

**Final Evaluation
of the Programme
“EC/UN
Partnership on
Gender Equality
for Development
and Peace”**

Annex:
Country Profiles



December 2010

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Country Profile: Cameroon

1. Summary of Initial Situation

The population of Cameroon was 17.6 million inhabitants as of 2006. Its economy is mainly dependent on agriculture, forestry and petroleum. Cameroon is not dependent on Official Development Aid (ODA), as it makes up only one percent of GDP and only five to ten percent of the state budget. The European Commission's (EC) assistance forms 60 percent of aid contributions, and is the largest donor. Cameroon successfully completed the IMF and World Bank's Heavily Indebted Poor Countries (HIPC) program in 2006, resulting in the cancellation of its debt. At the moment, Cameroon's government priorities, articulated in the Growth and Employment Strategy Paper (DSCE in French) which replaces the Poverty Reduction Strategy Paper (DSRP in French) document, are directed towards economic growth, employment creation and the reduction of poverty.

Cameroon is ranked 103 out of 155 countries on the Gender Related Development Index from the 2009 Human Development Report. According to Social Watch's Gender Equity Index, Cameroon is ranked 51st out of 88 countries. Women make up 60-70 percent of the informal sector and agricultural workers. Cameroon is a signatory of the CEDAW and of the Paris Declaration (PD).

The 2008 Mapping Study conducted by the EC/UN Partnership in Cameroon found that:

- Gender equality (GE) and women's rights do not have an adequate place in the DSRP, nor are there appropriate mechanisms in place to work towards the integration of GE. However, efforts are being made to integrate GE in the revision of the DSRP.
- There is a national action plan for the integration of women in the development process with emphasis on the "emancipation of women", in an effort to conform to the Beijing Platform for Action.
- There is no clear national policy on GE.
- There is a ministry designated to women and family (MINPROFF), but it has very limited resources, capacities and influence within the government.
- GE is being promoted by gender advocates, however their efforts remain quite weak and isolated and gender is often perceived as a "women's issue". In addition deep rooted misconceptions about gender are widespread among duty-bearers and decision makers: (e.g. "GE is about women wanting to take the place of men")
- A technical working group on GE (GTEG) was created in December 2005 as a part of the multi-donor committee (CMB). Active members include: UNIFEM, UNFPA, UNDP CIDA, GTZ, UNESCO, ILO, and the EC.

2. Key Contextual Factors

External Context

The Cameroonian context presented some supportive factors for the implementation of the program:

- The existence of the GTEG, that provided a good entry point to the program
- The fact that Cameroon was committed to the MDGs, the PD, the CEDAW, and the Beijing Platform for Action: these international frameworks provided more legitimacy to what the program was trying to achieve at the country level
- The fact that a “gender equality discourse” was already present, promoted by GE advocates inside and outside the Government, provided a basis for further action

However, several factors have negatively affected the program:

- The government’s slow and heavy bureaucracy
- Weak capacities among the program’s key governmental partners, in particular MINPROFF, which resulted in difficulties in effectively institutionalizing a gender dimension in different ministries and an inability to mobilize funds
- Implementation delays due to heavy workload of government implementing partners
- High staff turnover in the government
- Limited GE technical capacity available in the country

Internal Context

The UNIFEM office opened in 2004 and now UNIFEM is a well established, well respected organization in Cameroon, appreciated in particular for its technical competency. This has contributed to the program being well received among Cameroon partners. The vast majority of stakeholders who were consulted, praised the very good working relationship they have with UNIFEM, often based on good personal relationships with UNIFEM staff, and the commitment and availability of the National program Coordinator (NPC). The NPC has been very engaged since its very beginning and has not changed during the program implementation period, allowing for continuity and stability. However, it was widely recognized that UNIFEM’s human and financial resources, both overall and more specifically for this program, are limited and often stretched, affecting UNIFEM’s ability to deliver on all of its commitments.

There were some delays in program implementation due to: 1) UNIFEM Sub-Regional Office delays in making 2010 funds available to the Cameroon office, due also to the late approval of the SRO budget; and 2) the late submission of training modules from headquarters to Cameroon (translation in French took longer than expected), which in turn delayed the adaptation and conduct of training at the national level.

The program in Cameroon worked very closely with the Ministry of Economy, Planning and Regional Development (MINEPAT), with whom it signed an MOU, with MINPROFF, and with several local NGOs. It also had a strong partnership with the EC Delegation in Cameroon, at least for the first two years. We will explore this further in section 5. The program put in place a National Steering Committee (NSC), through a ministerial decree following the National Consultations in 2008. The NSC is chaired by MINEPAT and includes members from the government, development partners, and CSOs, providing oversight and guidance to the program. The NSC is valued as an appropriate management mechanism as it allowed for the building of local ownership and for involving key stakeholders. However in practice, because of the busy agenda of its members and in particular of its chair, the NSC only managed to meet twice during the program implementation period, thus fulfilling a more political rather than an operational role. UNIFEM found pragmatic solutions to this problem, such as holding smaller operational meetings

with selected partners' representatives. Another issue that was raised by certain stakeholders was that the EC/UN Partnership in Cameroon, given the important role played by MINEPAT, was to a certain extent perceived as too "MINEPAT-centric". Some other partners felt not fully involved and attributed this to the program's unsatisfactory communication and outreach strategy.

3. Key Achievements/Results at the Output Level

Output 1. Relevant tools and information on main-streaming gender equality into national dev. processes in the context of AE are available and accessible.

There is mixed evidence as to the extent to which the project has made tools and information on mainstreaming GE into AE available and accessible to project partners in Cameroon.

The Mapping Study was finalized and disseminated through a validation workshop followed by National Consultations in May 2008. According to a few stakeholders, it was useful to increase understanding of GE and AE issues and as an evidence base for advocacy. However the Mapping Study does not appear to be very well known among the stakeholders who were interviewed, in particular those who became familiar with the program only during its second phase.

The training modules developed by the ITC-ILO were adapted to the local context, used for two training sessions (in English and French) in 2010 and distributed to all training participants in electronic format. Overall, the stakeholders who were consulted were positive about these training modules, both in terms of content (reported as very innovative, enriching, although more Cameroon-specific case studies and examples would have been appreciated) and in terms of format (flexible, participatory, although a little too "packed" given the limited time available). It is too early to say to what extent the modules have been made accessible to local partners beyond the training participants.

Very few of the stakeholders who were consulted had participated in the on-line course: those who did had very positive comments.

The program also supported MINEPAT in developing PD and GE dissemination materials.

Output 2. Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels

According to all of the stakeholders who were consulted, the program's key achievement has been the increased awareness, comprehension and interest of the government, and in particular of decision makers and budget and planning officials in MINEPAT on issues of GE, PD and AE, the linkages between GE and development, as well as in the importance of mainstreaming gender in national planning and budgeting processes. The expression "eye-opener" in relation to this program was used by several stakeholders. According to many of them, increased awareness is showcased by the increased demands from the government for integration of gender perspectives in key development documents and for institutionalization of gender mainstreaming and GRB. This has been achieved to some extent through the National Consultations, but more so through the direct work with MINEPAT (sensitization and technical support), and policy dialogue through the Technical Working Group on GE (GTEG). Also the work done by the program in preparation for the Ghana HLF 3 was seen positively from an awareness raising perspective.

The program has also contributed to raise awareness amongst other groups, including Parliamentarians, and recently CSOs, of the importance of monitoring and lobbying for gender issues within national development and budgeting processes.

Output 3. International, regional, and national multi-stakeholder groups (e.g. working groups, networks, and coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda

There is evidence that the program has contributed to this Output, mainly through the NSC and even more so through the GTEG.

A Multi-stakeholder platform (National Steering Committee - NSC) was formed, including members from government (Ministries of Planning, Women, Finance), development partners (UNIFEM, UNDP, EC, CIDA), United Cities and Councils of Cameroon representing the decentralized level and CSOs (WIRA, Gender lenses). It was formalized through a decree issued by the Ministry of Planning, with the mandate to participate in the national development planning and the aid processes, including beyond the end of the program. Despite the limitations pointed out above, the NSC has contributed to dialogue among diverse stakeholders on how to integrate a gender perspective in national development processes.

UNIFEM is a founding member of the GTEG, created in December 2005 as a part of the multi-donor committee (CMB). Within the framework of this program, UNIFEM has played an important role in mobilizing the GTEG in favour of the GE and AE agenda and for mainstreaming gender in national development processes. In particular, the GTEG has undertaken advocacy and policy dialogue efforts and provided technical support to the MINEPAT to engender Cameroon's long term development strategy (Vision 2035) and medium term strategy (the PRSP II first, and then, when it was abandoned, the Strategic Document for Growth and Employment-DSCE); to the MINEPAT to institutionalize GRB (through the inclusion of a specific provision in the annual budget circular for 2010-2011), to the MINPROFF for the development and validation of the National Gender Policy; to the National Assembly for awareness raising and capacity development of the Members of Parliament on gender sensitive budgetary and planning processes. The program has also pursued through the GTEG, increased coordination and "division of labour" among GTEG members, on initiatives to further GE mainstreaming in Cameroon.

UNIFEM is currently the chair of the UN Sub-Thematic Group on Gender, which provides a forum for discussion and coordination among UN agencies on Gender. UNIFEM has used this forum to further ECPartnership priorities with sister agencies.

Output 4. National partners' capacity for effectively mainstreaming gender equality and women's human rights into national development processes strengthened.

There is a wide agreement among the stakeholders who were interviewed that the program has contributed, at least to some extent, to increased capacities among government representatives, parliamentarians and to a lesser extent CSOs.

In its first phase the program focused significantly on identifying, assessing and using entry points for the integration of a gender dimension in the AE agenda, and also strengthening individual competencies of national partners in using GRB. Staff at decision making positions in the Ministry of Finance and the Ministry of Plan and Economy acquired knowledge on gender mainstreaming in planning, implementation and budgeting, including GRB techniques. This GRB capacity building component was then continued and broadened under the UNIFEM-EC GRB and the Aid Effectiveness program.

During its second phase the program has focused more on increasing national partners' knowledge and skills on GE and the AE agenda. Training modules provided by the ITC-ILO were adapted to Cameroon's needs and audience, and two workshops, one in French and one in English, using the adapted training modules were held in 2010. Almost 80 representatives from government, CSOs and development partners acquired increased knowledge on GE and its linkages with the AE agenda as well as on gender-sensitive planning and budgeting. Participants were also given the tools (training modules and instructors' manuals) to share and re-use the training in their own organizations. While participants, trainers and observers were positive about the immediate results of the trainings, it is too early to assess to what extent acquired capacities will actually be used by participants and in what way. There is an agreement that these trainings

constitute an important first step towards strengthening national capacities on GE and AE, but there is a need to follow up both in terms of further capacity building but also in terms of monitoring how capacities are used at the institutional level.

The program, in collaboration with other GTEG members, has also contributed to strengthening the National Assembly knowledge on GE and AE and the importance of holding the government accountable for its GE commitments, including in budgetary and planning processes. As a result of sensitization and training on GE, parliamentarians in Cameroon created a Gender Thematic Working Group (a network for the promotion of gender) at the National Assembly that has been recently institutionalized by the President of the National Assembly.

The program has also contributed to strengthening the Ministry of Women's Empowerment and Family (MINPROFF). Following a request by the Ministry of Women's Empowerment and Family, 40 gender focal points, who had been appointed in all line ministries but whose capacities were very limited, have been sensitized and trained on GE concepts, gender analysis, GRB, Gender Normative and Policy Frameworks, and gender mainstreaming approaches and tools (the program has supported 3 trainings between 2008 and 2009). The program (through GTEG) also contributed to the development of the Gender Policy which is now undergoing final validation by supporting the MINPROFF with technical and financial inputs to the drafting and validation process. According to the MINPROFF, GTEG's support in this respect was crucial to finalize the Policy within the year, thus providing an important institutional and orientation framework for gender mainstreaming in all sectors. In addition, the program, through GTEG, is currently supporting the institutionalization of the role of the Gender Focal Points within the Framework of the new Gender Policy, by providing technical and logistical support to the development and validation of Gender Focal Points TORs.

The program has further strengthened the capacity of the EC delegation in Cameroon to mainstream GE considerations in its strategies and programs, as further explained in the thematic vignette at the end of this profile.

Output 5. Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325

Stakeholders who were consulted agreed on the fact that the program's achievements in this area have been limited. Indicators to monitor development and aid processes were specified during the national consultations. In 2009, three of the gender indicators proposed by the program were submitted to the Ministry of Economy and Planning with a request to be included in the monitoring framework of the National Operation Plan of the Paris Declaration (POPD), which was under development. However the POPD has not been finalized to date, and as a consequence the indicators have not been approved yet. UNIFEM has decided to change strategy in this respect, and is now participating in the National Reference Group of the 2010 Evaluation of the Implementation of the PD in Cameroon, in order to ensure that a GE perspective is included.

The program has also, at least to some extent, contributed to strengthening the accountability role of parliamentarians in respect to government GE commitments (through training and support to the creation of a Gender Working Group and the National Assembly) and has recently started working with CSOs for the same purpose. Following the AE and GE trainings there were first steps to create a GE and AE working group among participants, which would serve as a lobbying and informal monitoring mechanism. However, both of these efforts are still too recent to actually assess to what extent they will be able to monitor and keep the duty-bearers accountable for the implementation of GE commitments.

Output 6. Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)

Multi-stakeholder recommendations and key advocacy messages for the HLF 3 were prepared in Cameroon, during the National Consultations. In order to document best practices, a case study on incorporating a gender perspective into EC programming was prepared for the HLF 3. UNIFEM supported the participation of the NPC and one technical staff from the Ministry of Planning participated in HLF 3 related events.

4. Contribution to Expected Outcomes

Overall, there is a sense among the stakeholders who were consulted that the program was a good start, and that some instrumental achievements have been reached, which will help push the GE and AE agenda forward. However, there is a widely recognized need for sustained action, especially in terms of strengthening and institutionalizing capacities, and developing follow up, monitoring, and accountability mechanisms.

Outcome 1 National government and public actors- including government decision-makers and staff in line ministries, parliamentarians, judiciary and law enforcement - increase efforts to include GE in national development processes & related budgets.

Different actors have observed that at the national level, the government has increased its demand for action on GE and its acceptance of recommendations by gender advocates. There is wide agreement that this program has contributed to several achievements including the following:

- Following National Consultations and the work done by the Gender Equality Working Group to identify and address gender gaps within Cameroon's long-term vision, Cameroon's Ministry of Economy and Planning accepted the gender recommendations submitted through the Multi-Donor Committee for its Growth and Employment Strategy Paper and long-term Vision 2035.
- Awareness raising and capacity building on the integration of a gender perspective into the national budgetary process, together with advocacy and technical inputs provided by the GTEG to the MINEPAT, led to the inclusion of a clear directive to integrate gender into national policies in the government's 2010 Budget Circular (paragraph 15).
- Similarly, technical support and policy dialogue through the GTEG, contributed to the development of the Gender Policy and the beginning of its validation process by the MINPROFF, as well as to a strengthened role of the Gender Focal Points in line ministries.
- Finally, joint GTEG members' sensitization and capacity building efforts have resulted in the creation and institutionalization of a Gender Working Group at the National Assembly.

In relation to these achievements, attribution is difficult, as most of these achievements were combined with GTEG achievements.

Outcome 2. Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes.

Limited progress has been made towards this outcome: the program has only recently started working on strengthening the CSOs and gender advocates' capacities to play a more active role in policy dialogue in relation to GE in national development processes.

Outcome 3. Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes.

Work undertaken with the EC delegation has resulted in a GE perspective being strengthened in the EC Delegation's Country Strategy Paper for the 10th EDF (gender sensitive elements in the context, objectives, strategies and actions) and integrated in the EC Road Infrastructure program.

There is also some evidence that the program, through its work with the GTEG and the UN Gender Group, has influenced certain development partners' approach to GE within an AE perspective.

5. Partnership between UNIFEM and the EC

UNIFEM Cameroon and the EC Delegation in Cameroon established a strong relationship since the beginning of the program. The EC was an active and visible partner in the initial activities of the program such as the Mapping Study, the project launch and the national consultations. The EC was also an active member of the NSC. In addition, UNIFEM and the EC engaged in a process to engender the EC's own programs in Cameroon, more specifically the Country Strategy Paper 2008-2013 and a Road program under the 10th EDF (see thematic vignette).

This Partnership was built at different levels within the EC: from a cross cutting gender perspective (thanks to the involvement of the Gender Focal Point); at the sectoral level (thanks to the involvement of the Infrastructure division); and at the policy level, thanks to the buy-in of the EC Representative. From the UNIFEM side, both the NPC and the Country Representative played an important role.

However in 2009, when both EUD Focal Points (Gender and Infrastructure) and the Representative were transferred to other countries, the collaboration between UNIFEM and the EC at the country level slowed down. When the new staff members arrived, UNIFEM tried to re-establish the relationship but in the absence of clear guidance from EC HQ, this has only been moderately successful. The collaboration with the Infrastructure Division started again, but in a very technical and selective way. Beyond the Road program, the Infrastructure Division is currently not aware of the broader framework of the EC/UN Partnership on Gender in Development and Peace. The new Gender Focal Point also has many other responsibilities, and her contacts with UNIFEM on the EC/UN Partnership are minimal.

The trajectory of the Partnership between UNIFEM and the EC in Cameroon shows that this Partnership was built upon good personal relationships between the people involved, rather than being institutionalized.

6. Conclusions

Programming strategies: work in Cameroon has focused on: advocacy, policy dialogue and coordination of multiple stakeholders (NSC and GETG); capacity building of partners and technical support (on GRB in the first phase and on GE and AE in the second); engendering EC Programming (Road program under the 10th EDF); and to a lesser extent research (Mapping Study) and PD monitoring and indicators development.

Factors affecting performance: the Cameroon context presented positive entry points for the program, However low managerial and technical capacities and high staff turnover in key partner organizations negatively affected it. The program benefited from a well-established and respected UNIFEM presence in Cameroon (although under-resourced), from its management dedication and continuity, and from the buy-in of key partners. The program suffered from delays in implementation and from a weak outreach strategy.

Achievement of outputs: the program's key achievement has been the increased awareness, comprehension and interest of Government officials on issues of GE, AE, and the linkages between GE and development; and of Parliamentarians and more recently CSOs on the importance of monitoring and lobbying for gender in national development and budgeting processes (output 2). The program has also strengthened multi-stakeholder dialogue and coordination on GE in the AE agenda and in national

development processes, through the NSC and the GTEG (output 3), and in preparation for the HLF 3 (Output6). The program has contributed to increased capacities on GE in development and budgeting processes among Government representatives, Parliamentarians and to a lesser extent CSOs and on gender mainstreaming for the EC (Output 4). There is mixed evidence on the extent to which the project has made tools and information on GE and AE available in Cameroon (output 1): a Mapping Study was developed, but it is not widely known; the ITC-ILO training modules were adapted, used and disseminated, but late in the program. The program has made limited progress in having GE indicators integrated in national development monitoring mechanisms. However the program has to some extent contributed to strengthening the accountability role of Parliamentarians in respect to the GE commitments (output 5).

Contribution to outcomes: the program has contributed, in combination with the GTEG, to Government's increased demand for action on GE and acceptance of recommendations by gender advocates (outcome 1). Work undertaken with the EC delegation has resulted in a gender equality perspective being strengthened in the EC Delegation's programming in Cameroon. The program has also to some extent influenced certain development partners approach to GE (outcome 3). Limited progress has been made towards outcome 2, as the program has only recently started working on strengthening CSOs' capacities for policy dialogue.

EC/UN Partnership: UNIFEM the EC Delegation in Cameroon established a strong relationship since the beginning of the program. The EC was an active and visible partner in the program's activities and joint work was conducted to engender the EC own programs in Cameroon. However key staff turnover within the EC has significantly affected the depth and breath of the partnership. This shows that this partnership was built upon good personal relationships between the people involved, rather than being institutionalized.

THEMATIC VIGNETTE*Engendering EC programming and/or EC country strategies*

The EC and UNIFEM started working together in Cameroon in the framework of the EC/UN Partnership on Gender Equality, at the end of 2007 to ensure that GE considerations were mainstreamed in the EC Country Strategy Paper for 2008-2013. Following this successful experience, UNIFEM and the EC decided to move their collaboration forward and to engender a concrete sectoral program. A pilot Road program was selected for this purpose. This choice had a strong demonstrative potential, because it proved that GE considerations could be meaningfully integrated in any development program, including in non traditional sectors, such as infrastructure, when linked to the MDGs. At the time, integrating gender measures in road programs was very new for the EC, however, informal experiences existed showing the potential added value of this approach from a human rights and development perspective.

With the EC/UN Partnership support, a national consultation forum on how to improve the roads to meet women's needs was conducted in April 2008, involving government partners, donors, NGOs, road construction companies and women's representatives from the Road program target areas. An expert from ITC-ILO contributed to the workshop. Following the forum a participatory study in the targeted road segment was conducted by the EC with UNIFEM technical support to identify concrete measures to meet women's needs. Findings from the forum and from the study were integrated in the Gender Measures of the Road program and funding for them was specifically put aside in the Financing Agreement for the 10th EDF. During this whole process UNIFEM and EC HQs were very supportive.

Up until this point the collaboration between UNIFEM and the EC to engender the EC Road program had been very successful, it showed that the link between GE and the achievement of the MDGs could motivate gender mainstreaming in any development program; it provided a practical example on how to do it; it sensitized stakeholders such as contractors to these issues who had never before been exposed to them; it provided an opportunity for a diversity of stakeholders, including women in affected areas, to reflect together on what a women-friendly road program is. These results were also shared with other EC/UN Partnership pilot countries.

However, the staff turnover that affected the EUD in 2009 delayed the beginning of the Road program's gender measures implementation for more than a year. At the time of data collection, the implementation was expected to start in October 2010. Punctual contacts between UNIFEM and the EC on the Road program had started again in preparation of the implementation phase. For example, the EC asked UNIFEM for technical inputs in the selection of implementing NGOs in the Road Segment. It appears that the EC infrastructure division currently envisages UNIFEM's role as a technical expert to be consulted on an as-needed basis. The process of engendering the EC Road program appears completely disconnected from other program components, as shown by the fact that other program stakeholders are not aware of it. This may partly be due to the fact that the EC no longer plays an active role in the NSC or in the GTEG.

At this point it is recognized by both UNIFEM and the EC that there is a strong need to ensure that the gender component is actually implemented and monitored in terms of results for women. In this respect there is room for continued joint work between UNIFEM and the EC.

Country Profile: Democratic Republic of Congo (DRC)

1. Summary of Initial Situation

The DRC is one of the poorest countries in the world. Decades of conflict have led to the exacerbation of existing poverty and have undermined economic and social development. While the DRC possesses enormous natural resources, public aid contributions consist of nearly one third of the GDP and the country is highly dependent on external resources. The top multilateral donors are the World Bank followed by the European Commission (35 percent of aid to development received by DRC) and UN agencies, consisting in total of 76 percent of total aid. Since 2006, the DRC has developed a Poverty Reduction Strategy Paper (PRSP) for the period of 2006 to 2009. Development partners have established a Country Assistance Framework (CAF) based on the five pillars of the PRSP and in each of the three years covered by the PRSP, a Priority Action Plan (PAP) was developed, also derived from the PRSP and CAF. The PRSP was then considered as the main policy document for the country; even the “Cinq Chantiers de la République”, the main policy for the current government, was extracted from the PRSP. This main policy was not gender sensitive and so neither were any of the policies, strategies or program that were derived from it.

The 2008 Mapping Study developed by the EC/UN Partnership found that:

- Government activities to address issues of gender equality (GE) and the improvement of women’s living conditions are solely undertaken within operations of the Ministry of Feminine Condition and Family (whose budget consists of .01% of the annual national budget). Issues of gender integration in the budget process and the budget itself are non-existent.
- High turnover within the civil service makes the establishment of gender focal points difficult. Where focal points exist, their level of influence is very low because these posts are offered to staff without decision making power.
- Most development projects suffer from low integration of gender analysis in the design, planning and implementation stages.
- Support geared towards GE is solely made through an integration strategy, as opposed to projects directly promoting women’s human rights.
- In 2003, the Ministry of Feminine Condition and Family developed a strategy document to integrate gender into the reconstruction process within policies and sector programs. However women are marginally involved in the Disarmament, Demobilization and Reintegration program, and issues of GE and the human rights of women remain insufficiently integrated and financed in the peace and reconstruction process.

