interviews	Interview: UN Women Project Management Revised Project Document	Regional and country-level UN Women staff to be interviewed	

Evaluation Question	Indicator(s)	Data Collection Method(s)	Data Source	Sampling	Comments
Project results?			Project progress reports Minutes from PAB meetings		
Effectiveness					
<p>What are the changes produced by the Project at the national and regional level? What has been the progress made towards achievement of the expected outcomes and expected results? What are the results achieved? What were the reasons for the achievement or non-achievement of objectives?</p>	<p>Change in level of knowledge and capacity (governmental) to develop and implement gender-responsive policies and budgets</p> <p>Extent to which Project beneficiaries (partner ministries, MPs and civil society partners) demonstrate an increased ability to conduct sectoral gender analyses</p> <p>Degree to which beneficiaries manifest an increased belief of the purpose and importance of incorporating gender into planning, policies and budgets</p> <p>Extent of institutional changes made to support GRB (legislative changes, incorporation of GRB into budget call circulars, GRB strategies developed)</p> <p>Extent to which GRB related networks and linkages exist at the regional level</p>	<p>Key informant interviews</p> <p>Document review</p> <p>Survey</p>	<p>Interviews: Project stakeholders including key government officials (ministry partners, statistics institutes, gender commissions) and UN Women Project Management</p> <p>Capacity assessment reports/training evaluation assessments and reports</p> <p>Legislation/legislative amendments</p> <p>Governmental strategies, directives and policies on GRB</p> <p>GRB sectoral analyses conducted</p> <p>List/examples of increased budgetary allocations and new programmes developed to respond to women's priorities</p> <p>Reports/research/campaign material developed by civil society and academic to lobby and advocate for programmatic, policy and budgetary changes</p> <p>Reports and advocacy material developed by regional GRB networks</p> <p>Project mid-term assessment</p>	<p>Stakeholders from Albania, Bosnia and Herzegovina and FYR Macedonia</p> <p>Stakeholders at a state-level and local level</p> <p>Stakeholders to be selected based on final stakeholder list developed by Evaluation Team in consultation with evaluation stakeholders</p> <p>Documentation related to all three countries</p>	<p>The newly revised Project indicators are largely quantitative and are insufficient for assessing and measuring change and achievement of results</p>

Evaluation Question	Indicator(s)	Data Collection Method(s)	Data Source	Sampling	Comments
	Number of sector programmes introducing modifications to respond to women's priorities Number of advocacy initiatives undertaken during the budget preparation Project implementation rate Percentage of activities implemented				
To what extent have beneficiaries been satisfied with the results?	Percentage of beneficiaries who rate their project satisfaction highly (based on rating scale) Qualitative feedback from Project beneficiaries about their level of satisfaction with the Project	Survey Key informant interviews	Project beneficiaries (government and civil society partners, GRB experts, MPs and rural women)	Government and civil society partners and MPs will be selected as survey respondents based on the identified stakeholder list Rural women surveyed will be reached through the heads of Rural Women's Networks	
Efficiency					
Were the project funds managed effectively? Could the activities and outputs been delivered with fewer resources without reducing their quality and quantity?	Assessment of cost effectiveness of the Project by UN Women Project Management and partner organizations Amount spent against the completion rate of activities and overall achievements Rating of cost effectiveness of different types of activities by UN Women Project	Document review Key informant interviews	Project Progress Reports and budget reports Interview: UN Women Project Management and partners organizations	Regional and country-level UN Women staff to be interviewed	

Evaluation Question	Indicator(s)	Data Collection Method(s)	Data Source	Sampling	Comments
	Management				
Have UN Women's organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme?	<p>Project Management and staff indicate a high level of support from UN Women (regional and HQ)</p> <p>Extent of support Project Management received from HQ and Regional Office</p> <p>Number of project coordination meetings held</p> <p>Frequency of visits of Project Coordinator to different countries</p>	<p>Key informant interview</p> <p>Document review</p>	<p>UN Women Project Management and staff</p> <p>Agenda/minutes from project coordination meeting</p> <p>Project mid-term assessment</p>	Regional and country-level UN Women staff to be interviewed	
Sustainability					
Is the project supported by national/local institutions? Do these institutions demonstrate ownership of the project results, leadership, commitment and technical capacity to maintain/implement the benefits of the project?	<p>Involvement of governmental partners in PAB</p> <p>Number of MoUs signed</p> <p>Extent to which Project achievements are reported in official governmental documents</p>	<p>Document review</p> <p>Key informant interviews</p> <p>Survey</p>	<p>Interviews/surveys: Project stakeholders including key government officials (ministry partners, statistics institutes, gender commissions) and civil society partner organizations and UN Women Project Management</p> <p>Minutes of PAB</p> <p>MoUs signed</p> <p>Public reports and press releases issued by government</p>	Government and civil society partners and will be selected as survey respondents based on the identified stakeholder list	
What is the likelihood that the benefits from the project will be maintained for a reasonably long period	Extent to which institutional reforms (legislative, policy) have been introduced to sustain GRB	<p>Document review</p> <p>Key informant interviews</p>	Interviews/Survey: Project stakeholders including key government officials (ministry partners, statistics institutes, gender commissions) and civil society	Government and civil society partners and MPs will be selected as survey respondents based on the identified	