Throughout the program implementation period, the situation in DRC, as far as GE is concerned, has remained very difficult. DRC ranked 150th out 155 countries on the gender related development index of 2009¹. The DRC Country Gender Profile (2009) illustrates a considerable dearth of GE, particularly the lack of women’s access to basic social services, justice, education and revenue; limited representation in leadership and decision making positions (8% in parliament, 5% in government); and extremely high levels of violence against women, especially perpetrated in the context of armed conflict. This reflects, in part, a lack of capacity and the absence of dialogue on GE at all levels.

¹ Human Development Indicators - http://hdrstats.undp.org/en/countries/country_fact_sheets/cty_fs_COD.html

2. Key Contextual Factors

External Context

At the country level, capacity gaps among key partners have negatively affected the program. Managerial and decision making limitations in the National Women's Machineries (NWM) and its insufficient knowledge of AE and GE have led to slow implementation. Similarly, women's organizations and advocates are not specialized in GE and AE and have traditionally focused on issues of violation of rights and sexual violence. They have only recently started (also in relation to this program) to get involved in activities concerning GE and AE. However, according to a Civil Society Organizations' (CSO) representatives, this is just the beginning and the process is very slow. The persistence of conflict in some parts of the country has been a serious threat to program implementation and remains a key obstacle for the sustainability of results.

The approval of the Law on Decentralization in 2008 has strongly impacted on the program². In the new context set by the Law on Decentralization, provinces have started to prepare development plans at the provincial level as part of the elaboration of the PRSP 2 which has adopted a bottom-up approach. In order to respond to this new situation and to align with national priorities, the program has reoriented its activities for the last year to focus on a national advocacy campaign on the integration of GE in the AE agenda at a decentralized level.

The Accra High Level Forum (HLF) on AE has drawn the attention of all stakeholders to focus on the issue. Donor agencies, UN agencies and CSOs now regularly share data on aid flow in the Plateforme de Gestion de l'Aide et des Investissements (PGAI), managed by the Ministry of Planning, which coordinates AE matters. This provides a coordination mechanism to reach all stakeholders. The eligibility of DRC to the Heavily Indebted Poor Country (HIPC) initiative has also garnered the attention of all stakeholders in following up on aid issues. The Donor Gender Thematic Group that had been largely inactive until September 2009 has recently been revitalized.

Internal Context

According to UNIFEM, some characteristics of UNIFEM's organizational structure led to delays in program implementation, e.g. too much bureaucracy and dependency on sub-regional offices for the release of funds, as well as a lengthy approval processes. As a consequence, the implementation of certain activities (e.g. the integration of GE into the national labor policy) was delayed. Also, a change in the NPC in 2009 temporarily³ affected the continuity of the program and contributed to some loss of corporate memory.

Although there was no formal National Steering Committee (NSC) in place in DRC, the program has utilized existing coordination mechanisms to involve stakeholders in program implementation especially in its last year of implementation. These include the Thematic Group on Gender, led by the Ministry of Gender and involving donor and UN agencies, CSOs and independent gender experts, which has been an entry point for involvement of diverse stakeholders in program implementation. This also includes the One-UN Gender team, which has provided ground for UN agencies to better discuss support to be given to implementing partners, and there is also some evidence that this group was used to discuss contributions from other sister agencies with the aim of joint programming.

It was further mentioned that very good collaboration with the broad network of implementing partners has also helped to get stakeholders involved in program activities.

² The law was approved but is not applied; discussions are still ongoing between the national government and provincial ones.

³ The first NPC left in January and the replacement was completed in May 2009

3. Key Achievements/Results at the Output Level

Output 1. Relevant tools and information on main-streaming gender equality into national dev. processes in the context of AE are available and accessible.

The Mapping Study was finalized, and its results widely disseminated through National Consultation (80 participants including high-level officials from the government and representatives of political parties, CSOs, women's organizations) and a media campaign.

An in depth study on the implementation of Security Council Resolutions (SCR)1325 and 1820 and AE has been conducted in the DRC, with the objective of providing concrete findings and recommendations to advance and improve national response and financing of women's specific security and peace building needs. It is currently being finalized at UNIFEM HQ.

Some of the materials produced by the program have helped in the design of the National Strategy on the Integration of GE in development processes, developed by the Ministry of Gender. In addition, program materials available on the website and the online training modules have been useful to UNIFEM DRC as internal capacity building tools, and to bring new staff up-to-speed on the overall program, including program activities in other countries.

Output 2. Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels

The program's key achievement in DRC has been raising awareness of duty bearers and right holders on the AE agenda in relation to GE and on the importance of financing for GE both at the central and decentralized levels. The program has also drawn attention on the implementation of the SCR1325, which is regarded as key in addressing GE in conflict and post-conflict settings such as DRC.

National consultations were used to advocate to high level government officials and other stakeholders on the importance of mainstreaming gender in the DRC Paris Declaration Action Plan (PDAP) and in the mechanism for implementation and monitoring PRSP, and particularly on the agenda of Roundtable 7 on Fragile States for the HLF 3. A media campaign, lead by specially trained media actors, disseminated mapping results to the wider public through television and radio.

During the third year of implementation, the program focused on raising awareness of decision makers at the decentralized level. Following the adoption of the law on decentralization and in the process of developing the second generation PRSP (PRSP2), the DRC is preparing local development plans for each of its 11 provinces, led by provincial governments. Given the lack of gender considerations in the current PRSP1, the EC/UN Partnership identifies awareness building for decision makers at the provincial level, of the need to integrate and budget for GE, as an important priority, as well as support to civil society and women's organizations to play a more active role in advancing advocacy and awareness. In this context the EC/UN Partnership provided support to a provincial level nation wide campaign, coordinated by the Ministry of Planning together with the Ministry of Gender, Family and Children (MGFC), aimed at promoting awareness of the PD and related commitments and agendas at the provincial level. Thanks to the EC/UN Partnership's support, the campaign focused on increasing national and local dialogue on GE, better integrating gender considerations in local development plans, policies and budgets, as well as strengthening civil society and women's organizations ability to demand greater accountability to addressing women's needs and priorities. The campaign reached diverse audiences (parliamentarians, government officials, civil society) in 11 provinces and resulted in the creation of 24 local women's committees.

Output 3. International, regional, and national multi-stakeholder groups (e.g. working groups, networks, and coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda

According to the program reports, following the national consultations, multi-stakeholder coalitions were formed at the national level in order to carry out advocacy with government and development partners and awareness of the whole community on the merits of integrating gender into the effectiveness of official development assistance.

During its last year of implementation the program succeeded in bringing together government, CSO, donors, UN agencies and other actors to reflect on gender gaps in key national processes, for example the review process of the PRSP 1 from a gender perspective. This has been possible through the reactivation of the Sub-thematic Group on Gender for government-donor coordination and its transformation into a Thematic Group, to which the program strongly contributed. Prior to the launch of the PRSP 2 process, there was only a Sub-thematic group on gender chaired by the Ministry of Gender and with Belgium and UNIFEM as co-secretaries. The sub-thematic group was under the leadership of the Social Affairs Thematic Group. Advocacy has led to the establishment of a Gender Thematic Group as such, with increased influence and decision making power than a sub-group. The program, through the Thematic Group on Gender, has also supported the design, validation and adoption of the national policy on gender.

The program has set up mechanisms for dialogue at a decentralized level, thus promoting the culture of gender mainstreaming at a community level. The advocacy campaign has succeeded in setting up 24 Local Committees for women in 11 provinces to serve as entry points for increased dialogue at community and grassroots levels.

Output 4. National partners' capacity for effectively mainstreaming gender equality and women's human rights into national development processes strengthened.

The program has not achieved the expected results in terms of building national partners' capacities, in particular on GRB and the linkages between AE and GE. Although the program developed a capacity development plan based on consultation with stakeholders, capacity building did not unfold as planned because of changes in government and other donors' priorities, language issues (most of the training materials produced by the program at global level were in English, and French translations, where available, came late during the implementation process) and limited resources.

However the program has succeeded in supporting national partners' capacity development for gender mainstreaming through technical assistance to the Ministry of Gender in designing national policies on gender issues (in Particular the National Policy on Gender), the National Action Plan on the implementation of SCR1325 and mainstreaming GE in the AE agenda.

Output 5. Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325

The program has achieved less than hoped for in the production and integration of gender sensitive indicators in the monitoring of the PD implementation. After some initial work for the development of gender sensitive indicators, the official in charge of this retired from the Ministry of Planning, and the momentum built in this respect was lost.

However, the program has achieved some initial results in supporting informal monitoring and accountability mechanisms at the provincial and local levels, where the Women's Committees, set up as a result of the advocacy campaign, will act as "watch dogs" and demand accountability from decision makers on the integration of GE in governmental planning and budgeting.

There is also some initial evidence that the findings from the Study on 1325, shared with the EU Informal Task Force on Women, Peace and Security, have contributed to the selection of gender sensitive indicators to measure the implementation of the “EU Comprehensive Approach on the Implementation of Security Council resolutions 1325 and 1820”.

Output 6. Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)

There is evidence that the program achieved this output: Following National Consultations, messages for gender mainstreaming in the New Aid Modalities (NAM) were shared with the DRC delegation to the HLF3, which was co-chairing the Round Table on Fragile States. The program also actively participated in preparing the Declaration of Kinshasa, which was released at a preparatory workshop on Fragile States in Kinshasa.

4. Contribution to Expected Outcomes

After only 3 years of implementation, it is difficult to measure whether the program has reached the expected outcomes; however, there is evidence that it has contributed to creating a more conducive environment for the achievement of these outcomes in the future, provided that sustained support is available.

Outcome 1. National government and public actors- including government decision-makers and staff in line ministries, parliamentarians, judiciary and law enforcement - increase efforts to include GE in national development processes & related budgets.

There is some evidence that the program, through its awareness raising and advocacy, has contributed to duty bearers in DRC, in particular within the national government, being more interested in GE issues and discussing their projects with UNIFEM and other members of the Sub-Thematic Group on Gender to ensure that they integrate GE in policies, strategies, processes.

It also appears that sensitized decision makers at the provincial level are now more committed to integrating GE in decentralized development processes. However the extent to which they will actually do so will largely depend on sustained support and on the functioning of formal and/or informal follow up and monitoring mechanisms.

The program has further contributed, through support to the Ministry of Gender’s advocacy efforts, to the recognition of the Thematic Group on Gender as a key player, and of gender as a cross-cutting issue in the design and implementation of the PRSP II.

Some changes in terms of policies and strategies are positive signs on the road of increased efforts toward GE. These include the adoption of the National Policy on Gender and the National Action Plan on the implementation of SCR1325.

Outcome 2. Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes.

There is some evidence that the awareness and knowledge built by the national consultations and more so by the nationwide advocacy campaign have contributed to strengthen GE advocates, especially at the provincial and local levels. The creation of Provincial and Local Women’s Committees is another positive change in this respect. It was reported that women’s committees have requested the installation of gender help desks in all provinces, documentation and information centres as well as capacity building on the promotion of women’s rights and GE. However, it is too early to assess to what extent strengthened GE advocates will effectively engage in policy dialogue.

Output 3. Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes.

Progress towards this outcome has been limited, because of the weak relationship with the EC (see next point). However there is some evidence that the leadership provided by UNIFEM to the Sub-Thematic Group on Gender is a good step in the direction of influencing donor's behaviours in relation to GE. Examples of this trend are the work on the review of the PRSP 1 and on the National Gender Policy.

5. Partnership between UNIFEM and the EC

Throughout the program implementation period there has been very limited contact, interaction, and collaboration between UNIFEM and the EC at the country level. To the evaluators' knowledge, the EC delegation in DRC only had a focal point/counterpart for this program at the very beginning and that the position remained unfilled after the individual left.

This situation had significant negative impacts on the program:

- The program has not been able to mainstream GE in programs supported by the EC.
- According to UNIFEM, given the EC's weight as a donor in the DRC, it was supposed to help the program build partnerships with other donor agencies. This did not happen, and as a consequence, the program was not able to involve donors in program implementation as much as expected (except lately through the Gender Thematic Group).

6. Conclusions

programming Strategies: Work in DRC has focused on the following areas of action: research and production of an evidence base (Mapping Study and Study on SCR 1325 and 1820); advocacy (public media campaign) and coordination with multiple stakeholders (National Consultations, Sub-Thematic Group on Gender); capacity building of partners and technical support (on GRB, AE and GE, and gender mainstreaming); and monitoring and accountability mechanisms (through Women's Committees).

Factors Affecting Performance: the context in DRC has not been very conducive to program implementation. The persistence of conflict in some parts of the country has been a serious threat to program implementation, which was also affected by capacity gaps among key partners, by a change in the NPC and by UNIFEM's delays in releasing funds. However the program benefited from UNIFEM's good relationships with local partners and of the interest built on AE issues by the HLF-3.

Achievement of Outputs: The program's key achievement in DRC has been raising awareness of duty bearers and right holders on the AE agenda in relation to GE and on the importance of financing for GE, both at the central and decentralized levels, and on the implementation of the SCR1325(Output 2). The program has made relevant information available on GE implementation in national development processes thanks to the Mapping Study, the Study on the implementation of SCR 1325 and 1820, and a public media campaign (output 1). The program brought together stakeholders through the reactivation of the Sub-Thematic Group on Gender and successfully established mechanisms for dialogue at the decentralized level (Output 3). The program has succeeded in strengthening the Ministry of Gender capacity for gender mainstreaming, but did not achieve expected results in terms of building national partner's capacities on GRB, AE and GE (Output 4). The program has achieved less than hoped for in the production and integration of gender sensitive indicators in the monitoring of the PD implementation. However, the program has achieved some initial results in supporting informal monitoring and accountability mechanisms at the provincial and local levels (Output 5). The program achieved the creation of a common advocacy agenda on GE in HLF on AE in Ghana (Output 6).

Contribution to Outcomes: the program has contributed to raising the interest, and to a certain extent the commitment, of duty bearers in DRC, at the national and provincial levels, in favour of GE and gender mainstreaming (Outcome 1). For Outcome 2, the awareness and knowledge built by the program, have contributed to strengthen GE advocates, especially at the provincial and local levels. However, it is too early to assess to what extent strengthened GE advocates will effectively engage in policy dialogue. Progress towards Outcome 3 has been limited.

EC/UN Partnership: Throughout the program implementation period there has been very limited contact, interaction, and collaboration between UNIFEM and the EC at the country level.

Country Profile: Ethiopia

1. Summary of Initial Situation

When Ethiopia was selected as a Pilot Country for the EC/UN Partnership the national context was considered to be conducive for the program's implementation, despite some existing challenges, as explained below.

Since May 1991 the government has formulated a number of national policies and development strategies. In order to bridge the gender gap and meet some basic human rights principles, most national legislation concerning women's rights was reviewed and international conventions ratified. In 1993 the government announced a National Policy on Women, and a solid conceptual basis for gender equality (GE) was included in the 1994 Constitution through Articles 34 (Marital, Personal and Family Rights), 35 (Rights of Women) and 36 (Rights of Children). The Family Law and the Penal Code were also revised. However, the implementation and enforcement of relevant laws and policies was still a major challenge. In 2004 and 2005, in-depth situational analyses were carried out under the auspices of the Women's Affairs Office (WAO), and the results contributed to the formulation of the National Action Plan for Gender Equality (NAP-GE 2006-2010). The second phase of the Poverty Reduction Strategy Paper (PRSP), called the Plan for Accelerated and Sustained Development to End Poverty (PASDEP), valid for the five-year period 2005/06-2009/10 and released in September 2006, explicitly addresses gender issues through one of its eight pillar strategies which proposes to *unleash the potentials of Ethiopia's women*, and commits to incorporating the National Action Plan for Gender Equality (NAP-GE) into its plan of action. The Ministry for Women Affairs (MOWA) was established in 2006. In addition there was already a political commitment to Gender Responsive Budgeting (GRB) within the Ministry of Finance, although capacities to actually implement GRB were very low. Each ministry, bureau and legislature also had mechanisms in place to ensure that sex-disaggregated data is available. However, sex-disaggregated data was not widely used to measure changes resulting from gender equality commitments in the national development strategy.

Ethiopia, as a member of the Intergovernmental Authority on Development (IGAD), participated in initiatives promoted by the IGAD/UNIFEM Gender program. For example, in 2006 representatives from MOWA, the Ministry of Finance and Economic Development (MoFED) and the Network of Ethiopian Women's Associations (NEWA) participated in a regional workshop in Djibouti on aid effectiveness (AE) and GE and women's rights in the New Aid Modalities (NAM). The recommendations were endorsed by the 5th Regular Meeting of Ministers in Charge of Women/Gender Affairs. However, the Paris Declaration (PD) and the concept of AE in relation to gender equality were still considered to be very new and were largely unknown among Ethiopian government officials and gender advocates. While various capacity building initiatives on GE had been launched at the federal and regional levels, the Mapping Study pointed out a considerable need for capacity building of stakeholders for engendering NAM.

Despite the positive overall political and legislative context, several factors were negatively affecting GE, in particular traditional gender roles and the effects of conflicts and natural disasters that have affected the region in recent years, gaining Ethiopia a ranking of 85th place (out of 109 countries) in terms of Gender Empowerment⁴. Despite their valuable contribution to the economy and society, women in Ethiopia are disadvantaged in every sector. Women in Ethiopia suffer from violations of their fundamental human rights through socially endorsed and accepted harmful practices, lack of reproductive rights, and discrimination at the institutional level, reinforcing the level of inequality between men and women. The negative effects of this inequality are reflected in indicators demonstrating women's comparatively poor health levels, illiteracy or low levels of education, a lack of access to ownership of property, poor social and economic

⁴Human Development Indicators - <http://hdrstats.undp.org/en/countries/> Data from 2007.

status, and a lack of political representation. The result is a self-perpetuating cycle of poverty, resulting in women's comparatively poorer socio-economic status.

In Ethiopia, the first poverty reduction program (the Sustainable Development and Poverty Reduction program (SDPRP) was formulated in 2001. The PASDEP followed in 2006, covering the period of 2006-2010. At the beginning of the program, total Official Development Assistance (ODA) as a share of GNP consisted of 31.2 percent. Donors included the African Development Bank (AfDB), the World Health Organization (WHO), the UK (DFID), Italy, Sweden (SIDA), the Netherlands, the World Bank, Ireland, Norway and the European Commission (EC). The EC has allocated 10 million Euros to work towards GE and women's empowerment during the 10th European Development Fund (EDF) period (2008-2013). Ethiopia signed the PD in March 2005. However, following the turmoil that surrounded the 2005 elections, a number of donors withdrew from providing direct budget support to central government for the provision of basic services.

Structures for donor harmonization and coordination were already strong in Ethiopia before the beginning of the EC/UN Partnership. The Donor Assistance Group (DAG) was already engaging in policy initiatives and dialogue with the government in an effort to implement the AE agenda in Ethiopia. However, the Mapping Study showed that the high turnover of gender focal points in donor offices posed significant challenges in terms of the realization of their GE commitments and substantive input into initiatives led by DAG.

A very active network of women organizations (NEWA-Network of Ethiopian Women's Associations) was already well established, had a broad outreach, and maintained a good relationship with the Ethiopian government. In addition, NEWA had shown interest in working on GRB and on budget tracking initiatives. NEWA also initiated training on GRB for local government officials and women's associations in selected regions.

2. Key Contextual Factors

External Context

Several factors in the Ethiopian context have affected program implementation in a positive or negative manner, including the following:

The Donor community acknowledged UNIFEM's role in the country as soon as the UNIFEM office was established, by appointing UNIFEM as the Co-chair for the Donor Group on Gender Equality (DGGE), composed of government, donors, and United Nations agencies in 2007. This created an important entry point for UNIFEM to promote the program's objectives.

During the program implementation period, the government has continued to show its commitment to GE. The NAP-GE was further developed by MOWA into a 'Core Plan and Action Plan on Harmonization and Alignment' which started in 2009 and is currently being developed in a further three year action plan. In addition, the NAP-GE was operationalized to reach the grassroots level through the Women's Development Package which envisages a comprehensive set of activities to bring about women's economic, social and political development in both rural and urban areas. These developments demonstrated the continued commitment of MOWA to GE in Ethiopia.

Within the government, particularly in the Ministry of Finance and Economic Development, interest and commitment to GRB has remained strong over time, and interest and commitment have also grown in other ministries such as the Ministry of Agriculture, and the Ministry of Health during the last phase of the program. The Government's strong interest in this area led to a change in the focus of the program, in favour of its GRB component rather than the AE and GE component.

In 2008 MoFED developed guidelines for mainstreaming gender into the overall budget process. However, beyond committed champions, GRB still remains a relatively new concept and existing MoFED guidelines for mainstreaming gender into the budget process remain largely unutilized and unknown. In particular, there is a lack of technical expertise and tools on GRB to meet demands for supporting the incorporation of GE into budget processes. Also, there are no established/effective mechanisms for dialogue between government budget actors and GE advocates on how to incorporate GE into budgeting processes. Although the program has recognized these needs, its timeframe and resources have not allowed for consistently addressing them.

The program relied heavily on a few selected individuals in key Ministries (for capacity building, advocacy, and leadership), but the high turnover in personnel proved to be disruptive. The low implementation capacity of the relatively newly created MOWA also constitutes a key obstacle for all gender oriented programmes.

In 2009, a change in the NGO law created restrictions to the cooperation of international partners with local NGOs working in activities related to women's rights, limiting the amount of funding that Ethiopian NGOs can receive from external (non-Ethiopian) sources to 10%. This significantly affected the ability of the program to work with one of its main partners (NEWA) and had very disruptive effects on program initiatives that involved CSOs.

Internal Context

UNIFEM did not have a presence in Ethiopia prior to the EC/UN Partnership. The UNIFEM Office in Ethiopia was established in August 2007, as a project office, focusing exclusively on the EC/UN Partnership. Setting up the local presence caused some initial delays.

Despite the limited human resources, the first National Project Coordinator (NPC), Atsede Zerfu, was able to give a strong initial push to the program, thanks in large part to her connections and positive relationships with stakeholders. Sadly, she passed away in November 2009. A consultant was then hired as the Officer-in-Charge and NPC, but this turnover caused some significant disruption. A new program Specialist (already familiar with the program from the HQ and country perspective) was hired in April 2010, and took full responsibility for the program in July 2010.

Also, on the EC side, there were limited human resources dedicated to this project, and at certain times these resources were nonexistent (see also section 5).

Although a program Steering Committee (SC) was formally created, it did not meet regularly, due to the lack of availability of members.

The program has built a very good partnership with MoFED on GRB (i.e. on developing tools such as GRB guidelines), and the program's relationship with the MOWA has evolved over time. At the beginning it was not strong, but there was a significant improvement during the second half of the program, in particular in relation to work on sex disaggregated data and initiatives on strengthening gender mainstreaming in the formulation of the Growth and Transformation Plan (GTP) that will replace PASDEP from 2011. Relationships with the Ministry of Agriculture and Health were built during the last year of the program, on GRB guidelines. In order to accommodate local priorities, and also because of the staff turnover within UNIFEM, the program focus has shifted over time from the PD and the AE agenda to a greater focus on building capacity for sectoral ministries and MoFED on GRB.

3. Key Achievements/Results at the Output Level

Output 1. Relevant tools and information on mainstreaming gender equality into national development processes in the context of AE are available and accessible.

The Mapping Study was finalized and disseminated in 2008, through a National Consultation and validation workshop. It appears that the Mapping Study played a critical role in “initiating relevant discussions” with multiple stakeholders. Also program advocacy materials were disseminated through existing networks (working groups, donors, DGGE, etc) and the Accra outcome document on AE and GE was shared with different stakeholders.

Material originally developed by the UNIFEM/IGAD Partnership on the PD from a gender perspective and NAM was translated into the local language (“A resource manual: promoting gender equality in the new aid modality in Africa”). This was used during the first, but not the second phase of the program.

The program together with MoFED has produced relevant information on GRB in relation to AE (specifically through research on “Effective Use of Gender Responsive Budgeting Tools and Strategies in the Context of the Aid Effectiveness Agenda in Ethiopia”), sectoral analysis, and guidelines on GRB in health and agriculture. Although these guidelines have not been finalized yet, they are seen as useful tools for future use both for guiding implementation of GRB in the above mentioned sectors, but also as capacity building tools that will remain within MoFED.

The program, in partnership with MOWA, the Central Statistical Authority (CSA), and the Population Council, also supported the production of a Gender Statistics Handbook (“To be counted is to be included: Women and Men of Ethiopia in National Statistics”). The Handbook provides a compilation of available sex-disaggregated data in six sectors of the country’s PASDEP, outlining necessary and reliable information for gender responsive decision making by policy makers, program managers, and other key stakeholders. It also provides an entry point in highlighting gaps in gender specific data. The six selected sectors include: gender and population; education; economy and livelihoods; health; violence and legal protection; and participation and leadership. It is believed that the Handbook will be a useful tool to stimulate discussion to develop future plans for joint initiatives with other UN agencies and interested donors within the DGGE.

Output 2. Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels.

Through sustained discussions around the Mapping Study, multi-stakeholder dialogue, awareness raising initiatives with strategic partners (e.g. MoFED and MOWA), and circulation of advocacy and information materials, the program has been able to increase awareness and thus, ownership among government and civil society organizations of the importance of mainstreaming GE in their programs and the use of GRB.

Output 3. International, regional, and national multi-stakeholder groups (e.g. working groups, networks, coalitions) created and/or strengthened to advocate for gender responsive implementation and monitoring of the aid effectiveness agenda

There is some evidence that one of the program’s key achievements is enhanced donor coordination and policy dialogue on gender issues. This was achieved mainly through UNIFEM’s substantive inputs into existing multi-stakeholder groups, such as the UN Gender Thematic Group and the DGGE, which meets monthly at the UNIFEM Ethiopia Country Office.

In particular, through this group, the program has been able to foster dialogue among multiple stakeholders (donors, government, United Nations agencies and civil society) on issues of gender, national development processes, budgeting, and management and effectiveness of aid. The program has also been able to integrate gender perspectives into processes such as the preparation of the GTP and its annual monitoring with UNIFEM input. The DGGE has been re-envisioning its processes and strategic thinking to strengthen coordination and harmonization among partners for support of GE, through the development of a long term strategy for the group. However, according to certain stakeholders, alignment, coordination, information and harmonization among donors in Ethiopia still have to be substantially improved.

Output 4. National partners' capacity for effectively mainstreaming gender equality and women's human rights into national development processes strengthened.

Contributions to enhancing the capacity of government and civil society organizations to mainstream GE in their programs, and to use GRB, are another key achievement of the program. Program activities addressed both individual competencies of staff members, as well as the collective capabilities of the respective organizations.

The EC/UN Partnership supported ongoing initiatives by MoFED to institutionalize GRB through, for example, the development of guidelines for mainstreaming gender in the budget process at the sectoral level. Based on the recommendations of the program supported research "Effective Use of Gender Responsive Budgeting Tools and Strategies in the Context of the Aid Effectiveness Agenda in Ethiopia", and with the program's support, MoFED developed GRB guidelines for the Ministry of Agriculture and Rural Development and the Ministry of Health. The guidelines include sector situational analyses of gender; methodologies and checklists for gender budget analysis for key phases of the budgeting cycle; three tools inclusive of gender-aware policy appraisal; beneficiary assessment; and gender-responsive budget statements for relating budgets to GE in the different stages of the budget process. They also include indicators to measure progress in these sectors from a gender perspective. The guidelines are now at the draft stage and they are expected to be finalized in the near future. They are also expected to provide a basis for further collaboration with MOARD and MOH.

The program has also helped to increase the capacities of the Women's Affairs Directorate in MoFED by providing technical assistance and involving the Directorate in trainings, discussions and international workshops on the AE agenda (e.g. a regional consultative workshop in Tanzania (March 2009) on "Integrating gender responsive budgeting into the aid effectiveness agenda"). According to both UNIFEM and MoFED, these initiatives have strengthened the Directorate knowledge and capacity to influence the Ministry of Finance and Economic Development's planning and budgeting process.

The program has also supported capacity building initiatives of gender advocates and CSOs on GRB at the national and sub-national levels. Sensitization and awareness training on GRB have been provided to women machineries, NEWA's member organizations and other CSOs. A Training of Trainers (TOT) on gender budget tracking has been provided to representatives of women's associations in selected regions. Another partner was the Finance & Budget Standing Committee (F&BSC) of the National Parliament. A representative of this Committee participated in the workshop organized in Dakar in 2009 on the concepts of 'gender budgeting and costing for financing gender equality'. The F&BSC recognized that costing for financing GE initiatives requires capacity development and they recommended conducting a thorough training for the F&BSC and sensitization for other standing committees and Members of Parliament. Furthermore, a workshop organised in the last phase of the programme brought together stakeholders from the government, parliament, civil society and UN agencies to discuss possible collaboration and identify concrete entry points for institutionalising GRB in Ethiopia. However, related activities tended to be ad hoc rather than being part of a comprehensive capacity building plan.

The program has also supported MOWA's institutional capacity strengthening, in particular supporting, through technical assistance, MOWA's ability to effectively foster gender mainstreaming in key development processes, such as the preparation of the GTP (2011-2015). As part of the EC/UN Partnership, UNIFEM supported the development of the 20 year Development Plan for Women and Children (2011-2028) that substitutes the National Action Plan on Gender Equality and will form the basis for donor support in the future.

In the context of the EC/UN Partnership, policy dialogue has also been initiated with the Central Statistical Agency of Ethiopia(CSA) on identification of needs for future capacity development in gender analysis of statistical data and collection of sex-disaggregated data in areas where gaps have been identified.

Output 5. Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325.

The program was not successful in supporting the development of indicators and monitoring mechanisms to track progress of GE in the AE agenda. During the first phase, indicators were identified and shared with partners including the EC delegation. However, this component of the program was dropped mainly due to the lack of interest among local stakeholders.

However, the program has contributed to increased availability of sex-disaggregated data (see output 1) which could support existing or future monitoring systems for national development strategies.

Output 6. Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)

This result was achieved. In the lead up to the Ghana HLF, representatives from NEWA and MOFED participated and presented the findings of the Mapping Study at international workshops (the CSW and London workshop). UNIFEM Ethiopia was also requested to make a presentation on the PD and AE during the African 2nd Colloquium on Gender Justice on Gender Based Violence (GBV) in Africa convened by UNICEF Regional office. These initiatives led to development of common messages for the HLF3. In order to document best practices, the program also prepared a case study on Ethiopia for the HLF3. Representatives from NEWA, the Ministry of Finance and UNIFEM attended the HLF 3 where the results of the case study were shared.

4. Contribution to Expected Outcomes

Outcome 1. National government and public actors- including government decision-makers and staff in line ministries, parliamentarians, judiciary and law enforcement - increase efforts to include GE in national development processes & related budgets.

The EC/UN Partnership on Gender Equality for Development and Peace has contributed to the advancement of national GE commitments in Ethiopia by supporting the work of partners in GRB. The program contributed to a very important result in this respect: as a result of the MOFED's Women's Affairs Directorate increased capacity on GRB and AE and internal advocacy, MOFED's "2010 Budget Request" circular issued in March 2010 calls for gender considerations to be included in budget submissions. (*"Any intended implementation of the Women's Policy as well as gender inclusive policies in various sectoral offices needs to be reflected in a prepared budget and submitted to MoFED"*). However, it is recognized that continued commitment and increased capacities in all Ministries will be needed to ensure the implementation of this provision.

There is also some evidence that the program, in particular through its work with the DGGE and with MOWA, has contributed to increased government attention to gender mainstreaming in development processes, as demonstrated by the process leading to the development of the new PASDEP, renamed the GTP. However it is too early to say to what extent this will translate in actual commitments supported by increased resource allocations and strengthened monitoring systems for tracking the implementation of GE commitments and priorities.

Outcome 2. Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes.

Beyond the first phase of the program, during which the program strengthened the Civil Society contribution to advocacy in relation to the HLF 3, achievements in relation to this outcome have been limited because of the effects of the new NGO law on UNIFEM's relationships with its main NGO partner, NEWA.

Outcome 3. Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes.

Although there are some initial signs that the program has to some extent influenced donor behaviours, for example on engendering the GTP, through UNIFEM's strong engagement in the DGGE, it is recognized by UNIFEM that the program could have achieved more in influencing the AE agenda in Ethiopia. This could have been accomplished by focusing on specific programs and undertaking initiatives to strengthen their gender dimensions such as focusing on influencing the gender dimensions of big pool funding programs, like the Protection of Basic Services, and SWAPs.

Because of the limitations of the EC/UNIFEM Partnership explained in the following section, the program has not been able to influence the EC in the way it addresses GE in its programming in Ethiopia.

5. Partnership between UNIFEM and the EC

The relationship between UNIFEM and the EC in respect to this program has been challenging and the overall effectiveness of the collaboration has been weak.

At the beginning of the program, there were some attempts to establish contacts between the newly created UNIFEM office and the EC and to start working together (e.g. discussions around establishing a steering committee for the program; identification by the EC of a Focal Point for the program). However, these initial steps have not resulted in substantial collaboration on the program.

Several factors have affected this relationship:

- Both UNIFEM and the EC had very limited capacity available. As already mentioned, UNIFEM's human resources in Ethiopia were very limited and stretched. At the beginning of the program, the EC Delegation (ECD) did not have a dedicated focal point for gender equality. In November 2008 the ECD hired a consultant to serve as focal point for the project in addition to many other tasks, which considerably limited the person's availability. To try and address this problem, the ECD assigned another focal point to the program. However changes were not significant.
- It also appears that there was some initial resistance in the ECD to engage in the Partnership given that UNIFEM was a very new 'player' at that time in Ethiopia and the EC had just signed a MOU with the United Nations Population Fund (UNFPA) to jointly work on gender issues. The new EC/UN Partnership was perceived as a duplication. Meetings with UNIFEM and EC HQ were organized to clarify the situation and discuss a possible collaboration. However these meetings were not very conclusive. There is some evidence that the communications between the EC HQ and the ECD in Ethiopia on this program were not very effective.

- Partly because of the difficulties with establishing a relationship with the EC, and partly because of the Ethiopian context, UNIFEM Ethiopia made the deliberate choice to focus on multi-donor dialogue and initiatives (through the DGGE), rather than on the bilateral work with the EC.

However, towards the end of the 3rd year of program implementation some positive changes were registered, in particular the reinstatement of dialogue between the EC and UNIFEM. Although this has not led to any joint initiatives so far, there are some discussions on partnering with the future UN Women to implement the EC Gender Policy in Ethiopia.

6. Conclusions

Programming Strategies: Work in Ethiopia has focused on the following areas of action: research and production of an evidence base (Mapping Study); advocacy and coordination with multiple stakeholders (MoFed and MOWA); capacity building of partners and technical support (on GRB and on mainstreaming GE in national development processes).

Factors Affecting Performance: The context in Ethiopia was conducive to the program: the government has been committed to GE since 1991, and has shown an increased interest on GRB in recent times. Donor coordination mechanisms, including on Gender issues, were in place. UNIFEM did not have a presence in Ethiopia prior to the EC/UN Partnership, and establishing the new office caused some delays. However, thanks to a very dedicated NPC, the program was able to build good relationships with key partners. Unfortunately the NPC passed away in 2009, and it took some time to replace her. Also on the negative side, the program had very limited human resources and relied heavily on a few individuals in key Ministries. It was thus negatively affected by high staff turnover. Also, the NGO Law, significantly affected the ability of the program to work with NGOs, causing some disruption.

Achievement of Outputs: The program has made relevant information available on GE implementation in national development processes and donors' programs thanks to the Mapping Study; has produced relevant information on GRB in relation to AE; and supported the production of a 'Gender Statistics Handbook' (Output 1). The program has been able to increase awareness and thus ownership among government and CSOs of the importance of gender mainstreaming and GRB (Output 2). One of the program's key achievements is enhanced donor coordination and policy dialogue on gender issues. This was achieved mainly through UNIFEM's substantive inputs into existing multi-stakeholder groups (Output 3). Contributions to enhancing the capacity of government and CSOs to mainstream GE in their programs, and to use GRB, are another key achievement of the program. Program activities addressed both individual competencies, as well as the collective capabilities. (Output 4). The program has not been successful in supporting the development of indicators and monitoring mechanisms to track progress of GE in the AE agenda (Output 5). With the program's support, a multi-stakeholder advocacy agenda was prepared for the HLF 3 (Output 6).

Contribution to Outcomes: The EC/UN Partnership has contributed to the advancement of national GE commitments in Ethiopia by supporting the work of partners in GRB. The program has also to some extent contributed to increased government attention to gender mainstreaming in development processes (Outcome 1). After phase one of the program, achievements in relation to Outcome 2 have been limited because of the effects of the new NGO law. It is recognized by UNIFEM that the program could have achieved more in influencing the AE agenda in Ethiopia in relation to Outcome 3.

EC/UN Partnership: The relationship between UNIFEM and the EC in respect to this program has been challenging and the overall effectiveness of the collaboration has been weak. However, towards the end of the 3rd year of program implementation some positive changes were registered, in particular the reinstatement of dialogue between the EC and UNIFEM.

Country profile: Ghana

1. Summary of Initial Situation

Donor funding constitutes a significant percentage of the development expenditure in Ghana. Thus, the government considers donors to be highly important players in development policy dialogue in Ghana. During the period 2004-2006, the total amount of donor assistance coming to Ghana was US\$950 million, US\$1 billion and US\$1.2 billion respectively. The increase in donor assistance over the years is a reflection of Ghana's reputation within the region as a high performer with a well managed economy and good governance.

Socio-cultural, traditional beliefs and socialisation have continued to put women in Ghana in a subordinate position relative to their male counterparts. Women lack equal access to education and employment opportunities and experience high levels of gender-based violence. They lack access to reproductive health services and have increased care giving burdens due to HIV/AIDS. There is still resistance to women's participation in decision-making, including in the development of budget policies that would increase their ability to benefit from economic growth. The government is committed to a 40% representation of women in public decision making, as stated in its 1994 Affirmative Action Proposal (AAP). However, at the end of 2007 this quota was far from being achieved.

According to several stakeholders, previous to the start of the program, gender equality (GE) was already a 'buzz word' in Ghana, both for the government and among development partners. In political discourse Ghana has been committed to GE and women's empowerment for a long time. However there was a big gap between these commitments and their actual implementation. Several donors were already working on GE issues, but in a rather fragmented way.

The 2008 Mapping Study found that:

- It was quite difficult to determine the exact amount of aid being spent on GE in Ghana but available data indicated it was very small. For example, according to the Ghana Partnership Resource Overview for 2007, only US\$390,000 had been set aside for stand-alone projects on GE. While three of the largest donors in Ghana (namely the World Bank, the British Government's Department for International Development (DFID) and the European Community (EC)), all had comprehensive organizational policies on gender, it was difficult to assess how much was actually spent by each of them on GE initiatives. General Budget Support in Ghana was gender neutral, while sector support in certain sectors was more gender sensitive.
- GE priorities have been mainstreamed into the Ghana Poverty Reduction Strategy (GPRS) in a very limited way.
- Neither the Ghana Statistical Service (GSS) nor the ministries collected gender disaggregated data in the format that could be utilised by other practitioners.
- The Government of Ghana (GoG) decided to introduce Gender Responsive Budgeting (GRB) in 2008. However resources and capacities to do so were insufficient.
- The Gender Equality Sector Group (GEST) was established in 2004 to facilitate dialogue between donors and the government, more specifically, the Ministry of Women and Children's Affairs (MOWAC) to achieve GE.

2. Key contextual factors

External context

Several factors supported the program implementation:

- The presence of a very committed and knowledgeable MOWAC Minister supported by a strong technical team in the first half of the program and a very committed UN Resident Coordinator.
- The presence during the program implementation period of entry points to influence national development processes, such as the development of the Medium Term National Development Policy Framework (MTNDPF), by the National Development Planning Commission (NDPC).
- The third High Level Forum on Aid Effectiveness (HLF-3) in Accra: this was a big opportunity for the program because it created a lot of visibility, interest and understanding of aid effectiveness (AE) at the country level. It also increased Ghanaian partners' exposure to international experiences.

However numerous challenges affected the program:

- The 2008 elections and the change in government that followed were very disruptive for the program's continuity. The electoral period lasted several months (until January 2009), thus absorbing the time and energies of several key partners. Ministerial appointments were only made in March, and the priorities of the new government also took some months to evolve. During this period, program activities with the government stalled. Once the new government priorities were defined, the program had to readjust to them. The government staff turnover that came with the change in government also meant that the program had to re-sensitize and re-build a relationship with a whole new group of people. The partnership with MOWAC was particularly affected by these changes: all of the program's main contacts in this Ministry left following the change in government. In addition, the Minister changed a second time at the beginning of 2010.
- According to certain respondents, in combination with the challenges posed by the elections and the change in government, some "post-Accra fatigue" among key non-governmental stakeholders following the HLF 3 also contributed to losing some of the momentum that the program had been able to build.
- The limited technical knowledge, capacities and understanding of gender issues, especially at the higher levels of government, made it difficult for the program to demystify the concept of GE, and to make it something practical and not only a theoretical concept used by feminists.
- The program's key partner, MOWAC, is a very weak ministry, suffering from a very limited budget and human resources, and a slow and complex bureaucracy. This weakness reflected on the program.
- Gender advocates, both within government and civil society, have limited capacity for promoting GE and AE. This also meant that the program had to deal with several inefficiencies.

Internal context

There was no UNIFEM presence in Ghana before the beginning of the EC/UN Partnership. Setting up the local office took some time: actual program implementation started in November 2007 with the training of researchers for the Mapping Study.

The UNIFEM office in Ghana has very limited human resources. However, as pointed out by many stakeholders who were consulted, when it opened, expectations were very high among national and development partners about the role that UNIFEM would play in relation to GE in Ghana. This was both an opportunity, because partners were willing to work with UNIFEM, but also a challenge because it was difficult for UNIFEM to satisfy all expectations while focusing on a single program.

The management of the program at the country level was considered to be very good, given existing constraints. All stakeholders who were interviewed regarded the National Project Coordinators (NPC) as very committed, energetic, knowledgeable, and well-connected. Stakeholders also mentioned their ability to build very good relationships with key partners. It was reported that the program received very valuable support from UNIFEM HQ, in particular in relation to the HLF 3. On the other hand, some difficulties were reported in the relationship with the SRO, in particular in relation to fund disbursement and providing timely and transparent information on program planning and resources.

In the first phase (until the end of 2008), the program also received valuable support from the EC Gender Desk at HQ and from the EC delegation in Ghana (see Section 5).

The program put in place an Expert Advisory Group (EAG) to provide guidance and direction to the program, composed of representatives of civil society, government and donors. This mechanism was considered by the stakeholders who were consulted to be very positive, especially because of the commitment, technical capacity and clout of the people involved. However, while the EAG met regularly during the first year, it lost momentum in 2009, because of significant staff turnover and the lack of availability of its members.

It appears that the program relied substantially on the personal commitment of key individuals (from UNIFEM, EC, and MOWAC). This had both positive and negative implications for the program: positive, because committed individuals were able to strongly push for the program agenda in their own organizations; and negative, because staff turnover in both the EC and MOWAC resulted in significant disruption for the program, because of lost capacities and the need to rebuild understanding of, and commitment to the program.

The program went through two very distinct phases:

- During the first phase, from the beginning to the HLF 3, the program had a very strong and clear focus on GE and AE and worked mainly in preparation of the HLF 3. Key activities were the Mapping Study, the program launch, National Consultations, and HLF 3 related events. During this phase the program was very visible and there was a lot of commitment to it among all key stakeholders at the highest level. As one partners said “The program started with a big-bang”.
- The second phase that started after the HLF 3 was strongly affected by the elections, the change in government and staff turnover in key partner organizations. This phase was characterized by punctual activities implemented with selected partners, focused on GRB and engendering development processes through the GEST. The visibility of the EC/UN Partnership decreased during this phase.

3. Key achievements/results at the Output level

Output 1. Relevant tools and information on main-streaming gender equality into national dev. processes in the context of AE are available and accessible.

The Mapping Study was finalized in the first quarter of 2008, and its findings were widely shared with key stakeholders through two main events: the project launch (attended by 140 participants including the National Women’s Machinery (MOWAC), Ghana Statistical Service, the Ministry of Finance and Economic Planning (MOFEP), the media, civil society organisations (CSOs), gender experts, women’s groups and networks; EC, UNIFEM , ILO ITC and other bilateral and multilateral partners) ; and the National Consultations (attended by 80 participants including gender advocates, CSOs, academia, media, government actors, donors and multi-lateral development agencies.)

Several stakeholders mentioned that there was a strong need for research on GE implementation, and the program filled this gap very well with the Mapping Study. The study was seen as very useful and authoritative by most of the stakeholders who were interviewed, especially because it was completed by

well respected individuals. Stakeholders report that the Mapping Study has been used as a basis for advocacy (evidence to influence policy making), as a baseline, and as a monitoring tool. The Mapping Study was also considered timely because it fitted well with the international discourse on AE around the HLF 3.

According to a number of stakeholders, the program provided a good opportunity to tap into international knowledge and expertise (coming from UNIFEM corporately and from other countries' experiences, in particular through the materials available on the website).

Stakeholders who were consulted were not consistently aware of the program's products and materials. These products and materials were well known and considered useful by approximately half of the consulted stakeholders. In general, stakeholders involved in specific activities, or only in the second phase of the program, were less aware. Only a limited number of the stakeholders who were consulted had taken the on-line training course. Those who did were very positive about it.

Output 2. Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels

According to all of the stakeholders who were consulted, the main program achievement has been to increase understanding and awareness among government, civil society and the media of the linkages between national development, AE and GE. One stakeholder commented that "the program was a real eye-opener and very educative" (government representative), another referred to the process around the Mapping Study as a "wake up call" (donor); a third mentioned that the Mapping Study had "catalyzed a process of introspection for Development Partners and the Government."

According to the vast majority of stakeholders who were consulted in 2010, the critical mass of people with gender knowledge and interest has expanded, compared to 2007. The program has helped to make people in decision making positions (Ministry of Finance, Budget directors, National Development Planning Commission) more receptive and sensitive to GE, and more aware of the financing gap for GE. However, according to some stakeholders, gender is still not a real priority; but at least there are champions in strategic positions (e.g. in MOFEP). The program has also contributed to sensitize CSOs and the media on the importance of lobbying for the inclusion of a GE perspective in budgeting and planning processes. According to gender advocates who were interviewed, the program, by mobilizing a diverse group of strategic stakeholders, increased the legitimacy and credibility of the gender agenda, framing it as something that does not only concern gender advocates.

The evidence base provided by the Mapping Study, the consultation and dialogue process around it, and the HLF3 related events strongly contributed to these results. One of the strengths of the program from an awareness raising perspective, is that it has been able to show actual gaps in the integration of GE in national development processes, as well as some practical ways in which a GE commitment could be implemented, and not just talked about (e.g. through GRB, gender statistics, engendering national development frameworks).

Output 3. International, regional, and national multi-stakeholder groups (e.g. working groups, networks, coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda

There is evidence of significant achievements under this Output. There was a wide agreement among the stakeholders who were consulted, that this program has been able to bring donors, CSOs and the government to work together, and discuss the issue of GE in relation to AE, and how to integrate a GE perspective into national development processes. The program has worked and forged partnerships with a variety of actors within the government (MOWAC, MOFEP, NDPC, GSS), the development partners community through the GEST group and the UN Country Teams (UNCT), with several CSOs, and the media. The program has created opportunities among its partners to talk, share information, and forge a

common vision, for example in events such as the project launch and the National Consultations, and through mechanisms such as the Expert Advisory Group (EAG) and the GEST.

The EAG, created by the program to provide guidance and oversight to its activities, went beyond being a management mechanism and was also recognized as an important forum of leaders in GE at the country level. Active members included MOWAC, NDPC, GSS, EC, DFID, UNFPA, ILGS, AGE, WILDAF, WOMEC. Unfortunately, after being very active in the first phase of the program, it lost its momentum after 2008, mainly because of members' lack of availability and turnover.