Evaluation Question	Indicator(s)	Data Collection Method(s)	Data Source	Sampling	Comments
of time following the end of the project? In how far were the project results institutionalized? What measures have been put in place to ensure sustainability of Project results? What are the key challenges to sustainability?"	<p>Project partners report a commitment to continue GRB efforts after completion of Project</p> <p>Project partners indicate that they are able to conduct GRB analyses and/or integrate gender into policies and programmes within UN Women Support</p> <p>Number and type of measures put in place to ensure sustainability of project results</p> <p>Project partners report the existence of common factors that enable/impede sustainability</p>	Survey	<p>partner organizations and UN Women Project Management</p> <p>Legislation/legislative amendments, Governmental strategies, directives and policies on GRB</p> <p>Governmental and civil society project beneficiaries</p> <p>MoUs with project partners</p>	stakeholder list	
Impact (road to)					
<p>What are the intended and unintended, positive and negative, long term effects of the project?</p> <p>What would the development have been like without the project intervention?</p>	Project partners/beneficiaries report intended and unintended, positive and negative, long term effect and describe how the development would have been without the Project intervention	<p>Document review</p> <p>Key informant interviews</p> <p>Survey</p>	<p>Interviews: Project stakeholders including key government officials (ministry partners, statistics institutes, gender commissions) and civil society partner organizations</p> <p>Project progress reports</p> <p>Mid-Term Project assessment</p>	Government and civil society partners will be selected as survey respondents based on the identified stakeholder list	
Capacity Development					
How did the project contribute to capacity development of its	Extent to which capacity of civil servants to integrate gender into policies,	<p>Document review</p> <p>Key informant</p>	Interviews/Survey: Project stakeholders including key government officials (ministry	Stakeholders from Albania, Bosnia and Herzegovina and FYR	

Evaluation Question	Indicator(s)	Data Collection Method(s)	Data Source	Sampling	Comments
<p>stakeholders/beneficiaries? What adaptive or management capacities of national partners have been supported? Do Project beneficiaries feel confident and capable to carry out gender-responsive programming and budgeting without external assistance?</p>	<p>planning, programming and budgeting increased Self-assessment by Project beneficiaries about the extent to which their capacity to analyze and advocate for gender responsive programming and budgets increased</p>	<p>interviews Survey</p>	<p>partners, statistics institutes, gender commissions) and civil society partner organizations Capacity assessment reports/training evaluation assessments and reports Legislation/legislative amendments Governmental strategies, directives and policies on GRB GRB sectoral analyses conducted List/examples of increased budgetary allocations and new programmes developed to respond to women's priorities Reports/research/campaign material developed by civil society and academic to lobby and advocate for programmatic, policy and budgetary changes Reports and advocacy material developed by regional GRB networks Project mid-term assessment</p>	<p>Macedonia Stakeholders at a state-level and local level Stakeholders to be selected based on final stakeholder list developed by Evaluation Team in consultation with evaluation stakeholders Documentation related to all three countries</p>	
Project Design and Management					
<p>Is the project design articulated in a coherent way? Is the definition of goal, outcomes, and outputs clearly articulated? To</p>	<p>Project management report whether the project design was clearly articulated and well-defined Extent to which Project</p>	<p>Documentation review Key informant interviews</p>	<p>UN Women Project Management/project partners (governmental and civil society) Project Document</p>	<p>Government and civil society partners will be selected as survey respondents based on the identified stakeholder list</p>	