According to the majority of stakeholders, the program has played an important role in strengthening the GEST role as a forum for joint discussion, planning and implementation. The EC/UN Partnership has provided the GEST with strong leadership (the EC was the co-chair and UNIFEM was deputy until July 2009; UNIFEM became co-chair then, with DFID as deputy). However in the last year there has been significant turnover within the GEST (EC, Dutch, CIDA, DFID, DANIDA and within the Ministry), and it has lost some of its momentum (See also thematic vignette).

Output 4. National partners' capacity for effectively mainstreaming gender equality and women's human rights into national development processes strengthened.

There is some evidence of achievements with government partners in this respect, but with significant limitations. According to stakeholders who were interviewed, in the last years MOWAC and MOFEP capacities have been strengthened, in particular in relation to GRB. The program has contributed to some extent to increase individual competencies, and to a lesser extent collective capabilities, but it is difficult to attribute results given the relatively small program contribution within a broader context. The program, in coordination with the GEST, has contributed to the development of the work plan for implementing GRB in Ghana, and to the development and use of training modules and manuals for GRB training in 14 Ministries. More recently the program has contributed to the establishment of a GRB Monitoring Unit in MOWAC, which stakeholders consider to be a good step towards institutionalizing GRB. However, according to several stakeholders, while there has been some initial break throughs in terms of individual competencies, there is still a long way to go in terms of collective capabilities. According to key program stakeholders, the work with MOWAC achieved less than was hoped for in respect to institutionalizing GRB in the Government of Ghana. This was mainly due to the high turnover in both leadership and technical positions within MOWAC, which led to changed priorities and a weaker buy-in.

Also according to many stakeholders, given the program's limited resources, its capacity building component was too ambitious. At the end of the first phase of the program, a very ambitious capacity building plan on GE, AE and GRB had been developed. However, only very limited aspects of it have been implemented, in a relatively stand-alone way in the last year of the program (e.g. initial training/sensitization session on GE and GRB for 32 MOFEP officials; capacity building on monitoring and implementation of GRB for local government officials and 30 CSOs and media representatives; awareness raising on GRB at local level through 4 lectures given to 51 participants). Although these initiatives were regarded as successful in terms of immediate results (i.e. participants' satisfaction), they are too isolated and recent to comment on their contribution to the achievement of Output 4.

The program has contributed to strengthening governmental collective capabilities for mainstreaming GE considerations into development strategies and processes, by providing technical support, often in coordination with the GEST, to selected government partners. Support to the NDPC led to the integration of a gender perspective into the Medium Term National Development Policy Framework (MTNDPF) and the creation of a Sectoral Planning Group (CSPG) on gender within the National Development Planning Commission in order to ensure that gender is mainstreamed within the NDP; support to the Savannah Accelerated Development Agency contributed to engender the Northern Savannah Accelerated Development Initiative.

Finally the program supported GSS in its efforts in favour of gender statistics, in particular by supporting the establishment of the Gender Statistics Working Group which brings together producers and users of data.

Output 5. Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325

According to several stakeholders (CSOs, government, and donors) the program has made the idea of government accountability for GE more mainstream, thanks to the increased awareness and capacities among the media and civil society to hold the government accountable for its GE commitments, including GRB. It was also mentioned that more tools are now available for CSOs and the media for lobbying and monitoring, e.g. the Mapping Study, and gender disaggregated statistics. One stakeholder remarked that “now the government knows that it is being watched” and gender advocates have more tools to keep it accountable.

However, even though the concept of accountability is more accepted now, and CSOs and the media are more capable of asking for accountability, there are still no formal systems in place to track progress on GE in national development processes and the AE agenda in Ghana⁵. This is regarded by several key stakeholders as one of the program’s main disappointments. Some initial work was done with the NDPC on engendering the Medium Term National Development Policy Framework (MTNDPF) monitoring framework. In October 2009 the program supported a workshop with the NDPC to develop a Monitoring Plan for the MTNDPF. 50 people attended the workshop from CSOs, government, media and donors. However, at the end of the program implementation period, there were still no targets nor was there a monitoring system attached to the MTNDPF, as the NDPC has decided to develop the monitoring framework only after the MTNDPF is finalized. Also, the program has, to some extent, influenced the MDBS (Multi-Donor Budget Support) monitoring framework from a GE perspective, but government institutions have not always achieved the expected results specified within the monitoring framework.

One positive (yet isolated) development could be seen in the newly established annual Gender Sector Reviews and Planning Meetings. This idea came from the GEST. The first review meeting was organized by the MOWAC in April 2010, with participation of donors, government and CSOs. These meetings are expected to provide an opportunity for MOWAC and the sector stakeholders to assess the sector performance and determine whether planned activities are being implemented effectively.

Output 6. Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)

This was seen as an important success of the program by all stakeholders who were interviewed.

Common messages for HLF 3 were developed during the National Consultations, and discussed in other events organized in the lead-up to the HLF 3 (e.g. with Development Partners). The program also provided support to the media and civil society to strengthen their ability to play an important role in the event. A Media Training Workshop was given to the media on gender implications of the AE agenda and the HLF-3. Technical and financial support was provided to the AE Forum and NETRIGHT in their preparations for the HLF (in particular to the International Women’s Forum, organized as part of the CSO Parallel Conference).

The EC/UN Partnership in Ghana developed a country case study for the HLF 3 on enhancing GE in AE. It also supported the participation of other pilot countries delegations to the HLF 3 and related events, and disseminated Partnership materials, including case studies from the pilot countries; the global report of the Mapping Study; and information on Gender Responsive Indicators.

⁵ It should be noted however that Beijing Platform for Action (BPoA) and CEDAW reports are regularly produced in Ghana.

The program also organized a gender side event with the EC, DANIDA, GEST, OECD-DAC, MOFEP and MOWAC, and hosted a roundtable on GE and AE at the Aid Effectiveness Forum, along with NETRIGHT.

4. Contribution to expected outcomes

Outcome 1 National government and public actors- including government decision-makers and staff in line ministries, parliamentarians, judiciary and law enforcement - increase efforts to include GE in national development processes & related budgets.

It appears that increased awareness among government officials and sustained policy dialogue, have led to strengthened attention for gender mainstreaming in planning and budgeting processes, as demonstrated by the efforts to institutionalize GRB, the integration of gender considerations in the Medium Term National Development Plan and in the Savannah Accelerated Development Agency's Initiative; by the creation of a Cross Sectoral Planning Group (CSPG) on gender within the National Development Planning Commission; and by the creation of a Gender Statistics Working Group within GSS. It is difficult to isolate the program's contributions to these achievements, because of the role of other donors, government institutions, and CSOs in these activities. There is however a widespread perception that the program has been an important contributor to the observed changes.

According to the majority of the stakeholders who were interviewed, despite these advancements, much remains to be done in terms of mainstreaming GE in national development processes and budgets. In particular, there is still resistance present in several ministries, and significant challenges remain in moving from planning to the actual implementation. Also there were some lost opportunities to push GE mainstreaming even further, for example in the national Aid Policy⁶.

Outcome 2. Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes.

There is some evidence that women's rights and GE CSOs increased awareness and capacities have contributed to strengthened advocacy efforts on their part, for example on gender being embedded in various development agendas. However, stakeholders agreed on the fact that while women's organizations' voices are now heard more often than in the past, there is still no consistent and sustained engagement in policy dialogue. One important exception has been the HLF 3, where, thanks also to the EC/UN Partnership support, women's organizations played a very important role.

Outcome 3. Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes.

According to a number of stakeholders, the role that the program played in strengthening the GEST led to some positive effects in terms of implementation of PD principles in relation to GE. In particular, a donor mentioned the importance of the GEST for increasing transparency and mutual accountability among development partners on their work on GE. Other GEST members mentioned that the program has also (indirectly) contributed to harmonizing development partners work on GE, for example through joint programs and harmonized support to MOWAC.

⁶ The program gave various inputs in the draft aid policy. At the beginning, the aid policy was presented to the team by MOFEP, who were preparing the draft policy. UNIFEM also sent comments on the first draft of the aid policy and participated actively in the meeting with development partners and donors on the aid policy. However the change in government priorities and staff following the elections shifted government attention away from this file. UNIFEM has again submitted proposals to MOFEP for strengthening aid policy from a GE perspective.

However, the program could have done more on directly influencing donor's programming from a GE perspective, and in particular the EC's work. The program attempted to mainstream gender in the EC's country program and transportation program, but no results were achieved in this respect because of staff turnover in the EC (see next section).

5. Partnership between UNIFEM and the EC

At the beginning of the program a very strong partnership was built between the EC and UNIFEM in Ghana. The EC Focal Point showed strong interest and commitment from the very beginning of the program: she obtained the buy-in of the EC Head of Delegation and the Head of Programs, she contributed to the program planning phase and participated in the NPC selection process. All interviewed stakeholders have praised the first EC focal point for her dedication, technical knowledge, and proactiveness.

During the first phase of the program, the EC was not only the lead donor, but also played a strong programmatic, strategic and monitoring role on the side of UNIFEM. The EC focal point as a member of the EAG also acted as a resource person to help and advise the NPC, and create visibility for the program through the EC delegation channels. UNIFEM and the EC also started some work on engendering the EC Country Strategy and the Transportation program.

However, this successful partnership was built on the personal commitment between the NPC and the EC Focal Point, rather than on institutional arrangements. When the 1st EC Focal Point left at the beginning of 2009, as did the Head of Delegation and the Head of Programmes, the Partnership came to a halt.

When the new Gender Focal Point came into office four months later, there was no clear guidance from the EC delegation or the EC HQ on pursuing the EC/UN Partnership. Because of the very busy agenda of the Gender Focal Point and of competing priorities, joint work with UNIFEM did not resume, despite some dialogue attempts from UNIFEM's side.

6. Conclusion

Programming strategies: Work in Ghana has focused on the following areas of action: research and production of an evidence base (Mapping Study); advocacy and coordination with multiple stakeholders (National Consultations, the work done around the HLF3, the EAG and the GEST); and capacity building of partners and technical support (on GRB and on mainstreaming GE in national development processes).

Factors affecting performance: The context in Ghana was conducive to the program during the first phase, despite the fact that there was no UNIFEM presence in Ghana before the beginning of program. The program benefited from the support of a few committed individuals in UNIFEM and in key partner institutions (e.g. the EC and MOWAC), and of the opportunity provided by the HLF-3. However, the second phase of the program was strongly affected by the 2008 elections, the change in government, and staff turnover in key partner organizations.

Achievement of outputs: The program has achieved substantive results in terms of increased understanding and awareness among government, civil society and the media of the linkages between national development, AE and GE (output 2); bringing donors, CSOs and the government to work together, and discuss the issue of GE in relation to AE (output 3); and mobilizing stakeholders and creating common advocacy messages for the HLF3 (output 6). The program has also made relevant information available on GE implementation in national development processes and donors' programs thanks to the Mapping Study (output 1). There is some evidence of achievements under Output 4 (increased individual competencies and to a lesser extent collective capabilities of national partners in relation to GRB and gender mainstreaming in national development processes), yet with significant limitations, mainly due to the short time-frame, over-ambitious objectives, and key partners' turnover. The program has achieved less than hoped for under Output 5 as it has not been able, despite some attempts, to foster the introduction of formal systems to track progress on GE in national development processes and the AE agenda in Ghana.

Contribution to outcomes: The program has contributed to strengthened attention for gender mainstreaming in planning and budgeting processes among government officials (Outcome 1). In relation to outcome 2, there is some evidence that the program has contributed to CSOs's strengthened advocacy efforts (e.g. around the HLF 3). In relation to Outcome 3, program contributions led to some positive effects in terms of implementation of PD principles in relation to GE, however the program could have done more on directly influencing donors' programming from a GE perspective.

EC/UN Partnership: At the beginning of the program, a very strong partnership was built between the EC and UNIFEM in Ghana. The EC was not only the lead donor, but also played a strong programmatic, strategic and monitoring role on the side of UNIFEM. However, this successful partnership was built on the personal commitment between the NPC and the EC Focal Point, rather than on institutional arrangements. Staff turnover within the EC has been very disruptive.

THEMATIC VIGNETTE

Influencing Policy and Programming through Multi-stakeholder dialogue: the case of GEST

In Ghana the EC/UN Partnership put a strong emphasis on promoting and supporting multi-stakeholder dialogue and coordination on GE in development processes, in particular through the Gender Equality Stakeholder Group (GEST).

GEST was created in 2004 as a donor group and opened to government representatives in 2005. Since then GEST has been co-chaired by a senior official from MOWAC and a donor representative on a rotational basis (generally annual). In the framework of the EC/UN partnership, the EC was the co-chair with UNIFEM as deputy from January to July 2009, and UNIFEM has been co-chair with DFID as deputy since then.

GEST provides a venue for harmonizing and coordinating decision making and influencing the GE agenda in Ghana. In the last 3 years GEST has contributed to mainstreaming gender in national development policies, strategies and processes. GEST has also contributed to increased transparency, coordination and harmonization among donors in their support to GE in Ghana. However, in the last year there has been significant turnover among key GEST players (MOWAC, EC, DFID, DANIDA, EKN, CIDA) which has affected the momentum of the group and may pose some challenges for the sustainability of its achievements.

By assuming a leadership role, UNIFEM and the EC were able to accomplish the EC/UN Partnership objective of mobilizing stakeholders around mainstreaming GE in the AE agenda and in national development processes. GEST has acted as an amplifier of the EC/UN Partnership's efforts and results. It has allowed the EC/UN Partnership to influence change at the country level in a way that would have not been possible (nor desirable) with the sole program resources. UNIFEM and the EC's engagement in GEST in the framework of the EC/UN Partnership has thus proved very successful.

Country Profile: Honduras

1. Summary of Initial Situation

Honduras is a low middle-income country with a per capita gross national product of \$1,030 (2004). Despite moderate economic growth, poverty and inequality are pervasive, with nearly 65 % of households living below the poverty line, and 47% living in extreme poverty. Among rural and indigenous populations, extreme poverty is as high as 64%. Since 2000 Honduras is part of the Heavily Indebted Poor Countries (HIPC) Initiative, and the bulk of funds obtained from the debt forgiveness scheme are used for the country's poverty reduction strategy.

According to the 2007 National Millennium Development Goal Report, the country faces major challenges in achieving targets related to poverty, hunger, child mortality, HIV/AIDS, maternal health and the environment. Although gender differentials in school enrolment rates have been eliminated, considerable obstacles to gender equality and the empowerment of women persist.

Honduras is the second biggest recipient of European aid in Latin America. In 2007, the EC provided 10.8% of ODA available to Honduras. The EC Country Strategy Paper (CSP) for 2007-2013 prioritises investment in human capital, support for sustainable development of natural resources, and development of crime prevention policy. The CSP includes gender-sensitive indicators but no specific tools or resources.

The situation in Honduras at program onset (as described in the Mapping Report) was characterized by both positive developments and continuing challenges. There had been some progress in establishing legal and policy frameworks for gender equality and in mainstreaming gender in various sectors. In the four years prior to program onset, the political participation of women had increased, and the number of women representatives in the national congress had doubled. Nevertheless, social and cultural barriers to gender equality remained widespread, and implementing gender-related policies and legal frameworks continued to be a challenge, with gender-based violence posing a major problem.

2. Key Contextual Factors

External Context

The beginning of the programme in 2007 coincided with the evaluation of the First Equal Opportunity Plan (2002-2007). This also marked the beginning of nation-wide consultations in preparation for the adoption of the Second Gender Equity and Equality Plan of Honduras (Plan de Igualdad y Equidad de Género de Honduras –PIEGH), which will run from 2008 to 2015. At the time, the participatory and inclusive process of these consultations, as well as the good relationship that existed at the time between women's CSOs and the Minister of the National Women's Institute (Instituto Nacional de la Mujer –INAM) indicated a highly conducive programming environment. In addition, the process for the elaboration of the PIEGH created an excellent opportunity for the programme to participate, specifically for the development of a set of indicators to monitor its implementation (see also vignette, below).

However, in August 2008, the then-Minister of the Women's National Institute resigned from her post due to differences with the President. The appointment of the new Minister caused great discontent among women's organizations, which had not been consulted. This situation further delayed the beginning of the elaboration of the Second PIEGH. By March 2009, a full draft of the Second PIEGH had been validated by all relevant committees and by the Interagency Gender Group, pending approval by the executive. For various reasons the Cabinet was unable to meet and on June 28 2009 the coup d'état stopped the entire process.

The coup d'état had a serious impact on the implementation of the programme, since the UN system and the EC did not have official relations with the de facto government. As a result of the situation, 16 donors

decided not deliver new funds to the country, and other donors delivered only previously committed resources. All political-level interactions were suspended and only contacts with technical levels maintained.

New elections took place in November 2009, which restored relations with the majority of donors and the UN system. However, not all members of civil society recognize the new government, and as a result relations have remained strained between CSOs and the government. In particular, women's organisations have resisted engaging with the government, which has made the task of engaging both types of actors particularly challenging.

Another challenge for programme implementation was the lack of reliable gender-disaggregated data that complicated tasks such as mapping and evidence based advocacy.

Internal Context

UNIFEM's office in Honduras was very small consisting only of the National Project Coordinator (NPC) and one assistant. However, due to her already well-established relationships with stakeholders the NPC was able to give the programme a relatively high profile. Furthermore, she was able to attach many of the programme's activities to the already existing and related UNIFEM programme The Women's Economic Agenda. Given the small number of UNIFEM staff, the programme had to rely on external consultants for the elaboration of the mapping study and for the adaptation of programme tools and materials, as well as for the delivery of training courses to feed into the creation of gender indicators for the PIEGH. As the number of gender experts in Honduras is limited the programme team had to wait for a high-quality local consultant to become available, which caused delays in programme implementation.

The Head of Cooperation at the EC Delegation was very supportive of the programme, yet human resources available on the EC side were limited, too, with one Gender Focal Point being available who was also responsible for a number of other duties.

The programme Steering Committee (SC) was essentially composed of the Interagency Gender Group (IAGG). However, its activities were curtailed by the coup d'état and the severing of relations with the government that it entailed. Furthermore, although it did meet regularly, the IAGG but suffered from the fact that the majority of gender focal points that attended it, from both donor and government organisations, were of very low rank (thus lacking decision-making powers) and often not particularly knowledgeable about GE.

In spite of a challenging political context, the programme has nonetheless built positive relationships with women's CSOs and other donors. In dealing with government, it has been able to sidestep many of the political difficulties facing international cooperation activities in Honduras by focusing on supporting partners' capacity development through technical assistance.

3. Key Achievements/Results at the Output Level

Output 1. Relevant tools and information on main-streaming gender equality into national development processes in the context of AE are available and accessible.

Several documents, tools, and discussion fora were made available as part of the Program to enhance mainstreaming of gender equality into aid effectiveness, namely:

- The Honduras mapping study, which facilitated the exchange of information with the Central America Council of Ministers of Women. The mapping study was also reproduced in a more user-friendly version, i.e. a summary highlighting the main findings, which was printed and circulated at the meeting in Accra, Ghana; this mapping study was disseminated among a broad range of national actors, i.e. the Planning Unit of the Ministry of the Presidency, the Poverty Reduction Strategy Commission and the Ministry of Finance.

- A set of indicators to serve as a baseline for future actions towards promoting GRBs;
- A matrix, developed by the Interagency Gender Group of donors, containing gender-related programmes and projects, and their linkages to the Equal Opportunity National Plan, in order to promote donors' harmonization and alignment;
- A document describing the process of the development of monitoring indicators on gender for the Second PIEGH Plan and the project achievements;
- The case of the National Decent Employment Plan, which was included as one of the experiences of good practices and was presented at the HLF in Ghana. A poster-summary of the experience was also produced by the programme, and was presented at the meeting of the Programme at EC Headquarters in Brussels;
- An online course on Aid Effectiveness, in which at least 12 representatives of government, civil society and donors participated;
- A FLACSO-Argentina virtual platform for discussion; and
- An interagency document on the impact of the political and economic crisis on gender issues at national level.
- The report documenting the formulation process of the Plan for Gender Equality and Equity developed with the intention to preserve the historical memory of the participatory process that led to the construction of the Plan. The United Nations agencies (UNDP, UNFPA and UNIFEM) jointly used it to advocate with the new government for the continuation of this effort. The new government approved the Plan in June 2010.
- A set of PowerPoint presentations to be used as visual aids for the face-to-face training, including a presentation on gender-sensitive budgets, prepared by the consultant in Honduras who attended the ToT in Brussels in 2008.

Output 2. Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels

The Minister of the Presidency requested the dissemination of the results of the Mapping Study. As a result of this request, the Ministry of Finance, in view of the national budgetary process for 2009, requested an exclusive presentation of the Mapping Study results for its high level authorities and technicians (including the Minister himself, 2 vice ministers, director and vice directors). In addition, the Minister of the INAM and President of the Council of Women's Ministries of Central America (COMMCA) expressed an interest in reproducing the experience of the Honduran and Nicaraguan mapping studies for the rest of Central American countries as a means of launching a regional strategy to strengthen gender issues.

In order to monitor the implementation of the Second PIEGH, the Minister of the Presidency also requested the development of gender-sensitive indicators to be included in the plan. The indicators were developed through a participatory process consisting in a national consultation with government representatives and experts from Latin America. One of the results of this consultation was the request for gender mainstreaming in the country's proposal to the Ghana 2008 High-Level Forum. Other recommendations resulting from the national consultation were the provision of technical support for the development of reliable gender data systems; a process of awareness-raising on gender issues at all levels of Government, and the increase of resources for gender equality and women's empowerment from donors.

Output 3. International, regional, and national multi-stakeholder groups (e.g. working groups, networks, coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda

Several partnerships, at the national and regional levels, were developed in Honduras as a result of the EC/UN Program.

At the national level:

- With the Secretary of the Presidency, Ministries of Finance, Cooperation, Labour and Statistics, United Nations agencies (United Nations Volunteers/UNV⁷ and United Nations Development Fund/UNFPA - on GRB), and with the sub-regional office of ILO. These partnerships led to common advocacy messages on gender equality and aid effectiveness towards the HLF-3.
- With the following donors' Interagency groups: Gender (Mesa Interagencial de Género), Harmonization (Mesa de Armonización de Donantes) and Economics and Gender (Mesa de Economía y Género).
- Between the INAM and several key institutions, including at least five Government Ministries, 2 donor groups, one group to coordinate civil society and two academic institutions.
- Also, a national GRB Committee was set up, integrated by government, donors and civil society representatives with the mandate to establish a common agenda for action.

At the regional level:

- A strategic partnership with UNFPA, ILO and FLACSO Argentina.
- An exchange of information with the Council of Ministers for Women of Central America.

Output 4. National partners' capacity for effectively mainstreaming gender equality and women's human rights into national development processes strengthened.

A number of key actors acquired new knowledge and skills, namely:

- Fifty representatives of planning and finance units of 16 government institutions on RBM.
- Forty-six participants from donor agencies (CIDA, Inter-American Development Bank, AECID and EC) and United Nations entities in relation to the design of gender indicators.
- Twenty participants from the United Nations agencies and donor agencies at the coordination groups, twenty-five participants from civil society (including academia, NGOs, women's CSOs), and 43 representatives participants from 16 government agencies on gender equality and aid effectiveness.

Output 5. Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325

During the first phase of the EC/UN Partnership in Gender for Peace and Development, a national consultation with multiple stakeholders was undertaken to share the findings of the mapping study. Recommendations resulting from the national consultation were the support to reliable gender information systems, strengthening awareness on gender issues at all levels of Government, and a call of attention on the need to increase and to implement mechanisms to assess the percentage and impact of the resources addressed for gender equality and women's empowerment from donors. Moreover, one of the results of this consultation was the request for gender mainstreaming in the country's proposal to the Ghana 2008 High-Level Forum.

⁷ UNV provided a volunteer to support the programme.

In the second phase, and prior to the approval of the Second PIEGH, the Minister of the Presidency requested the development of gender-sensitive indicators to be included in the plan. In response to this demand, gender indicators for the Second National Plan for Gender Equality (PIEGH) were developed in 2008 through a participatory process consisting in a national consultation with government representatives and experts from Latin America. However, because of the coup d'état in June 2009 and subsequent changes in government, the approval of these indicators by the government was put on hold. These indicators were eventually presented for consideration to the new government, which adopted a revised version of them in 2010.

Output 6. Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)

A working group comprising representatives of donors, government and civil society, was established to agree on recommendations for the High Level Forum in Ghana in 2008. The consultative process for the development of indicators for the Second PIEGH also fed into the advocacy agenda developed for the HLF.

4. Contribution to Expected Outcomes

Outcome 1 National government and public actors- including government decision-makers and staff in line ministries, parliamentarians, judiciary and law enforcement - increase efforts to include GE in national development processes & related budgets.

Although the process was interrupted by the coup d'état in 2009, important headway had been made by the programme towards increasing awareness of the need for including GE concerns explicitly into national development processes and budgets. As a result of the Mapping study, a number of requests for training on GE, GRB and AE were made by various ministries. In particular, the National Women's Institute (INAM) had requested and received a number of trainings (including a Diploma programme) for its technical staff, in order to strengthen their ability to enhance GE efforts within line Ministries.

With the advent of the current government, some of these processes have resumed. For instance, the Ministry of Planning (which under the current government replaced the Ministry of the Presidency) has requested and is receiving technical assistance in the form of a gender focal point to begin mainstreaming gender into its planning processes. Work with INAM has also resumed, as has the technical assistance provided to the National Institute of Statistics.

Outcome 2. Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes.

The process of engagement of women's CSOs in the policy dialogue has also suffered from the political crisis. However, prior to the coup, there had been ample participation in both the mapping study and the national consultation processes leading up to the adoption of the Second PIEGH, and these organisations had also had some input into the appointment of the new Minister for the National Women's Institute after the resignation of the sitting Minister in 2008.

Unfortunately, the aftermath of the coup has left a deep rift between women's CSOs and the current government, which continues to impede negotiations and dialogue on GE.

Outcome 3. Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes.

As part of the training activities conducted under this programme, personnel from bilateral and multilateral country offices were exposed to the tools on GRB and gender mainstreaming offered by the programme, and have become somewhat more aware of the need to include GE concerns in their own programming.

They also participated jointly with government personnel in these training activities alongside technical staff from line ministries, thus ensuring a common knowledge base.

5. Partnership between UNIFEM and the EC

The relationship between UNIFEM and the EC Delegation was unanimously acknowledged to be very positive, largely as a result of the personal commitment of both the UNIFEM NPC and the EC Gender Focal Point, and the broad support provided by the EC's Head of Cooperation. This positive relationship translated into a good working partnership that enhanced the visibility of the programme among donors in Honduras, and into the participation of EC personnel in the training activities offered by the programme.

One question raised by consulted stakeholders was whether the partnership could have achieved even greater results had both UNIFEM and the EC had more human resources available.

6. Conclusions

Programming strategies: Work in Honduras focused on the following strategic areas of action: capacity building of partners, monitoring of Paris Declaration and AAA at national level or integrating gender-sensitive indicators in M&E frameworks, coordination with multiple stakeholders, and providing technical support to ministries to mainstream gender in direct budget support (DBS), SWAPs, basket funds, national action plans for PD and AAA, SCR 1325 implementation, and key national policies.

Factors affecting performance: The initially conducive and promising programming environment became severely challenging, especially following the coup d'état in 2009 that resulted in a near cut off of relationships between government and donors, and government and CSOs. Other challenges resulted from the limited human resources available on both UNIFEM's and the EC's side and the resulting need to rely on a scarce pool of national consultants. Despite the challenging environment the programme was able to build and sustain good relationships with a broad number of government, donor and non government partners.

Achievement of outputs: The programme developed and/or disseminated a range of relevant information materials and tools, including the Mapping Study and various training modules (Output 1). I contributed to raising awareness of gender equality issues among stakeholders both in but also beyond Honduras, e.g. through COMMCA (Output 2). Further, it supported the collaboration of different types of partners, thus working towards the creation of sustainable multi stakeholder partnerships as one of the foundations for enhanced advocacy for gender equality (Output 3). Several training workshops led to strengthening the knowledge and skills of the participating individuals from government, donor organizations, UN agencies and CSOs (Output 4). The most significant progress was obtained in relation to developing gender indicators for the Second PIEGH, which, despite the political turmoil and related delays, were finally adopted in 2010 (Output 5). Finally, Output 6 was achieved by national partners jointly developing input to the High Level Forum in Ghana.

Contribution to outcomes: There is some evidence of enhanced awareness of gender equality issues among government actors, thus strengthening the necessary foundation for increased efforts for gender equality (Outcome 1). Further, promising progress with regard to strengthening the participation of CSOs in policy dialogue was made until the coup d'état stopped and hindered further progress (Outcome 2). Very modest progress was made in relation to working with donor agencies, mostly focused on raising awareness on gender issues among some individual staff members (Outcome 3).

EC/UN Partnership: Both sides described the partnership as positive and as effective as possible given the difficult conditions in Honduras. The partnership benefited from the personal commitment of the respective individuals being involved on both UNIFEM's and the EC's side, and contributed to increasing programme visibility especially among the donor community.

THEMATIC VIGNETTE*Developing the set of indicators to monitor the implementation of the Second National Plan for Gender Equity and Equality (PIEGH)*

In the case of Honduras, following the principles of ownership, the programme provided assistance to the government and the National Institute of Women (INAM), in designing the second phase of the National Policy on Women and in designing the Second National Gender Equity and Equality Plan for Honduras (II PIEGH), specifically with the development and integration of a set of indicators to monitor its implementation.

UNIFEM assisted in strengthening the capacity of INAM's technical staff, as well as of staff involved in the planning and budgeting departments of line ministries, by developing a Diploma programme in Public Policy with a Gender Perspective, prior to the formulation of the second plan. Furthermore, training activities were organised by UNIFEM in the methodology of results-based management and in the development of gender sensitive indicators. This led to a participatory process of construction and validation of the indicators, which included all the public sectors involved in the implementation of the second PIEGH. The process of developing these indicators also had the support and participation of a wide variety of women's CSOs. External support was provided by the Latin American Faculty of Social Sciences (FLACSO-Argentina). In addition, UNIFEM facilitated a workshop on Gender Responsive Budgeting.

Unfortunately, the political crisis that followed from the coup d'état in June 2009 interrupted the process of adoption of the second PIEGH. The indicators were eventually presented for consideration to the new government, which finally adopted a revised version of them in July 2010.

Country Profile: Indonesia

1. Summary of Initial Situation

Indonesia is a country with a population of approximately 230 million people. The government is continuously advancing significant economic reforms, and debt-to-GDP ratio has been declining steadily over the last decade. However, the debt stock of Indonesia, both external and domestic, remains very high, meaning that 30% of the state budget goes to servicing debt. The net amount of Official Development Assistance (ODA) in 2006 was \$1,405 million, which is around 0.4% of the country's GNI⁸. The top five donors were Japan, Australia, the United States, Germany, and the International Development Association (IDA). The EC is seventh on the list with a contribution of US\$105 millions. Indonesia used to have a donor coordination forum, called IGGI (1970-1992, chaired by the Netherlands) which was later changed to CGI (starting 1992, chaired by the World Bank). CGI was dissolved by the Government of Indonesia in 2006.

Indonesia ranks 93rd out of 155 countries on the UNDP's Gender-Related Development Index and 103rd out of 157 countries on Social Watch's Gender Equality Index.

The 2008 Mapping Study conducted by the EC/UN Partnership highlighted several issues hampering gender mainstreaming in national development processes in Indonesia.

- The State Ministry for National Development Planning/National Development Planning Agency (BAPPENAS) had limited internal coordination on gender related issues, as well as gender mainstreaming capacities among the staff (especially outside the Office of the Deputy Minister for Human Resources and Culture). For these reasons integrating gender into the Aid Effectiveness (AE) process proved to be difficult.
- The then State Ministry for Women's Empowerment (SMWE)⁹ faced various challenges in conducting its mandate of advancing women's empowerment and gender equality(GE):
 - There was a mismatch between SMWE's actual work and the content of its role as GM facilitator as stated in Presidential Instruction No. 9/2000 (Inpres 9/2000). In particular its coordinating role with sectoral ministries, as stipulated in Inpres 9/2000, was only carried out to a limited degree;
 - SMWE's organizational structure did not support its role as a gender mainstreaming facilitator for other government institutions. SMWE staff and officials noted a lack of leadership at all organizational levels. In addition, staff's knowledge and comprehension of SMWE's mandate is varied, and high turnover of staff has resulted in inadequate 'corporate memory'.

2. Key Contextual Factors

A number of changes happened in the Indonesian context during the program period, making the environment more conducive to program implementation. The issuance of the Jakarta Commitment in January 2009, confirming the Indonesian Government's commitment to the Paris Declaration (PD) and to addressing gender issues in development processes and aid effectiveness (AE), was seen as a positive change by program stakeholders. In addition, the establishment of the Aid for Development Effectiveness

⁸ Since 2009 Indonesia has been categorized as middle income country in the DAC list of ODA recipient. This has contributed to a 40% decrease in ODA, compared to previous years.

⁹ The name of the Ministry was changed to Ministry of Women Empowerment and Child's Protection (MOWE and CP) in 2009

Secretariat (Aid4Des) in BAPPENAS in 2009 opened up an opportunity for the EC/UN program to integrate GE principles into monitoring of aid delivery mechanism.

However several contextual factors posed challenges to the successful implementation of the EC/UN Partnership.

Limited knowledge about AE and GE among government and civil society organizations (CSOs) has negatively affected program implementation. Capacity gaps among key government partners implementing program activities due to managerial and decision making limitations, led to a very slow implementation. In addition middle-level government decision makers in line ministries have limited awareness and skills in GE, which resulted in poor implementation of project activities. Also, the lack of political buy-in among key ministries on the GE and AE agenda, has resulted in slow implementation of project activities. While GE is amongst the national priorities, it has not been adequately linked with AE and implementation of Paris Declaration principles. In addition, government partners also suffer from a lack of coordination in their respective organisations between divisions responsible for AE, Planning, and GE. National elections in 2009 lead to a restructuring of the cabinet and ministries, including SMWE/MOWE and delayed some activities.

Limited knowledge and coordination among donors on GE (in particular in relation to AE) also hampered the achievements of the program.

All respondents stated that UNIFEM needs a bigger presence in Indonesia. Respondents voiced the need for more human resources to manage the program. They also mentioned that, as a program that attempts to address such strategic issues, the EC/UN Partnership in Indonesia was too small, had low visibility, and limited influence. A number of activities were delayed and/or changed, due to personnel changes within UNIFEM.

3. Key Achievements/Results at the Output Level

Output 1. Relevant tools and information on mainstreaming gender equality into national development processes in the context of AE are available and accessible.

The national Mapping Study, reviewing the Indonesian environment of GE and AE was completed and published. The Mapping Study was presented in multi stakeholder dialogues organised by both SMWE/MOWE and the NGO Koalisi Perempuan Indonesia (KPI). The study was translated into Bahasa Indonesia, and has been disseminated to various ministries and CSOs. A number of stakeholders perceived the study to be very useful. However, many said that the Mapping Study was not disseminated widely enough and that it remained largely unknown.

The ITC-ILO training modules were to be adapted to the national and sectoral contexts. However, by the end of the program, the adapted training modules had not been finalized yet. A number of meetings were organised to discuss the adaptation and later translation, but the meetings were not conclusive.

An in-depth study on the implementation of resolutions 1325 and 1820 and AE in Indonesia has been conducted. However stakeholders who were consulted at the national level did not mention it and do not appear to be aware of it. Also, it should be mentioned that the scope of the study is limited to the post-conflict Aceh Province. Dissemination of the study at the national level has not happened yet.

Output 2. Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels

The program has contributed to increased awareness of GE among officials in BAPPENAS and the Ministry of Finance (MoF). Within the Aid4Des, for example, gender balance in terms of participation in workshops, seminars is well attended to. In the MoF, there is an increased acknowledgement that Gender Responsive Budgeting (GRB), a Ministry of Finance's priority since 2003, is an excellent tool for developing PerformanceBased Budgeting. .

Interviews carried out with stakeholders show that AE is a new issue for women's groups and gender advocates in Indonesia. The program, through various workshops, helped to introduce CSOs to these new issues as a new arena for campaigning.

Output 3. International, regional, and national multi-stakeholder groups (e.g. working groups, networks, coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda

It appears that the program's achievements under this Output are limited. According to the 3rd Annual Report, as a result of the renewed commitment generated by the Regional Workshop on Gender and Aid Effectiveness (Kathmandu 2009), the BAPPENAS – working in coordination with the Ministry of Women's Empowerment – issued a Decree (N° 30/2009) to create an inter-ministerial Steering Committee on GRB and Planning. In addition, members of this group, together with donors and CSOs, committed to creating a Multi-stakeholder Platform on GE and AE. However, interviews carried out with stakeholders reveal that the enthusiasm demonstrated in 2009 has not carried through to achieve expected results. One example is the failure of establishing the national multi-stakeholder Platform on GE and AE, despite the National Project Coordinator's (NPC) efforts. There are a number of reasons for this, including high turnover among members, and the unfamiliarity of stakeholders with AE issues.

Output 4. National partners' capacity for effectively mainstreaming gender equality and women's human rights into national development processes strengthened.

Stakeholders who were consulted agreed that the program has, to some extent, contributed to enhance national partners' capacity through technical support and training. In particular, this is demonstrated by the resulting enhanced capacity in MOWE on GRB and other accountability tools. The program gave support to MOWE to implement another UNIFEM's funded project to integrate GRB into the new Public Expenditure Management (PEM) System in Indonesia. The key acting ministries in this project are: BAPPENAS, MOWE, and MoF. Despite initial achievements in this direction, our data indicated a continued need for strengthening individual competencies and collective capabilities around GRB in sectoral ministries, as well as MOWE's ability to train other ministries.

It was also reported that this program has enhanced women groups and GE advocates' knowledge and skills on development planning and GE.

Output 5. Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325

With the program's support, KPI as the partner NGO for the project implementation, has developed gender indicators for aid monitoring through a number of workshops. Dialogues with BAPPENAS and Aid4Des, resulted in the agreement of Aid4Des to include gender indicators in its monitoring framework for development aid. BAPPENAS now has a check list of gender issues in monitoring and evaluating for PD implementation in the country.

Output 6. Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)

A preparation meeting for the Third High Level Forum on Aid Effectiveness (HLF 3) was organised and considered to be successful, in particular in relation to the development of a monitoring tool, presented at the HLF 3. Multi-stakeholder recommendations for the HLF 3 were prepared (called the Jakarta Declaration on Gender and Aid Effectiveness), and a declaration on GE and AE was produced.

4. Contribution to Expected Outcomes

Outcome 1. National government and public actors- including government decision-makers and staff in line ministries, parliamentarians, judiciary and law enforcement - increase efforts to include GE in national development processes & related budgets.

According to the 3rd Annual Report, political commitment to integrate a gender dimension into national planning and budgeting work in Asian Pacific countries was strengthened at the regional level thanks to the Kathmandu Regional Workshop on GE and AE (November 2009). An important result from this event was a renewed commitment from Indonesian government officials to strengthen their efforts to integrate a gender perspective into national processes and enhance their GRB capacity. GRB has been institutionalized by the 2009 MoF's regulation for submission of ministries' Work Plan Budgets; however, GRB implementation is still at its nascent phase and limited to pilot ministries at the national level. Despite some improvements in key government officials' awareness and skills on GRB, challenges remain in MOWE and sectoral ministries in implementing GRB.

The program has contributed to enhancing government partners' awareness and knowledge on AE and GE, and on GRB. However it is too early to assess to what extent this has actually influenced government behaviours. In addition, despite some observed steps forward in terms of government's commitment to GRB, it is difficult to say whether the program has contributed to them (see thematic vignette).

Outcome 2. Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes.

There is some evidence that the program has strengthened CSOs, by enhancing their knowledge on the linkages between development planning and GE and equipping them with new skills. Although it is too early to assess to what extent the program has contributed to achieve this outcome, one positive example was reported: KPI has managed to convince the Ministry of National Development Planning to include gender indicators in monitoring development aid. According to stakeholders who were consulted, KPI's competency and skills are now acknowledged by Aid4Dev, and KPI has been included in the discussion session of the working group in Aid4Dev.

Outcome 3. Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes.

There is no evidence that the program has contributed to this outcome.

5. Partnership between UNIFEM and the EC

The relationship between UNIFEM and the EC at the country level has been nearly non-existent. This was demonstrated by the reluctance of the EC officer to take part in this evaluation, expressing her disappointment that the EC was never involved in the project implementation nor informed about the progress of the project. Documents about various meetings during the project cycle did not show the involvement of the EC officers. It appears that the European Union Delegation in Indonesia does not own the program, but is merely following headquarters' instructions.

6. Conclusions

Programming Strategies: Work in Indonesia has focused on the following areas of action: capacity building of partners and technical support (on GRB, GE and AE); integrating gender sensitive indicators in M&E Frameworks; research and production of an evidence base (Mapping Study and Study on SCR 1325 in Aceh); and to a lesser extent advocacy and coordination with multiple stakeholders.

Factors Affecting Performance: The context in Indonesia has been rather challenging for the program implementation. Government partners' limited capacities and buy-in have affected program implementation. Lack of donor coordination on GE has also been an issue. The EC/UN Partnership in Indonesia was also considered too small and under-resourced to have sufficient visibility and influence. Personnel changes within UNIFEM also affected the program. However in 2009 a few positive changes were registered in the local context, including a MoF regulation institutionalizing GRB, and the establishment of the Aid4DES in BAPPENAS

Achievement of Outputs: The program has, to some extent, contributed to increased awareness on GE and AE among government officials and CSOs (Output 2) and enhanced MOWE's capacities on GRB and CSOs knowledge and skills on development planning and GE (Output 4). With the program's support, gender indicators for aid monitoring were developed and included in the Aid4Des monitoring framework (Output 5). Multi-stakeholder recommendations for the HLF 3 were prepared as well as a monitoring tool (Output 6). The program has produced information on GE, AE and SCR 1325 (Mapping Study and Study on SCR 1325 in Aceh): however this was not made widely available and accessible (Output 1). The programs achievements in terms of creating and strengthening multi-stakeholder groups were very limited.

Contribution to Outcomes: While the program has contributed to enhancing government partners' awareness and knowledge on AE, GE, and GRB, it is too early to assess to what extent this has actually influenced government behaviours. In addition, despite some observed steps forward in terms of government commitment to GRB, it is difficult to say whether the program has contributed to them (Outcome 1). There is some initial evidence that the program has strengthened CSOs, by enhancing their knowledge on the linkages between development planning and GE and equipping them with new skills (Outcome 2). The program has made no contribution towards Outcome 3 (influencing donor behaviours).

EC/UN Partnership: The relationship between UNIFEM and the EC at the country level has been nearly non-existent.

- THEMATIC VIGNETTE

- Indonesia – capacity building on GRB

The decision to select GRB as a focus for this program was based on a number of considerations : (a) financing for GE is considered to be strategic in its approach for integrating gender issues in AE; (b) the Indonesian Government has made its commitment to GE by issuing a government decree no. 30/2009 on the establishment of Inter-Ministerial Steering Committee on GRB and Planning; (c) The Minister of Finance issued a Minister Regulation on piloting GRB in 5 ministries, i.e.: Ministry of Education, Ministry of Health, Ministry of Public Works, Ministry of Agriculture, and Ministry of National Development Planning.

In this context, the EC/UN Partnership in Indonesia has focused on building GRB capacities of local stakeholders, including Government and CSOs, in the last year of its implementation. A number of activities were carried out including facilitating government and CSO participation in the regional Training of Trainers workshop in Kathmandu, November 2009; organising various workshops and dialogues for key government officials and CSOs; and adapting the ITC-ILO training modules ("The global development agenda: tools for gender-sensitive planning and implementation") to the Indonesian context so that they can be used to address sectoral and local government issues.

Using GRB as a focus in this project is a good strategy, bearing in mind the conducive environment on financing GE in Indonesia and the momentum given by the Ministerial Decree. It appears that this strategy has contributed to some improvements in key government officials' awareness and skills on GRB. However it is difficult to measure the level of contribution of this program to the overall results in GRB in Indonesia: UNIFEM has been working on the institutionalization of GRB through other programs as well; and other development partners have supported GRB capacity building for the government (at the national and sub-national levels) and for CSOs.

With limited manpower and resources, the program could have more effectively used other strategies to achieve its objectives: for example, it could have initiated donor coordination on financing for GE, and could have collaborated with other donors on how to influence the middle-level decision-makers in the government ministries. The project could have also involved budget-watch groups that have been active in Indonesia.

Country Profile: Kyrgyzstan

1. Summary of Initial Situation

The Kyrgyz Republic is a land-locked country of 199,000km². In 2006, the population of 5.2 million people was 68.4% ethnic Kyrgyz; 14.3% ethnic Uzbek and 9.5% ethnic Russian. However, there has been significant demographic change recently through both migration and uneven birth rates between these ethnic groups.

Kyrgyzstan is a low income country, with per capita GDP at US\$460. Major economic activities are agriculture, mining, hydropower generation, machinery, light industry, and food processing. In 2006, unemployment was 9.3%, with 40.6% of the population living in poverty. In addition, the country ranks among those with the lowest quality of life and the highest rates of corruption.

The status of women in Kyrgyzstan is rather low, with the country ranking 100 out of 155 on UNDP's Gender-related Development Index (GDI)¹⁰. Furthermore, the gap in earnings between men and women is increasing, as is gender segregation in education and the labour market.

Since the mid-1990s, foreign aid has mainly addressed problems of poverty and poor public governance. In 2007 the government turned down an offer to join the Highly Indebted Poor Country (HIPC) program, which would have reduced foreign debt significantly. Donors have reviewed their policy of alignment in respect to socio-economic programs.

Gender equality (GE) is incorporated in national development strategies, in as much as gender mainstreaming features in the 2007-2010 Country Development Strategy (CDS), but adoption in reality is rather inconsistent. The CDS states in its description of the current situation that gender issues are in general ignored, including by social programmes. Although legislation has improved, implementation lags, and the strengthening of human rights and anti-discrimination institutions should be a development priority. Women are poorly represented in positions of power in general and in the parliament in particular; and labour markets are characterised by horizontal gender segregation.

The Joint Country Support Strategy (JCSS) notes a general exacerbation of GE problems following the collapse of the USSR and a reduction of women's participation in decision-making and policy formulation. It also expresses concern for women's marginalisation in the labour market: their share of the EAP decreased from 46.5% in 1996 to 44.1% in 2004. In contrast, the JCSS notes women's increasing participation in higher education, from 51.2% in 1996 to 55.3% in 2004.

There is strong divergence between the CDS and the JCSS with regards to policy prescriptions, with the CDS being more specific and wide ranging and the JCSS focusing only on improving post-education GE and introducing gender-specific element in education and health provision.

Major country-level constraints significantly hinder implementation of gender mainstreaming. Staff capacity-building to improve gender sensitivity in project implementation is not generally a priority for donors, with little communication with civil society in general or women's groups and gender experts in particular, with few exceptions like the annual Civil Society Dialogue Days arranged by the EC Delegation.

The basis for a system of gender indicators exists, in particular the annual statistical review "Women and Men of the Kyrgyz Republic" (hereafter named as KR) published by the National Statistics Committee (NSC) with support from the UNFPA and UNIFEM. The NSC has produced a set of 100 indicators for use in the evaluation of CDS implementation including 23 pairs of consequent sex-disaggregated targets and indicators.

¹⁰ UNDP, Human Development Report ,2009. Data from 2007.

For development programming, line budgeting predominated historically. Gender based analysis and Gender Responsive Budgeting (GRB) are “in their infancy”, although some institutional frameworks are already in place: provision for gender-oriented budgetary review in the 2007 budget resolution in the Jogorky Kenesh (national parliament, henceforth JK); establishment of a working group on gender-oriented budgeting in the Ministry of Finance (MoF).

2. Key contextual factors

External factors

In October 2007, following the national referendum, the new Constitution, introducing the proportional electoral system, as well as the new Election Code was adopted. This was followed by the extraordinary parliamentary elections and appointment of the new government.