Evaluation Question	Indicator(s)	Data Collection Method(s)	Data Source	Sampling	Comments
what extent were the originally defined objectives of the intervention realistic (achievable)? Was the project planned adequately?	Management and partners see Project objectives as realistic Time allocated to develop Project document and number of partners consulted				
Did the Project apply a results-based approach to actively involve relevant duty-bearers and rights holders to participate in all phases of project design, implementation and monitoring?	Extent to which duty-bearers/rights holders were involved in design, implementation and monitoring of the Project document	Key informant interviews Documentation review	Interviews: Project stakeholders including key government officials (ministry partners, statistics institutes, gender commissions) and civil society partner organizations Project Document Minutes from PAB Project Progress Reports	Government and civil society partners will be selected as survey respondents based on the identified stakeholder list	
To what extent have the existing management structures supported the programming and implementation, including monitoring? What role did the Project Advisory Group play?	Degree of involvement of PAB in project programming, implementation and monitoring UN Women Project staff at a regional and country level report that they were involved in programming, implementation and monitoring	Documentation review Key informant interviews	Interview: UN Women Project Management PAB meeting minutes Project management reports and minutes Project Document Project Progress reports Mid-Term Project Assessment	UN Women Project Management from Sub-Regional and Country Offices	
To what extent were results/performance monitoring frameworks and systems for the Project effective? Was	Positive self-assessment by Project management/staff about the clarity and usefulness of monitoring framework	Documentation review Key informant interviews	Interview: UN Women Project Management Project Document	UN Women Project Management from Sub-Regional and Country Offices	

Evaluation Question	Indicator(s)	Data Collection Method(s)	Data Source	Sampling	Comments
adequate baseline information collected in order to assess and measure change?	Quality of baseline data collected		Project baseline data Project Progress reports		
How were lessons learned identified in previous UN Women evaluations utilized to inform this project and its management structures?	Extent to which past lessons learnt have been addressed throughout the implementation and management of this Project UN Women Project Management report that past lessons learned have been addressed	Documentation review Interviews with UN Women Project Management (specific questions to follow-up previous lessons learned)	UN Women Project Management Project Document Project Progress reports GRB in SEE Project (2006-2010) Final Evaluation Mid-Term Project Assessment	UN Women Project Management from Sub-Regional Office	
Cross-Cutting Themes					
Partnerships and Coordination: How were relevant regional and national actors and stakeholders included in UN Women programming and implementation, incl. policy advocacy processes?	Number and type of partnerships established by UN Women with relevant regional and national actors Extent of coordination, cooperation and synergies established with relevant regional and national actors	Document review Key informant interviews	Interview: Relevant Project partners (governmental, civil society, international organizations) MoUs signed Minutes from PAB Project Progress Reports Documents/reports from joint initiatives (i.e. workshops, trainings, research)	Project partners and MPs will be selected as survey respondents based on the identified stakeholder list	
Visibility: Did the project implement UN Women and ADA visibility guidelines? Were project partners and beneficiaries aware of these?	Project management report instances of implementing visibility guidelines Project partners and beneficiaries confirm awareness of visibility guidelines	Key informant interviews Documentation Review	Interview: Relevant Project partners (governmental, civil society, international organizations) Documents and materials produced through the Project that demonstrate implementation of visibility guidelines	UN Women Regional and country-level Project Management and staff Government and civil society partners and MPs will be selected as	

Evaluation Question	Indicator(s)	Data Collection Method(s)	Data Source	Sampling	Comments
				survey respondents based on the identified stakeholder list	
Forward-Looking Insights					
<p>Should GRB programming continue in the future? Were the approaches and strategies used by UN Women effective, relevant and potentially sustainable? Which other approaches/beneficiaries etc. should be considered?</p> <p>What did the stakeholders and beneficiaries consider as the most necessary approaches/areas of future GRB interventions in their respective countries? At the regional level?</p>	<p>Project stakeholders and beneficiaries cite examples of areas where sustained UN Women Support is needed</p> <p>Project stakeholders and beneficiaries assess the Project strategies as effective, relevant and potentially sustainable</p>	<p>Key informant interviews</p> <p>Document review</p>	<p>Interviews: Project stakeholders including key government officials (ministry partners, statistics institutes, gender commissions) and civil society partner organizations</p> <p>Project progress reports</p> <p>Mid-Term Assessment</p>	<p>Government and civil society partners and MPs will be selected as survey respondents based on the identified stakeholder list</p>	