The instability caused by these events and the lack of key national partners in the government affected the process of finalization of the Mapping Study in the fall 2007, as it had been expected that the representatives of the ministries of finance and of the economic development and trade would participate in the final meetings for discussion of the Mapping Study results. The final consultations with the government officials took place in January and early February, while the donors and civil society organizations were consulted in late 2007.

The political revolt and turnover of April 2010, with dismissal of the president, government and parliament, suspended achievement of project results.

Internal factors

The program did not have a Steering Committee due in large part to the lack of clear government counterparts. As an alternative, UNIFEM proposed twice-yearly consultations with the relevant government institutions as well as with donors and CSOs to share information. However, the strong support of the program’s headquarters and the clear structure of the program were appreciated by the National Project Coordinator (NPC), as it allowed UNIFEM to implement the program activities without delays or problems.

3. Key achievements/results at the Output level

Output 1. Relevant tools and information on main-streaming gender equality into national development processes in the context of AE are available and accessible.

Updates on project implementation were regularly submitted to the gender-matters website. A series of events were organised or attended by program staff from Kyrgyzstan, with the purpose of sharing related information with partners in Kyrgyzstan:

- Consultation on Gender Equality and Women’s Empowerment: Challenges and opportunities ahead in the new European aid environment, Brussels, Belgium, 7th May 2008;
- Sixth Meeting of the DAC Network on Gender Equality, OECD Headquarters, Paris, 7-9 July 2008;
- The International Women's Forum, 30 August 2008, Accra, Ghana;
- The CSO Parallel Conference on Aid Effectiveness, 31 August – 1 September 2008, Accra, Ghana;
- Global UNDP Community of Practice Meeting on Aid Effectiveness "UNDP in the Changing Environment at Country Level: Policy Programming and Positioning", Dead Sea, Jordan, 28 -29 October 2008.

In addition, in the context of the Mapping Study, national consultations were held to disseminate its findings.

Output 2. Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels

In September 2007, two experts were hired to produce the Mapping Study “The Gender Aspects of Implementation of Paris Declaration in Kyrgyzstan”. The Mapping Study implied the following activities:

- Analysis of the development policies and strategies of the country in order to identify key priorities, including GE;
- Analysis of strategies and programs of some key donors (EC, SIDA, DFID, World Bank) and of the organizations – partners (UN) for identification of the degree of alignment thereof with priorities of the country;
- Oral and written interview with key partners: the representatives of the government bodies, non-government organizations, donors and independent experts.
- All donor organizations operating in Kyrgyzstan were invited to participate in the study through distribution of the written questionnaire sent out by the UN Resident Coordinator to Donors’ Council members (the written answers were received from the EC and the Swedish International Development Agency). The representatives of DFID, EC Delegation, World Bank and UN took part in the interviews. Therefore, this research study describes policies and approaches of the aforementioned donors and partner organizations.
- The representatives of Division of the Economic and Social Policy under the President of Kyrgyzstan, Ministry of Finance, National Statistics Committee and others took part in this study on behalf of the government bodies.
- Interviews were also held with representatives of the civil society: the Agency of Social Technologies, Women Support Center, Center of Gender Studies, Alliance of Community Development and the Council of NGOs, which were elaborating the Alternative Report on CEDAW

The national consultations participants included representatives of government structures: Administration of the President of Kyrgyzstan, Prime Minister Office, Parliament, Ministry of Finance, Ministry of Economic Development and Trade, Ministry of Public Health, Ministry of Education, National Statistics Committee. Civil society organizations, non-government organizations, international organizations and Donors Council were widely represented.

Output 3. International, regional, and national multi-stakeholder groups (e.g. working groups, networks, coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda

The Alliance of Women's Legislative Initiatives developed its own plan of action for the implementation of the Accra Agenda for Action. This plan of action included, among other activities, the regular thematic (by sectors) meetings with the donors to discuss their activities and to monitor the budget allocations.

Output 4. National partners’ capacity for effectively mainstreaming gender equality and women’s human rights into national development processes strengthened.

The program organised a series of activities intended to strengthen both individual skills and abilities and institutional procedures for the effective mainstreaming of GE into national development processes. These included:

- A seminar on *The Gender Sensitive planning and budgeting of the sectoral programmes* for the Gender Responsive Budget group of the Ministry of Finance, and staff of the Ministry of Labor and Social Development (28 July 2008);

- A round table *The Gender Aspects of Paris Declaration's implementation and the role of women's organizations* to build common advocacy agenda for mainstreaming GE in AE agenda in Kyrgyzstan, and prepare for III HLF in Ghana (30 July 2008).
- A round table to discuss *the outcomes of HLF and the mechanisms for cooperation between the government, donors and civil society* to follow up the implementation of Accra Agenda for Actions (24 September 2008).
- A series of consultations held with the staff of the EC delegation in Kyrgyzstan to identify the priority project documents for gender analysis and mainstreaming (January – March 2009) and the following trainings on gender mainstreaming into EC programming.

In addition, capacity building activities on gender sensitive planning and budgeting for the staff of the Ministries of Labour & Social Development and of Finance resulted in inclusion of the clear gender targets and activities into sectoral development strategies (targets, activities etc).

It should be noted that the training activities associated with the program suffered from some delays due to the need to translate the materials into Russian. The program proceeded to produce a Training Guide based on the adjusted ITC/ILO modules for the trainings delivered to parliamentarians, government officials and CSOs.

Output 5. Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325

As part of the Mapping Study, a set of gender indicators to measure the impact of AE on GE was developed and agreed with national and international partners.

In addition, the program held a consultative workshop to verify the results of the analysis of sectoral strategy and proposals for gender sensitive planning and budgeting of the ministry of Labour and Social Development.

Following a seminar for the Ministry of Labour and Social Development and the Ministry of Finance on gender sensitive planning and budgeting, the program developed a Manual for gender sensitive planning, implementation and budgeting, in close linkage with the policy level activities undertaken within UNIFEM project on Enhancing Women Economic rights in Kyrgyzstan.

Output 6. Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)

The program's preparation for the HLF in Ghana included holding a round table *The Gender Aspects of Paris Declaration's (PD) implementation and the role of women's organizations* to build common advocacy agenda for mainstreaming GE in the AE agenda in Kyrgyzstan. This was built upon with a round table to discuss the outcomes of HLF and the mechanisms for cooperation between the government, donors and civil society resulted in development of the Action Plan for AAA implementation by the gender experts, which was incorporated into the National Action Plan on PD & AAA.

4. Contribution to Expected Outcomes

Outcome 1 National government and public actors- including government decision-makers and staff in line ministries, parliamentarians, judiciary and law enforcement - increase efforts to include GE in national development processes & related budgets.

A core group of parliamentarians benefitting from the training activities of the program and having participated in the national consultations was sensitized to issues of GE and AE. They were very keen and interested in these issues and managed to include specific questions on the gender impact of aid for the Annual parliamentary hearings on AE scheduled for May 2010. However, the hearings did not take place due to the April 2010 revolution.

Outcome 2. Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes.

As a result of the National Consultations and the trainings that the program provided to parliamentarians and CSOs, the Alliance of Women's Legislative Initiatives, a women's network, clearly expressed its interest and commitment to follow up on the Accra Agenda for Action, including monitoring of allocations for GE by donors. Due to the lack of actual mechanisms for dialogue between donors and CSOs, and a lack of adequate commitment from donors' side this did not materialize as planned. However, the Alliance of Women's Legislative Initiatives did elaborate an action plan on AE.

Outcome 3. Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes.

The program managed to establish a positive working relationship with the World Bank office in Kyrgyzstan, which facilitated the inclusion of UNIFEM in the working group for the national action plan for the implementation of the Accra Agenda for Action. In addition, training and consultation activities were organised for bilateral and multilateral partners on a regular basis. The program led to an increased awareness among donors of the need to include GE concerns.

5. Partnership between UNIFEM and the EC

The Delegation of the EC was first contacted for a briefing on the project in February 2007. Since the responsible staff member was hired in the country, meetings became regular and were of a highly constructive manner. The Delegation appointed a project focal point –the EC Attaché, Delegation Project Manager - who played an active role in all the project events and processes.

The relationship between UNIFEM and the EC was described as always being positive, demonstrating a strong level of interest and motivation on both sides.

A series of consultations and capacity building activities with the staff of the EU delegation resulted in the incorporation of the stronger gender commitments into draft project document on the SWAP in Education. Also, the proposed gender amendments to the European Community Regional Strategy Paper for Assistance to Central Asia for the period 2007-2013 and changes were submitted to the EC HQ for consideration during the mid-term evaluation.

6. Conclusions

Programming Strategies: Work in Kyrgyzstan has focused on the following areas of action: research and production of an evidence base (Mapping Study and events to engage in information sharing); advocacy and coordination with multiple stakeholders (National Consultations); capacity building of partners and technical support (GRB and gender mainstreaming to select government ministries); monitoring and accountability mechanisms (consultative workshops and the development of a manual for gender sensitive planning).

Factors Affecting Performance: Political uncertainty following the national referendum in 2007 affected the process of finalization of the Mapping Study. The political revolt and turnover of April 2010, with dismissal of the president, government and parliament, suspended achievement of project results.

Achievement of Outputs: The Program has made relevant information available on GE implementation in national development processes through the Mapping Study, and dissemination of information on the gender-matters website (Output 1). The Program has raised awareness on GE within the AE agenda through National Consultations with representatives of government structures (Output 2). The Alliance of Women's Legislative Initiatives developed its own plan of action for the implementation of the Accra Agenda for Action (Output 3). The Program has succeeded in supporting national partners' capacity development for gender mainstreaming through a series of activities and discussions with government ministries and partners (Output 4). The EC/UN partnership also contributed to strengthening monitoring and accountability mechanisms such as by creating a manual for gender sensitive planning, implementation and budgeting, as well as consultative workshops to verify the results of the analysis of sectoral strategies in GE (Output 5). The Program achieved the creation of a common advocacy agenda for the HLF on GE and the AE agenda in Kyrgyzstan, built upon roundtable discussions (Output 6).

Contribution to Outcomes: The Program has contributed to strengthened GE and AE sensitization of parliamentarians through National Consultations (Outcome 1). The Program provided National Consultations through which the Alliance of Women's Legislative Initiatives expressed interest and commitment to follow up on the Accra Agenda for Action. Due to lack of mechanisms for dialogue between donors and CSOs, and a lack of commitment from the donor side, this did not materialize as planned (Outcome 2). By establishing a positive working relationship with the World Bank office in Kyrgyzstan, the Program has contributed to increased awareness among donors of the need to incorporate GE concerns (Outcome 3).

EC/UN Partnership: The relationship between UNIFEM and the EC has been positive throughout the duration of the program, demonstrating a strong level of interest and motivation on both sides. The EC Delegate played an active role in project events and processes.

Country Profile: Nepal

1. Summary of Initial Situation

Nepal has a population of almost 27.5 million¹¹. Foreign aid constitutes approximately 3.5 percent of GDP and consists of approximately 55-60 percent of the total development spending by the government. The Government of Nepal is committed to implement the Paris Declaration (PD) and follows Joint Financing Agreements. Donor influence extends to the policies and strategies of development. The IDA/World Bank and ADB jointly provide about 40 percent of total aid. Japan, Germany, India, and the United Kingdom share approximately 26 percent, while the UN system contributes about 5 percent. The European Community is only a small donor in Nepal, contributing less than 1 percent.

On the gender empowerment measure (GEM), which reveals whether women take an active part in economic and political life, Nepal was ranked 83 out of 109 countries.¹² On the gender related development index (GDI), Nepal was 112th out of 155 countries.¹³

From 1996-2005, Nepal experienced 10 years of armed conflict. Social infrastructure was extensively damaged, and despite the ongoing peace building process, armed groups still remain influential, and continue to impose physical, financial, environmental, social and human costs on the country. The conflict impacted women tremendously and has resulted in an increase in gender based violence, trafficking of girls and women, and marriage at a younger age.

When the program started in 2007, Nepal was in a transitional phase, entering into a peace process. Concerns toward gender issues during the peace process had been minimal and very little attention had been paid to the implementation of Security Council Resolution (SCR) 1325. The 2006 Peace Agreement did not mention any specific issues of concern for women created by the conflict. The Peace Monitoring Committee included two women, but the committee had been non-functional throughout the process. UNIFEM has worked on the gender dimensions of peace with the Ministry of Peace and Reconstruction since its creation (2007), focusing on UN SCR 1325 and later UN SCR 1820. According to consultations with stakeholders at that time, stakeholder knowledge on SCR1325 and 1820 was low.

The 2008 Mapping Study conducted by the EC/UN Partnership found that Nepal has demonstrated sincere commitment to gender equality (GE):

- A Gender Equality act was enacted in 2006 and the Interim Constitution has called for an end to all discriminatory laws and regulations against women. Women's rights were specifically included within the body of the Interim constitution.
- Various laws and acts have been amended to promote GE and to minimize violence against women, including in the household.
- Affirmative action strategies were introduced to increase women's representation throughout state structures. A special provision had been made to ensure that 33 percent of the candidates for the 2008 elections for the Constituent Assembly were women and 33 percent of the positions throughout the government and semi-government structures were filled by women. In addition, it is mandatory to have 33-50% women's representation in all government service-contracted organizations. Similarly the Local Peace Committee in all 75 districts of Nepal must have at least 33% representation of women.

¹¹ Estimated population of 2009, Three Year Interim Plan, Government of Nepal, Concept Paper 2007

¹² Human Development Indicators - <http://hdrstats.undp.org/en/countries/>

¹³ Human Development Indicators - <http://hdrstats.undp.org/en/countries/>

However, it was also found that despite Nepal's commitments to GE, these were not matched by either adequate allocation of resources or appropriate implementation and monitoring mechanisms. This observation applied both to the Government of Nepal and to donors. Projects focused on infrastructure, economics and financial reforms do not seem to integrate a gender perspective. Other challenges related to political instability, and limited management capacity within National Partners, which often resulted in direct management of the programs and projects by the donors, with scarce country ownership. Finally, the concept and principles of aid effectiveness (AE), in particular in relation to GE, did not appear to be well known in Nepal, especially among Women's Groups.

UNIFEM has been collaborating with and providing support on Gender Responsive Budgeting (GRB) to the Government of Nepal, in particular the Ministry of Finance (MoF), since 2002. Within the framework of this partnership, the Government of Nepal has demonstrated a strong commitment for the institutionalization of GRB. A Gender Responsive Budget Committee (GRBC) was established in the MoF in 2005. GRB was introduced in Nepal, upon recommendation of the GRBC, during a budget speech in fiscal year 2007/2008. In compliance with these recommendations, sectoral ministries are required to categorize their programs, budgets and in-line activities according to the extent to which they support GE. In this context, in collaboration with UNIFEM, the MoF has improved and revised the existing budget forms, manual and related software e.g., Budget Management Information System (BMIS) and Line Ministry Budget Information System (LMBIS), adopted in the fiscal year 2007/08, to make them compatible with GRB principle. These efforts have highlighted for policymakers the need for a conscious and concerted effort to allocate more resources in order to achieve the goal of GE.

2. Key Contextual Factors

External Context

Several factors in the Nepalese context have been conducive for program implementation. As mentioned above, the affirmative action resolution passed by the Interim Parliament and the Constituent Assembly (CA) election in 2008 led to a historic 33% representation of women. When the program started, Nepal was in the process of developing a foreign aid policy and a national development strategy (promoting mutual accountability and joint monitoring), and it was preparing for the national development forum to be held in May 2009. This context provided important opportunities and entry points for the program to influence national development processes. The timing of the program was also considered to be positive in respect to the Peace Process as the program started just after the end of the conflict when, as one stakeholder put it, Nepal was an "open playground for donors" to come and pitch in. The timing was also very opportune in relation to momentum around the upcoming HLF 3.

The strong ownership demonstrated by the government has been another supportive factor. There has been buy-in to the EC/UN Partnership at the highest level of institutions, such as MoF, Ministry of Women (MoW), Children and Social Welfare, National Planning Commission, Ministry of Peace and reconstruction. Civil society members including media and gender advocates have shown significant interest and have been very involved in the program from the beginning.

A major contextual challenge for the program implementation has been the country's political instability. Changes in government interrupted or delayed program activities. For example, the National Development Forum was postponed for one year and development policy was delayed because of political instability. High rotation of government staff (for example, the GRBC Coordinator changed 3 times during the program implementation period) posed another challenge for program implementation and the sustainability of results.

Internal Context

The program in Nepal benefited from the commitment, stability, and clout of its management. UNIFEM Nepal, in consultation with the Regional program Director, decided to assign a senior level officer as the EC/UN Partnership coordinator. The UNIFEM program Coordinator for Nepal was assigned this task. This choice was made to facilitate dialogue and coordination with high-level government and donor machinery. The National program Coordinator (NPC) has remained unchanged throughout the program implementation period.

The program has mobilized strategic partnerships: the MoF as the agency for GRB implementation at national level; the Ministry of Women, Children and Social Welfare together with the Ministry of Peace and Reconstruction for work on UNSCR 1325 and 1820; and strong, well respected CSOs. UNIFEM's credibility with the government and other strategic partners contributed to their responsiveness and commitment.

A technical committee, consisting of members from the National Planning Commission, the Central Bureau of Statistics Ministry of Finance, Ministry of Women Children and Social Welfare, gender advocates, feminist economists and UNIFEM, was formed to provide guidance and oversight to the program.

As we mentioned in Section 1, UNIFEM has been supporting GRB in Nepal for a long period of time, and using diverse sources of funding: core funding; resources from the EC/UN Partnership, and more recently (since the beginning of 2010) resources from the joint EC/UNIFEM program on GRB. The combination of these sources has created important synergies to promote. UNIFEM noted that program resources were used to introduce the issue of AE and link it to UNIFEM's existing work on GRB. The EC/UNIFEM GRB program is now mainly supporting UNIFEM's existing GRB work with the MoF.

Challenges to program implementation were posed by the limited human resources dedicated to this program both on UNIFEM and the EC side. This has affected the quality of the partnership between the two organizations, as we will discuss in Section 5. The second challenge concerns the top-down approach that characterized the program at the very beginning. Both UNIFEM and the EC were critical that the country level was not sufficiently involved in the program design and planning, and that information on Nepal having been selected as a pilot country was shared late in the process. While the UNIFEM country office was able to get on board quickly and build local ownership (a national planning workshop was organized in July 2007); this was not the case for the European Union Delegation (EUD). This significantly limited their buy-in and participation in the program.

3. Key Achievements/Results at the Output Level

Output 1. Relevant tools and information on main-streaming gender equality into national development processes in the context of AE are available and accessible.

A Mapping Study (*Mapping Foreign Aid in Nepal from Gender Perspective*) was finalized, and shared with program's stakeholders and uploaded on the program's website for wider dissemination. An abridged and simplified version of the Mapping Study was translated into Nepali and disseminated to a broader audience in-line ministries and CSOs. The findings of the Mapping Study have been very useful, as a basis for awareness raising, multi-stakeholder discussions, and policy dialogue.

Information materials and tools on GE and AE, and on GRB were distributed widely and used extensively by UNIFEM in workshops and trainings. In particular the ITC-ILO training modules were used as the basis to develop training modules for capacity building activities in Nepal, and for the Regional Training of Trainers (TOT) workshop held in Kathmandu. Also, the Nepal Administrative Staff College has adapted some of the ITC-ILO modules to integrate them in its curriculum for government employees.

A study on AE and the implementation of SCR 1325, 1820, 1888, & 1889 in Nepal ("*Financing Inclusive Peace and Security for Women in Nepal: From the Comprehensive Peace Agreement to the Nepal Peace Trust Fund*") was finalized and disseminated to inform the 1325 + 10 anniversary and related events, and is available on the program and other websites (i.e. I Know Politics) for wider dissemination. The study is also available in printed form.

Output 2. Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels

Stakeholders who were consulted agreed on considering this as one of, if not the, program's main achievements. The program has been able to raise awareness of national stakeholders, including government representatives, civil society, parliamentarians, and donors, on GE in relation to the AE agenda, and regarding the linkages between GRB and AE. In particular it has created improved awareness among government policy makers and officials, in particular the MoF, about the Government of Nepal's commitments to GE goals in various national and international instruments, of the need for allocating appropriate resources for attaining them, and making their policies, budgets and programs more gender sensitive and responsive.

The program also raised awareness on these issues and on the need to hold the government accountable, especially among women's rights networks, thus contributing to strengthening their role in policy dialogue and informal monitoring of government commitments. The program has also helped to familiarize female parliamentarians on the AE agenda.

In addition, the program, and in particular the Mapping Study report, were said to have been an "eye opener" for donors, by showing to what extent their programs were gender neutral or gender responsive.

The program was further considered successful in raising awareness on 1325 and 1820 among government and civil society. According to consulted stakeholders, there have been visible improvements since the beginning of the program in this respect. One stakeholder who was consulted mentioned that many officials of the Ministry of Peace and Reconstruction heard for the first time about SCR 1325 thanks to this program. However stakeholders' knowledge on SCR1325 and 1820 still needs to be enhanced.

The program has used a variety of strategies to reach these results, including: the creation and use of an evidence-base for advocacy (e.g. the Mapping Study, and the Study on SCR 1325); the creation of multi-stakeholder dialogue opportunities at the national (consultations around the Mapping Study and in preparation for the HLF 3) and regional levels (two regional Workshops on Gender and Aid Effectiveness, Jakarta 2007 and Kathmandu 2009); policy dialogue (on engendering the national development strategy, the foreign aid policy, and for developing the Action Plan for the implementation of SCR 1325); and the organisation of sensitization sessions for CSOs, members of Parliament and Government officials.

Output 3. International, regional, and national multi-stakeholder groups (e.g. working groups, networks, coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda

There is evidence that the program has been successful at creating, or mobilizing existing groups to advocate for the integration of GE in development and peace processes and in the AE agenda.

The program, with its technical committee, set up a forum for dialogue with government, civil society, and donors on GRB, AE, and national policies and international instruments. However, at this stage we do not know how regularly this committee has met and how effective it has been.

The EC/UN Partnership, through UNIFEM's involvement in the GRBC, has been able to mobilize its members on the linkages between GRB and AE. This has also included the successful lobbying for the inclusion of a representative of the MoF's International Cooperation Department in the GRBC in order to ensure better integration of GRB with the AE agenda. In addition, the program has supported the

development of a strategy for systemic involvement of civil society and women's groups in government budgetary process. At this stage, the strategy is in the process of being validated by the government.

The program has also been able to mobilize other donors (e.g. UNFPA, NORAD and DFID) around the National Plan of Action for the Implementation of the SCR 1325 and 1820, to UNIFEM's active involvement in the Peace Support Working Group on 1325 and 1820, consisting of members from the United Nations and the donor community.

At the regional level, the program has contributed to strengthening the relationships between gender advocates and decision makers on the issue of GE and AE. In this perspective the regional workshop on gender and AE held in Kathmandu in November 2009 was considered to be an important success by the stakeholders who were consulted. At that time, government decision makers and high-level representatives from donors and NGOs from India, Indonesia, Nepal, PNG, and Pakistan had exchanged experiences and knowledge in relation to the impact of the financial crisis on aid flows, experiences integrate gender concerns into new aid modalities (NAM) and mechanisms, building capacity on GRB and assessing the implementation of Security Council resolutions 1325 and 1820. Participants renewed their commitment to GE in national planning and budgeting through the Kathmandu Communiqué and developed a Regional Plan on Gender and Aid Effectiveness to guide future work and collaboration toward better integration of gender in line with commitments of the PD and AAA.

Output 4. National partners' capacity for effectively mainstreaming gender equality and women's human rights into national development processes strengthened.

There is considerable evidence that the program has contributed to strengthening national partners' individual competencies and collective capabilities, in particular in relation to GRB, planning for GE and AE, and implementing the SCR 1325 and 1820. In the case of GRB it is however very difficult to attribute results to the EC/UN partnership as initiatives were conducted also under the EC/UNIFEM GRB program, and with UNIFEM core funding. Key achievements include:

- Enhanced knowledge and skills on how GRB advances AE and GE of government officials, including GRBC members, mid-level government officials working in planning, programming and budgeting from the MoF, National Planning Commission and line ministries; in order to do so UNIFEM provided financial, technical and logistical support to workshops and seminars organized by the MoF. Some concerns have been voiced in relation to the sustainability of results of individual capacity building initiatives, in particular in a context where staff turnover is very high. However, positive developments in this respect exist: the Nepal Administrative Staff College, the main training institution for government employees, has included GRB and AE within its training module, and has now started to deliver the training. UNIFEM is aware of the fact that the results of this integration need to be assessed in the near future to replicate this approach in other training institutions.
- Continued support to the MoF in improving and revising existing budget forms, manuals and related software, such as the FMIS, the LMBIS, and the District Expenditure Control System (DECS), to make them increasingly more compatible with GRB principles and to enhance the gender-responsiveness of Nepal's government programming and budgeting processes by tracking budget expenditures by source of income (foreign or domestic). To do so the program provided technical assistance to the MoF.
- The program has also helped the Constituent Assembly to have a better understanding of GRB and AE, by imparting training to 60 CA members on these issues.

According to consulted Nepalese stakeholders (both Government and CSOs), the program has also provided opportunities for capacity development, peer learning and knowledge sharing among pilot countries, and among countries in the Asia Pacific region, in particular thanks to the two regional workshops on GE and AE held in Jakarta and Kathmandu, and to the regional TOT on GE and AE that took

place in Kathmandu, in November 2009. Technical inputs from the program have contributed to enhance the MoF capacity to integrate a gender perspective into the National Development Strategy and the revised draft Foreign Aid Policy.

Concerning capacities to implement SCR 1325 and 1820, the program has played an important role in initiating the process to prepare the National Action Plans on Security Council resolutions 1325 and 1820, by providing financial and technical support to Ministry of Peace and Reconstruction. The program also trained government officials and NGOs, including training institutions, on SCR 1325 and 1820 and AE.

Output 5. Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325

The program has not achieved this result as no effective monitoring mechanism to track how GE is included in AE mechanisms has been put into place. This was recognized as one of the program's weakest components in Nepal.

However, the program has contributed to strengthening the Nepalese CSOs in relation to lobbying for and monitoring the implementation of GE commitments in development and peace processes. This can be seen as a step towards increased accountability.

Output 6. Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)

There is evidence that the program supported the development of a case study on Nepal and of common advocacy messages among diverse stakeholders for the HLF 3. Also, inputs for engendering AAA were compiled.

4. Contribution to Expected Outcomes

Outcome 1 National government and public actors- including government decision-makers and staff in line ministries, parliamentarians, judiciary and law enforcement - increase efforts to include GE in national development processes & related budgets.

There is significant evidence that the EC/UN Partnership has contributed to increased institutionalization and use of GRB and gender mainstreaming by the government, despite political instability. This is demonstrated by the government's willingness to review its budget software from a GRB perspective and by the inclusion of GRB and AE modules in the curriculum for Government employees training. In addition, GRB and AE training with ministry officials, together with lobbying and policy dialogue, resulted in the inclusion of recommendations to strengthen GE issues in national policies within the government's 2010/2011 program and budget preparation guidelines for all ministries and related software. Thanks to the program's sensitization efforts, women parliamentarians appear to be taking a more active interest in budgetary discussions seeking information on not only budget allocations but actual expenditure on GE goals.

Thanks to the program's advocacy and multi-stakeholder policy dialogue, the MoF has also agreed to review the Development Policy and the National Development Strategy from a gender perspective. However, at this stage we do not know whether these two policies have been finalized and approved. It also appears that the Ministry of Peace and Reconstruction is now more committed to implement 1325, in part thanks to the program's sponsored awareness raising, research, and contribution to the development of National Action Plans on Security Council resolutions 1325 and 1820. A draft framework with key pillars has been prepared and there is a consensus to cost the Plan prior to its implementation.

However, as several stakeholders pointed out, while these achievements are commendable, further efforts are necessary to ensure actual implementation of GE commitments in planning and budgetary processes, in particular at the sector and district levels, and in national development and peace processes.

Outcome 2. Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes.

According to consulted stakeholders, there has been a very strong improvement in this respect, to which the program has significantly contributed. It was reported that at the beginning of the program women groups did not know much about AE, and that it was not part of their agenda. Now there are several women groups engaging in GE and AE related issues.

According to all consulted stakeholders, the program, in particular by strengthening CSOs capacities and creating opportunities for dialogue, has contributed to increase and strengthen women rights networks' involvement in policy dialogue. For example, women's organizations played a very active role in the lead-up to the HLF 3 and more recently, they have been actively demanding that the MoF allocates sufficient resources to GE. Similarly, they have been lobbying the Ministry of Peace and Reconstruction for the actual implementation of SCR 1325 and 1825, including adequate resource allocation.

Outcome 3. Bilateral and multilateral actors more adopt at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes.

There is some indication that the program, and in particular the awareness raised by the Mapping Study, has to some extent influenced donors' behaviours. For example it was reported that DFID was going to increase its contribution to the health sector with a focus on gender (although it is difficult to assess to what extent the program has contributed to this change). Also, through UNIFEM's involvement in the Peace Support Working Group on 1325, the program has mobilized other donors (e.g. UNFPA, NORAD, DFID) around the National Plan of Action for the Implementation of the SCR 1325. On the other hand, for reasons that we will explore in the next section, the program does not appear to have contributed to any changes in terms of gender-sensitiveness of the EC programming in Nepal. However, dialogue has initiated between UNIFEM and the EUD that could lead to positive changes in the future.

5. Partnership between UNIFEM and the EC

According to stakeholders who were consulted, the Partnership had a difficult start and continued to be rather challenging. However, it has improved in recent times and has the potential to further improve in the future. In particular, UNIFEM noted the limited availability of the European Union Delegation (EUD) for dialogue and involvement in the program's activities, as well as limited accessibility for support or collaboration, despite, at least recently, their interest and willingness to play a part in the process.

According to UNIFEM there have been a few missed opportunities to influence the EC programming from a GE perspective. When the EC/UN Partnership started, the EUD had already developed its 4-year program for Nepal. Its mid-term review may have presented an opportunity; however it was only identified as such after the fact. UNIFEM reports that despite various offers to provide technical inputs to engender other EC programs in Nepal, so far UNIFEM has not been invited or linked to any of them. On the other hand, the EUD pointed out a lack of a communication, transparency and information from UNIFEM Nepal to the EUD. The EUD was usually invited at the last minute to initiatives and events, without being consulted or involved in planning. Also, EUD visibility in the program appears to have been very limited. Among partners, the program was mostly perceived as a UNIFEM project funded by the EC, and not as a partnership. Two main factors have contributed to this situation:

- Limited human resources of both UNIFEM and the EUD. Both the UNIFEM office and the EU delegation in Nepal have few, very busy staff, which did not allow for the desired level of interaction and continuous exchange of ideas and inputs. In addition, the EU Delegation in Nepal did not have a gender Focal Point until the end of 2008. The arrival of the Gender Focal point resulted in an increased effort to institutionalize the relationship between the EUD and UNIFEM at the country level, and in increased consultation, discussion, and engagement. However, the role of Gender Focal point is not a full-time

position, and the duties are additional to a staff member's main responsibilities. As a consequence, the time that could be dedicated to the EC/UN Partnership is limited and fragmented.

- While UNIFEM Nepal was able to work around the top-down, HQ-led character of the program (detailed in sections 1 and 2), this was more problematic for the EUD. In particular the feeling that the program was an HQ initiative created a strong sense of disconnect and a lack of ownership towards the program. This was exacerbated by the absence of clarity concerning country level responsibilities and a lack of communication between HQ and the EUD (in particular until the arrival of the Gender Focal Point). As the program was managed by HQ, it was not clear what role the EUD could or should play, for example in relation to monitoring and oversight. Both UNIFEM Nepal and the EUD recognized the need for increased country level participation in program design as well as clearer guidance on roles and responsibilities.

6. Conclusions

Programming strategies: Work in Nepal has focused on: research and production of an evidence base (Mapping Study, Study on SCR 1325 and 1820); advocacy (including policy dialogue); coordination with multiple stakeholders (National and Regional Consultations, GRBC, Peace Support Working Group); and capacity building of partners and technical support (on GRB, planning for GE, and SCR 1325 and 1820).

Factors affecting performance: Overall, the context in Nepal was conducive to the program. The government had already demonstrated its engagement for GE and GRB. At the program onset several important processes were under way (development of a national development strategy; national peace process). The program also benefited from the stability and clout of its management, and from UNIFEM's credibility with its partners, thanks to its long-term commitment for GRB. However, political instability and the limited number of human resources dedicated to the program posed some challenges.

Achievement of outputs: The program's main achievement in Nepal has been to raise the awareness of national stakeholders (government, civil society, parliamentarians, and donors) on GE in relation to AE, about the linkages between GRB and AE, and on SCR 1325 and 1820 (output 2). The program has also significantly contributed to strengthening national partners' individual competencies and collective capabilities, in relation to GRB, planning for GE and AE, and implementing the SCR 1325 and 1820 (output 4). The program has produced relevant information on GE in AE and national development and peace processes, and has made materials and tools on GE, AE, and GRB (including the ITC-ILO training modules) widely available at the country level (output 1). In addition the program has been successful at creating or mobilizing groups to advocate for the integration of GE in development and peace processes (output 3), also in preparation for the HLF-3 (output 6). The program has not achieved Output 5, as no effective monitoring mechanism to track how GE is included in AE mechanisms have been put into place.

Contribution to outcomes: The EC/UN Partnership has contributed to increased institutionalization and use of GRB and gender mainstreaming by the government, despite the political instability (outcome 1). However further efforts are necessary to ensure actual implementation of GE commitments. The program, by strengthening CSOs capacities and creating opportunities for dialogue, has significantly contributed to increase and strengthen CSOs' involvement in policy dialogue (outcome 2). The program has, to some extent, influenced donors' behaviours in relation to GE and AE. However the program has not contributed to any changes in terms of gender-sensitiveness of the EC programming in Nepal (outcome 3).

EC/UN Partnership: The Partnership between the EC and UNIFEM in Nepal had a difficult start and a challenging continuation. Two main factors have contributed to this: the limited human resources (both in UNIFEM and the EC); and the top-down, HQ-led character of the program. However, the relationship between UNIFEM and the EC has improved in recent times (mainly thanks to the arrival of a gender focal point in the EUD) and it has potential to further improve in the future.

Country Profile: Nicaragua

1. Summary of Initial Situation

Based on its Human Development Index, Nicaragua is a low middle income country. It has a population of 5.8 million, of which about 48% live in poverty and 17% in extreme poverty. Poverty is most pervasive in rural areas. The average income of women in 2001 was only 69% of men's average income, and poverty continues to affect women more than men. The rate of employment in the informal sector has reached 63.9% for women, slightly higher than the 63.7% rate for men.

Over the past 25 years, Nicaragua has made important strides toward gender equality (GE). The principal international instruments have been ratified (CEDAW, Beijing Platform of Action). An important development for women's rights was the Law of Equality of Rights and Opportunities (Ley 648: Ley de igualdad de derechos y oportunidades) in 2008, along with other measures taken by the executive, such as the draft Policy on Gender Equality (March 2008), and the formal declaration on gender equality (Comunicado Histórico del Frente Sandinista de Liberación Nacional sobre Igualdad de Género) in March 2009, to ensure the monitoring of the Policy on Gender Equality. The Nicaraguan Institute of Women (Instituto Nicaragüense de la Mujer –INIM) is responsible for the establishment of gender secretariats (secretarías adjuntas de género) within the various ministries and for defining tailored strategies for each institution.

An important development was the total ban on abortion enacted in 2006 and endorsed by the Government of Reconciliation and National Unity (GRUN) elected late that year. This caused an important rift between the government and women's CSOs.

From 2005 to 2007, the European Union was the largest donor to Nicaragua, representing 21% of donations from the top ten donors to the country. In general, Official Development Assistance (ODA) for the country has focused on the social and infrastructure sectors, followed by the productive and financial sectors.

2. Key Contextual Factors

External context

The program onset coincided with the election of the GRUN, which began a new relationship with foreign donors, focusing on cooperation with the Bolivarian Alliance for the Americas (ALBA) led by Venezuela, and redefined its relationship with the traditional European donors and to some extent with multilateral institutions. As a result, during 2007-2009, all the spaces of dialogue on global and sectoral policies between the government and donors underwent important transformations, with sectoral working groups functioning unevenly and with the budgetary support working group becoming paralysed and eventually being dissolved officially in May 2010.

As a result of these changes, dialogue with government institutions has been difficult, especially with the Ministry of Foreign Affairs in charge of ODA coordination. UNIFEM therefore designed a new strategy to overcome this problem by engaging the government through the relevant sectoral working groups (“mesas sectoriales”).

In mid-2009, the government of Nicaragua formally adopted the National Human Development Plan (PNDH), which became the basis for dialogue with bilateral and multilateral donors and for the process of harmonization, alignment and ownership of the Paris Declaration. Linked to the PNDH, a National Plan for Harmonization and Alignment for 2009-2011 was developed to meet the commitments of Nicaragua as a pilot country for the Paris Declaration. However, gender analysis has not been a priority of the evaluation reports, and therefore the benefits of international cooperation for women have largely remained invisible.

Internal context

UNIFEM Nicaragua began its participation in this project only in August 2007, having encountered some problems in defining the methodological and conceptual framework of the program. The UNIFEM office in Nicaragua is very small and had to rely significantly on external consultants.

In addition to a very challenging and complex national context, the main internal challenge for the implementation of the Program was the uncertainty regarding funding, as the practice of routing funds through the regional office in Mexico caused a number of delays, which made it difficult to pay existing personnel and to hire consultants.

The Mapping exercise also hampered by problems in harmonizing work agendas for EC participants in the project and the resulting lack of regularity of meetings relating to this exercise. At the time of the first annual report, the EC and UNIFEM had not yet defined a joint course of action for the mapping study.

In spite of these challenges, the program was able to focus its activities on providing technical assistance to line ministries and to CSOs, benefitting from the long relationships existing between the NPC and women's CSOs.

There was no formal Steering Committee in Nicaragua, but the program was discussed in the Interagency Gender Commission that had been in place since the 1990s.

3. Key Achievements/ Results at the Output Level

Output 1. Relevant tools and information on main-streaming gender equality into national development processes in the context of AE are available and accessible.

The program engaged in widespread national consultations around the development of the mapping study. In addition, it provided access to the training materials and information documents created by the program at the global level, although their dissemination was somewhat delayed by the initial lack of Spanish translations. In addition to translating some of these materials, the program undertook a process of adapting them to the context of Nicaragua.

Output 2. Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels

The Ministry of Industry (MIFIC) expressly requested the support of the program to ensure that gender mainstreaming of its policies became institutionalised. The program therefore assisted in the hiring of a gender equality expert with additional expertise in micro and small enterprise to provide technical assistance and monitoring of gender mainstreaming in all the Ministry's programming. Similar requests were received from the Ministry of Agriculture and Forestry and from the Ministry of Labour.

Output 3. International, regional, and national multi-stakeholder groups (e.g. working groups, networks, coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda.

In terms of supporting the capacity development of civil society, the program provided technical and financial assistance to two important women's CSOs. The program supported ICW-Latina (International Community of Women Living with HIV) in the production of advocacy documents and in raising awareness of the need to include the concerns of this particularly vulnerable group of women in the design of national development strategies. In addition, the program provided technical support for FMICA (Foro de Mujeres para la Integración Centroamericana) in their gender analysis of the Association Agreement between Central American countries and the European Union.

Output 4. National partners' capacity for effectively mainstreaming gender equality and women's human rights into national development processes strengthened.

Government officials, women's CSOs and personnel from bilateral and multilateral donor organisations were able to benefit from the numerous training activities undertaken by the program in Nicaragua. Over 130 individuals participated in the trainings that covered a range of topics, from basic gender policy analysis to the links between gender equality and development and mainstreaming of gender in project design and evaluation.

The training received by planning personnel in the ministries of industry, agriculture and labour was especially important in that it was intended to feed into a more institutionalised approach to gender mainstreaming. These individuals were intended to become multipliers in their respective organisations, thus increasing the impact of the program.

Output 5. Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325

Gender sensitive indicators for the Strategic Management of ODA were developed and submitted to donors on behalf of Inter-Agency Gender Group

Three of the seven gender indicators proposed in the Mapping Study developed by this program regarding the integration of gender in the government's food production incentive programme "bono productivo alimentario" have been included in the monitoring and evaluation system (SISEVA) of the Public Agricultural Rural Sector (SPAR) program.

In addition, gender indicators were developed for MAGFOR and for the Promypime program of the MIFIC.

Output 6. Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)

As a result of the Mapping Study conducted in the context of the program, and with input from the National Consultations, a set of recommendations and indicators for monitoring the mainstreaming of gender into the Aid Effectiveness agenda was prepared and presented at the HLF in Ghana.

4. Contributions to Expected Outcomes

Outcome 1 National government and public actors- including government decision-makers and staff in line ministries, parliamentarians, judiciary and law enforcement - increase efforts to include GE in national development processes & related budgets.

As a result of the advocacy efforts developed by the program, as well as of the extensive training activities undertaken and the process of the Mapping study, direct requests were made both by the Ministry of Industry (MIFIC) and by the Ministry of Agriculture and Forestry (MAGFOR), as well as by the Nicaraguan Institute of Women (INIM) to provide specific training to their technical staff in order to develop sets of indicators that would enable them to monitor the gender impact of their policies and programs, as well as of those funded by bilateral and multilateral development partners.

Outcome 2. Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes.

The program supported the efforts of two important CSOs (ICW Latina and FMICA) to improve their advocacy abilities. This support enabled FMICA in particular to provide input into the negotiations for the establishment of the Association Agreement between Central American countries and the European Union, to ensure that GE concerns were taken into consideration. Furthermore, ICW Latina was able to present its

experiences to the government, leading to a commitment to include the concerns of this group in the design of public development policies.

However, it should be noted that the strained relationship between the current government and the majority of women's CSOs has somewhat hampered the programs efforts in this direction.

Outcome 3. Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes.

The program participated in three of the sectoral working groups (micro and small enterprises, rural and labour) that bring together donors and national partners. Through this participation, the program was able to project its presence beyond the traditional interagency gender group. This enhanced presence improved the participation of bilateral and multilateral actors in the various workshops and other activities organised by the program, thereby raising awareness of the links between GE and AE.

The difficult political context for international aid interventions, coupled with the withdrawal of some donors from the country makes it difficult to gauge the impact of this lobbying on the behaviour of donor agencies.

5. Partnership between UNIFEM and the EC

The UN/EC partnership in Nicaragua encountered some difficulties, arising primarily from a lack of clarity about the respective roles of the partners. As a result, there were delays regarding the Mapping Study. In addition, the training provided to bilateral partners did not initially include EC personnel. In spite of these difficulties, the partners have been able to develop a working relationship. There is no information however on the specific benefits for programme implementation resulting from the partnership.

6. Conclusions

Programming strategies: In Nicaragua, the EC/UN Partnership program was divided into two phases. From April 2007 until mid-2008, the first phase of the program focused primarily on the development of the Mapping Study for Nicaragua. In the second phase, the focus was redirected to the provision of technical assistance to line Ministries in order to support both the development of individual capacities (technical skills in gender analysis) and the foundation of institutional capabilities through the promotion of institutional policies and strategies for GE.

Factors affecting performance: The programme took place against a highly challenging backdrop characterized by strained relationships between the government and donors/CSOs respectively. Despite the difficult situation the programme was able to establish and maintain fruitful relationships with different stakeholder groups. Another challenge was related to the limited number of UNIFEM staff and the resulting reliance on external consultants, as well as due to problems with the timely release of funds.

Achievement of outputs: The programme developed and/or disseminated a range of relevant information materials and tools, including the Mapping Study and various training modules (Output 1). It contributed to strengthening the organizational capacity of the Ministry of Industry with regard to institutionalizing gender mainstreaming (Output 2) and strengthened the ability of two women's CSOs) to effectively advocate for the inclusion of GE concerns into national and regional strategies and agreements(Output 3. Government officials, women's CSOs and staff from donor agencies participated in training activities offered by the program, thus strengthening their individual competencies related to GE (Output 4). Considerable achievements were made under Output 5 with various sets of gender sensitive indicators being developed and (in some cases) adopted, e.g. for use in the monitoring and evaluation system of the Public Agricultural Rural Sector Program. Finally, Output 6 was achieved as a set of recommendations for monitoring and mainstreaming gender into the Aid Effectiveness Agenda were developed and presented at the High Level Forum in Ghana.

Contribution to outcomes: There is evidence of increased interest and awareness of gender equality issues of several government institutions, illustrated by their requests for staff training (Outcome 1). Also, some achievements were made in view of strengthening the capacity of two women's CSOs to participate in policy dialogue. Further progress in this regard was hampered however by the difficult political situation and the strained relationships between government and civil society (Outcome 2). Modest progress was made in view of influencing the work of donor agencies. The programme was able to gain relatively high visibility, e.g. through its presence in several sectoral working groups, and several staff members from donor agencies participated in training events. The difficult political context for international cooperation in Nicaragua made it difficult however to assess whether and to what extent awareness raising resulting from programme activities has resulted in changes in donors' actions (Outcome 3).

EC/UN Partnership: Despite initial challenges UNIFEM and the EC managed to develop a functional working relationship. There is no information however on the specific benefits for programme implementation resulting from the partnership.

THEMATIC VIGNETTE

Nicaragua – Provision of Technical Assistance to Line Ministries

After a first phase that focused on the Mapping Study, the program in Nicaragua was reoriented to the provision of technical assistance to a number of line ministries (Ministry of Industry and Commerce - MIFIC, Ministry of Agriculture and Forestry -MAGFOR, and Ministry of Labour –MITRAB). This assistance focused on building not only the individual skills of personnel but also on establishing an institutional culture and institutional procedures to facilitate the mainstreaming of gender into planning and reporting.

As a result of this new focus, the program successfully lobbied for the creation of gender working groups within the ministries, assisted by specialists hired with the assistance of the program. This technical assistance was supplemented with the provision of training activities for Ministry staff involved in the planning and monitoring of development projects and programs.

Of particular note is the fact that the program responded to a direct request from the Ministry of Industry to assist in the establishment of a specific gender policy and strategy for the micro and small enterprise sector of the Ministry. In addition, and again responding to a direct request from the Ministry, the program assisted in the design of a plan to strengthen the MAGFOR's capacities to incorporate gender indicators in the monitoring framework of the implementation of the Food Production Bonus program aimed at rural women, and supported the institutionalization of these indicators in the tracking and monitoring of the sector program *Prorural*.

Country Profile: Papua New Guinea (PNG)

1. Summary of Initial Situation

Papua New Guinea (PNG) is a nation of approximately 6200 people¹⁴. The economy is highly dependent on mining, gas and petroleum developments. Official Development Assistance (ODA) composes 70 percent of the development budget, 20 percent of total government expenditure, and 8 percent of GDP. Ausaid contributes 61 percent of total ODA, followed by the EU with 17 percent. The economy has recently recorded positive growth results and budget surpluses for the government. However, these gains have not yet translated into benefits for the whole population.

Donor assistance has been utilized poorly and in some cases corruptly, creating concerns surrounding standards of governance, transparency and accountability. This has resulted in a decline of donor assistance. Development statistics in general, and gender statistics in particular are weak. As of 2007, PNG was ranked 145th out of 177 countries on the gender empowerment measure (GEM).¹⁵ PNG is not ranked in the 2009 Social Watch Gender Equity Index.

Women and girls are negatively affected by persistent gender based violence, as well as by traditional customs such as bride price and polygamy, or by widely held beliefs in sorcery and witchcraft. In the now autonomous region Bougainville women have been negatively impacted by a decade of armed civil war, based on a dispute between customary landowners and an international mining company. Across the densely populated the Highlands region, tribal fighting has transmuted into armed battles over royalties and land. As tribal wars rage, women are subjected to terror and intimidation, hundreds of thousands of people are displaced and there is minimal government intervention. Gender mainstreaming is weak in PNG and has not progressed beyond policy statements. The limited integration of gender in national development planning documents is not supported by budgetary allocations. The few existing women's organizations are weak due to lack of connection with the global community, the hierarchical nature of the traditionally dominant women's movement, and the high cost of travel and communication in a country with weak infrastructure.

Work on Aid Effectiveness (AE) and Donor Coordination is still very new in the whole Pacific region, and most donors have weak capacity to translate GE related policy commitments into action. The Kavieng Declaration – Papua New Guinea's national version of the Paris Declaration (PD) – developed by key donors and the PNG government in 2008, failed to mention gender or gender equality.

2. Key Contextual Factors

External context.

The programme faced a number of challenges including:

- A lack of knowledge and skills in relation to aid effectiveness and gender analysis together with limited political buy-in have led to slow program implementation and disbursement of resources. Capacity gaps have also affected the ability of the national women's machinery to participate effectively in national development processes and discussions on development co-operation.
- Lengthy negotiations and discussion between the government and the United Nations (UN) on the 2010 Annual Work Plan for the UN Country Programme leading to delays in programme implementation.

¹⁴ 2000 Census.

¹⁵ http://hdr.undp.org/en/media/HDR_20072008_GEM.pdf The 2009 GEM was not available.

- High turnover of government staff in the Department of Planning and Monitoring has impacted negatively on the effectiveness of advocacy and awareness raising initiatives undertaken in the context of the EC/UN Partnership. Changes at senior levels within the same Department have negatively influenced discussions between the Government and Development Partners (DPs) on the implementation of the Kavieng Declaration. As a result, there has also been limited progress in discussions on the implementation of the Accra Action Agenda.

The PNG context also offered some opportunities:

- As a follow up to the Ghana High Level Forum on Aid Effectiveness (HLF-3), a number of institutional mechanisms have been set up to revive discussions between the Government of Papua New Guinea (GoPNG) and development partners on aid coordination. These mechanisms, including the GoPNG-Development Partners' Round Table on Gender Equality (Gender DPRT), have provided entry points for the EC/UN partnership.
- Following the HLF-3, the Government also initiated a number of strategic planning processes and discussions in preparation for the 210-2030 Long Term Development Strategy (LTDS) for PNG and the 5-year Medium Term Development Plan supporting the implementation of LTDS. Despite challenges, these processes provided a policy space for gender equality advocates and the national women's machinery to advocate for the gender equality agenda.

Internal context.

UNIFEM has been and is respected by its PNG partners for its technical expertise, its committed management (also at the regional level), its ability to draw upon regional and global capacity on technical issues such as GRB and SCR 1325, and strong relationships with NWMs. However its effectiveness in PNG was affected by limited financial and human resources, staff turnover, and lack of country level budgetary control. The UNIFEM PNG office was only established in November 2007 and the programme experienced considerable difficulties with finding and retaining a qualified National Project Coordinator (NPC) due to the limited availability of national or regional experience and expertise, and the difficult living conditions in PNG.

3. Key Achievements/Results at the Output Level

Output 1. Relevant tools and information on main-streaming gender equality into national dev. processes in the context of AE are available and accessible.

The mapping study on gender equality and aid effectiveness in PNG was finalised in July 2008. It faced several challenges (difficulties to recruit local consultants, initial quality considered low), and its completion and publication were delayed. However the involvement of a well respected regional expert allowed for increased attention among development partners. The findings of the mapping study were disseminated among donors, government representatives and women's organizations. The study was well received and has served as a catalyst for a new discussion on GE in AE among government, UN and donors.

A study on AE and the implementation of the Security Council Resolutions (SCR) 1325 and 1820 in Bougainville was conducted and is being finalized at the time of writing this report. Policy recommendations targeting donors and governments with the objective to strengthen their commitments and increase resource allocation for gender sensitive interventions in the context of peace building initiatives were formulated. The study has served as a platform for developing a new project as part of the UN Delivering as One (DaO) in the post conflict autonomous region of Bougainville. Planning for that project is well underway. The study has also provided a basis for initiating consultations with the Government and development partners for the 1325 Action Plan for the region, as well as with some civil society organizations.

Output 2. Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels

There is some evidence that the program has contributed to raise government partners' (in particular Department of National Planning and Monitoring and Department of Community Development) and donors' awareness on the linkages between AE and GE. This has been possible in particular thanks to the role that UNIFEM has played in the Gender Thematic Development Partners Round Table (Gender DPRT), the Mapping study and its dissemination process. Also the regional workshop on gender and AE held in Kathmandu (November 2009) contributed to raise the awareness of the PNG Government of the importance to integrate a gender dimension into national planning and budgeting processes. An important result from this event was a renewed commitment from the government officials on strengthening efforts to integrate a gender perspective into national processes, which revitalized the project in PNG. However, it is recognized that the AE and GE agenda is still very new in PNG and that a lot more needs to be done to increase understanding and buy-in on this issues.

Output 3. International, regional, and national multi-stakeholder groups (e.g. working groups, networks, coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda

The program, by supporting the establishment of the Gender DPRT, has contributed to enhanced coordination between Government of PNG and development partners on gender equality policies and programs. The mapping study process and findings gave impetus to a UN/GoPNG led initiative to establish the Gender DPRT in 2009. UNIFEM is the body's technical secretariat role and, in this capacity, plays a key role in moving the group forward and provide technical support to both the chairs (UN/RC and GoPNG) and other participants. The Gender DPRT works to align and coordinate Government and DPs efforts on GE, e.g. through a joint Country Gender Assessment that provided a situation analysis of the status of women with regards to political and economical empowerment. One consulted stakeholder noted that the EC/UN partnership, despite its challenges, had triggered a much needed impulse for the Aid Effectiveness agenda in PNG, making the DPRT-Gender one of the more promising platforms for further advancing the Gender Equality agenda in PNG.

At the sub-national level, following the study on SCR 1325 in Bougainville, the UN has expressed an interest in convening a donor-partners roundtable on gender and donor harmonization on GE commitments.

Output 4. National partners' capacity for effectively mainstreaming gender equality and women's human rights into national development processes strengthened.

Starting in 2009, the Program's had a strong focus on strengthening local capacities on GE, AE and GRB. During the second year of implementation, initial discussions were conducted with the Department of Community Development (DCD) focused on future collaboration on Gender Responsive Budgeting (GRB) and capacity development for gender mainstreaming. These initial discussions resulted in the participation of four government representatives in the Asia Pacific Regional Workshop and related Training of Trainers. Following the workshop and subsequent discussions with the same partners, UNIFEM signed a Joint Annual Work Plan with UNDP and the Department of National Planning and Monitoring in the thematic area of aid effectiveness, including on strengthening gender related components of work processes, policy development and the management of aid. Draft training modules on GRB and gender-responsive planning (adapted from the ITC/ILO modules) were submitted to the DCD. The programme took some preparations for GRB training workshops for government departments and civil society organizations. Due to contracting delays and the departure of the then NPC these workshops did not take place in 2010 however, leaving national partners disappointed.¹⁶

¹⁶ A newly recruited GRB specialist is expected to resume work on this component in 2011.

Output 5. Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325

Under the UN Country Programme for PNG, UNIFEM had initiated discussions with UNDP on initiatives to strengthen the gender equality dimensions of PNG commitments on aid effectiveness including the integration of gender related indicators in reporting mechanisms on aid flows; and the development of guidelines for the participation of civil society organizations in monitoring the implementation of the Paris Declaration. These discussions resulted in the Joint Annual Work Plan with UNDP and the Department of National Planning and Monitoring that foresaw UNIFEM’s contribution to include strengthening the gender dimensions of the development assistance database and the performance assessment framework used to assess and monitor the implementation of the national development strategies. Work in this area has not significantly progressed in 2010 due to a lack of dedicated programme staff.¹⁷

Output 6. Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)

N/A.

4. Contribution to Expected Outcomes

Outcome 1 National government and public actors- including government decision-makers and staff in line ministries, parliamentarians, judiciary and law enforcement - increase efforts to include GE in national development processes & related budgets.

The Participation of government officials to the Asia Pacific Regional Workshop and ToT spearheaded government’s commitment and ownership of the importance of including a gender perspective in the aid effectiveness agenda, GRB and gender mainstreaming. The increased ownership and commitment by the Department for Community Development and Department of National Planning and Monitoring to institutionalize gender responsive budgeting and gender mainstreaming are reflected by i) the preparation of an internal capacity building plan on gender responsive planning and gender responsive budgeting by the Department of National Planning and Monitoring; ii) DCD’s initiative to establish an inter-departmental group to guide, facilitate and provide technical input into GRB related initiatives supported by UNIFEM under the 2010 Annual Work Plan on Women in Leadership; iii) DCD’s initiative to establish an inter-departmental group to coordinate the implementation of the national gender policy with inputs from various Departments.

Continued support is however needed to ensure that these initial steps will actually translate in increased efforts to include GE in national development processes & related budgets.

Outcome 2. Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes.

There is no evidence that the program has contributed to this outcome.

Outcome 3. Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes.

It appears that the program has contributed to increase donors’ coordination and joint work on GE, thanks to the logistical and technical support given to the Gender DPRT. According to consulted stakeholders “Aid Effectiveness in PNG is still at its infancy stages, but the progress made by the DPRT-Gender under UNIFEMs support prove that this can be changed, if the right support and commitment is demonstrated.”

¹⁷ It is envisaged that the newly recruited UNIFEM GRB/aid effectiveness specialist will re-initiate related activities.

5. Partnership between UNIFEM and the EC

It appears that relationship between UNIFEM and the EC in PNG has been limited to common membership to multilateral fora. UNIFEM did make many efforts to engage the EC at programme onset, but the Delegation did, at the time, not have a suitably experienced person to act as focal point. The programme ended up providing a training opportunity for the designated EC staff member responsible not only for gender, but also the education portfolio.

6. Conclusions

Programming strategies: Work in PNG focused on the following strategic areas of action: capacity building of government partners, research and production of an evidence base (Mapping Study, study on SCR 1325 and 1820); advocacy and coordination with multiple stakeholders (national consultations, Gender DPRT), and providing technical support to government agencies (DCD, Department of National Planning and Monitoring) to mainstream gender and implement Gender Responsive Budgeting.

Factors affecting performance: The programme worked in a highly challenging national context characterized by very low national capacity and weak government commitment to gender equality. Further, the EC/UN partnership's work took place against the backdrop of continued armed conflict and related security threats. This also impacted on the programme's ability to recruit and retain qualified staff and consultants. Following the HLF in Ghana, some positive developments have taken place that indicate the potential for growing opportunities for integrating GE issues into national development processes.

Achievement of outputs: The programme developed and/or disseminated a range of relevant information materials and tools, including the Mapping Study and the recently completed study on the AE and implementation of SCR 1325 and 1820 (Output 1). It has contributed to raising awareness of gender equality issues in the context of AE especially among selected government stakeholders, but also among donor agencies (Output 2). One key success has been the programme's contribution to establishing the Gender DPRT, which is widely seen as having significantly contributed to improving coordination between the GoPNG and development partners on GE issues (Output 3). Further, the programme has worked on strengthening the capacity of several government agencies in relation to GRB and gender mainstreaming, including through a joint program with UNDP. Some of the planned activities in this regard fell through in 2010, leading to disappointment among national partners (Output 4). The joint work with UNDP also envisaged the development and use of gender related indicators for reporting mechanisms on aid flows, and strengthening CSO capacity to monitoring the PD implementation. Related activities were not implemented by the end of 2010 however due to a shortage of dedicated program staff (Output 5). The programme did not work on Output 6.

Contribution to outcomes: There is some evidence of enhanced awareness of and commitment to addressing gender equality issues among government actors, especially the DCD and the Department of National Planning and Monitoring. There is still considerable need for follow up before these changes are likely to translate into concrete action by the various government actors (Outcome 1). There is no evidence of progress under Outcome 2 given that the programme did not focus on working with civil society organizations. Notable progress was made in view of working with donor agencies (and other partners) on the Gender DPRT (Outcome 3). While this has not yet resulted in concrete changes to donor (or other partners') actions, it is widely seen as having laid the necessary foundations for further progress.

EC/UN Partnership: The partnership has largely been limited to the EC and UNIFEM attending the same fora. This may at least partly have been due to the absence of an EC focal point with substantial gender equality expertise and experience.

Country Profile: Suriname

1. Summary of Initial Situation

Of the 12 countries included in this program, Suriname is the only one that is not a signatory party to the Paris Declaration. Hence, program activities focused mostly on the integration of gender equality in national development policy, strategies, and donor financial allocations to gender equality, with less space provided for a discussion of the dimension on donor coordination mechanisms.

The population of Suriname is approximately 500 000 inhabitants. The country is rich in natural resources but the economy is not growing. Suriname is ranked 58th out of 109 countries on the gender empowerment measure of 2009 and 56 out of 88 countries on the 2009 gender equality index by Social Watch.^{18 19} The main donors in 2004-2005 were the Netherlands, followed by the EC, the IDB and UN agencies. The bilateral share of ODA in 2005 was 76 percent.

The situation at programme onset as characterised by a number of challenges, including a considerable lack of data on gender issues, low quality of available statistical information, as well as a severe lack of knowledge and technical skills on gender equality among national stakeholders, both from government and civil society. Also, while all major donor agencies had policies on gender equality, their own personnel lacked expertise in this field.

At the time the programme started, Suriname was just concluding its second Integral Gender Policy Action Plan (IGAP) which included a national gender policy, but was not accompanied by a log frame or indicators to measure its results.

2. Key Contextual Factors

External factors

Signing of an Agreement with the Suriname Government regarding program implementation was delayed by two months as the Government representatives requested changes to the language. Since changes to a Letter of Agreement (LOA) need to be vetted and approved by the UNDP Legal Office, the process took longer than expected and it was not until 25 June 2008 that the LOA was accepted and signed by all parties. As a result of this initial delay and of the overly long process of recruiting and contracting national consultants to conduct agreed-upon activities such as the Situation Analysis (which required a long negotiation with the government) all program activities were delayed. Some further delay of activities resulted from the run up to the May 2010 elections and the subsequent change in government.

Internal factors

There is no UNIFEM office in Suriname and the country has been served by UNIFEM's Caribbean Regional Office based in Barbados. A national consultant was hired to act as National Project Coordinator (NPC) but she resigned in late 2008 and was replaced in January 2009. The second NPC's contract ended in November 2009. As the programme received an extension to April 2010 its final phase has been led from the SRO in Barbados. Despite this challenging set up programme activities continued. The EC had quite limited presence in Suriname with no assigned gender focal point.

¹⁸ Human Development Indicators - <http://hdr.undp.org>

¹⁹ Social Watch - <http://www.socialwatch.org>

A Project Advisory Team (PAT) was installed in March 2009 to monitor project implementation. The PAT included representatives of the Ministry of Planning and Development Cooperation, the Ministry of Home Affairs through the National Bureau for Gender Policy (NBG), UNFPA, the Platform NGOs for Women and Development and the UNIFEM NPC.

3. Key Achievements/Results at the Output Level

Output 1. Relevant tools and information on main-streaming gender equality into national development processes in the context of AE are available and accessible.

“Gender Matters” publications and list of recommended readings for UNIFEM newcomers were forwarded to NBG for dissemination among stakeholders. A Situation Analysis (SITAN): “Gender Equality, Gender Relations and the Position of Women in Suriname, a Situation Analysis” was planned as an early project activity, to collect and analyse sex-disaggregated data in Suriname, but suffered from many delays relating to the selection procedure for the SITAN consultant. As a result the UNIFEM NPC and the PAT felt that the consultant hired was not sufficiently experienced/ knowledgeable and that this might negatively affect the production of the Gender Database system. Nevertheless, work on the SITAN started in 2009 and following review of the first three drafts, a final report is currently being reviewed by stakeholders prior to approval by the NBG and UNIFEM. On a more positive note, the process involved both government and non-governmental organisations, thus helping to increase awareness of the need for reliable tools and information on gender mainstreaming. Further, the data collected will serve as an input for a gender database for sex-disaggregated data to be situated within the NBG.

The ITC/ILO online courses were promoted by the program at national level. In particular, information on the ITC/ILO courses was disseminated by email to as many stakeholders as possible (participants of donors’ meeting, Gender Focal Points (GFPs), women’s organizations). Stakeholders were also referred to the EC website “gender matters”. During the capacity building workshops, hard copies of publications of this website were also distributed among the participants. The evaluation team so far has no information on how the publications were received or used by individuals and in organizations.

Output 2. Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels

A donors’ meeting/round table discussion on aid modalities and gender equality disseminated the Mapping Study among participants; prepared a report; and coordinated a follow-up email discussion on gender equality indicators and donor coordination.

Sex disaggregated data collected for the gender database has been utilized for policy making and in reporting to national and international institutions or mechanisms

As a result of the capacity building workshops, GFPs of the ministries have decided to hold workshops within their own ministry so that their colleagues would be better informed on gender issues and gender policy, and to promote a better understanding of the work that they are doing within the ministry.

Output 3. International, regional, and national multi-stakeholder groups (e.g. working groups, networks, coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda

National Consultations brought together Government, donor representatives and NGOs in a dialogue on the aid effectiveness process, and made recommendations to strengthen this process.

The ITC/ILO website was used in research for the Mapping Study and contacts were established with representatives of the international NGO, Association for Women in Development during the Brussels SPW. Contacts through, and information from, the UNIFEM LAC Technical Advisor for Mapping Studies

have also been useful. All these links were particularly valuable in implementing the capacity building of women's organizations.

Further, the program assisted in the process of recruitment and selection of a consultant for capacity strengthening of the Gender Management System [NBG plus ministerial GFPs] and women's organizations. In addition, the program coordinated two core capacity building workshops for partners (NBG, GFPs) and women's organizations, which served to strengthen the relationship between NBG and the GFPs who participated.

Output 4. National partners' capacity for effectively mainstreaming gender equality and women's human rights into national development processes strengthened.

As mentioned above, the program assisted in the process of recruitment and selection of a consultant for capacity strengthening of the Gender Management System and women's organizations. Furthermore, the program coordinated two core capacity building workshops for partners (NBG, GFPs) and women's organizations, and supervised the consultant carrying out the training. In total 50 persons participated in these workshops, of whom 24 were GFPs from 14 ministries, 16 participants from NBG/Ministry of Home Affairs and 10 participants from women's organizations.

Another important activity for the program was assisting in the hiring of a consultant for the development, design and production of an advocacy programme and associated materials.

Output 5. Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325

In October 2009, the program coordinated a workshop on gender indicators for partners (NBG, GFPs and women's organizations) and supervised the consultant leading the workshop. During the workshop, classification of gender equality indicators took place according to principles of the Paris Declaration. Some awareness may have been created among stakeholders about the usefulness of gender indicators in the framework of development projects.

In addition, the program focused on assisting the Gender Bureau to create a Gender Database System, to counter the important lack of gender data available as an input for gender mainstreaming of national development policies. However, there were important delays on the part of the Ministry on deciding how the system will be managed or what the role of the National Bureau of Statistics would be. The process of setting up the database began before the end of the project.

The National Consultations for Suriname took place 11-12 February 2008, with the following objectives: to present the results of the Mapping Study; to develop engendered indicators to monitor aid effectiveness; to involve NGOs and Government focal points in the different Ministries in discussions to make the project more effective at the country level; and, to discuss possibilities to increase the impact of new aid modalities on gender equality. Gender equality indicators for Suriname which were listed in the draft Study were also discussed and approved for incorporation in the final document. These indicators focus on having a gender perspective incorporated in policies at all levels, in every phase, and by all actors, in order to attain gender equality. No consensus has been reached yet on a set of indicators, but again, related discussions are likely to have at least contributed to raising participants' awareness about the usefulness of gender indicators for measuring the impact of different aid modalities on gender equality.

Output 6. Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)

N/A

4. Contribution to Expected Outcomes

Outcome 1 National government and public actors- including government decision-makers and staff in line ministries, parliamentarians, judiciary and law enforcement - increase efforts to include GE in national development processes & related budgets.

The Minister of Planning and Development Cooperation, Minister Ricardo van Ravenswaay, has on several occasions mentioned the Government's decision to adhere to concepts mentioned in the Paris Declaration such as donor coordination and harmonization. According to the NPC, this is definitely an outcome of the EC/UNIFEM project, since formerly nobody in the government knew anything about principles of the Paris Declaration

Outcome 2. Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes.

Prior to the start of the program, there had been very little interaction between the government and women's CSOs. The program's efforts in the two core capacity building workshops constituted an opportunity to re-engage for both sides. The National consultations and the process of the Mapping Study and Situation Analysis further strengthened these relations.

Outcome 3. Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes.

The task of awareness raising has only begun to bring the issue of GE to the attention of stakeholders in the country, including donors. The majority of donors present in Suriname have stated as one of their principles the inclusion of gender equality concerns in their programming. However, the low participation of donors in the second donors' meeting convened by the program suggests that there is still much work to be done in this area.

5. Partnership between UNIFEM and the EC

In Suriname, the partnership between UNIFEM and the EC was (compared to other programme countries) neither close nor particularly effective. One key factor contributing to this may have been the limited national presence of both UNIFEM and the EC. Also, the NPC reported a low level of buy-in from donor agencies in general, including from the EC, as illustrated, for example, by the EC representative's absence at the second meeting of the donors' group.

6. Conclusions

Programming strategies: Given that Suriname was not a signatory to the PD, and given the existing lack of gender data, the program focused on raising awareness on both topics, providing basic gender training to government and non government partners, as well as assisting the NBG in creating a gender database system.

Factors affecting performance: The programme environment was conducive in that the Suriname government had displayed interest and commitment to gender equality, yet challenging due to the low level of existing knowledge and technical capacity of national stakeholders. Other challenges to programme implementation were the absence of a UNIFEM office in Suriname, as well as delays in the implementation of activities due to factors beyond the programme's control.

Achievement of outputs: The programme has shared important information on mainstreaming gender equality into national development processes (output 1) in particular through the Situation Analysis. It has contributed to awareness raising among stakeholders on the linkages between gender equality and development effectiveness (output 2), as well as to moderate achievements related to the creation of multi

stakeholder groups on gender equality (output3). The program has conducted a variety of meaningful activities geared at strengthening the capacity of national partners for mainstreaming gender equality into national development processes (output 4) as well as in view of developing monitoring and accountability mechanisms (output 5). In both areas, available data to date provide little information on whether and what types of results programme activities have contributed to. Given that Suriname is not a signatory to the Paris Declaration, there have been no activities related to output 6 (HLF preparation).

Contribution to outcomes: There is some evidence of modest progress toward national government actors increasing their efforts to include GE in national development processes (outcome 1). Also, the program has contributed to enhanced interaction between women's rights organizations and government representatives, thus laying the foundation for progress under outcome 2. Despite several relevant efforts in working with donors, there have been no significant achievements in view of strengthening donor commitment to and action on supporting national priorities for GE.

EC/UN Partnership: The partnership between UNIFEM and the EC in Suriname was not close and has led to no remarkable benefits or achievements. One factor that may have affected this is the low presence that both agencies had on the ground.

Country Profile: Ukraine

1. Summary of Initial Situation

The Ukraine, with a population of roughly 46 million people, is a middle income country within the Commonwealth of Independent States (CIS). With annual international aid at roughly 2% of GNP, it is not dependant on donor assistance. In 2006, there were more than 30 donors providing approximately \$1.5 billion in assistance, about a third of which was provided for technical assistance²⁰. The European Union is one of the largest donors, providing around 2.5 billion Euros since 1991.

The Ukraine ranks 63rd out of 75 countries in the gender-related development index²¹ and 34th out of 154 countries in Social Watch's Gender Equality Index²². The 2008 Mapping Study assessed the national environment and found significant gaps in advancement of gender equality (GE) despite a relatively gender-responsive Ukrainian legislation; under-developed national strategic planning, constraining a single point of entry for gender issues on the national agenda; dispersed responsibility and accountability within the national (infra) structure for gender issues; a lack of gender issues identified in aid planning and programming budgets; and weak CSO participation in national strategies and under developed capacities in gender and aid effectiveness (AE).

2. Key Contextual Factors

External Context

The period of the EC/UN Partnership program coincided with a global economic and financial crisis, as well as a politically unstable situation in Ukraine. The financial and economic crisis came at a time when Ukraine had just begun to recover from the transition reforms, and caused a significant reduction or even the cancellation of financial support for GE programs and counter human trafficking programs.

Politically, pre-term parliamentary elections were held in the fall of 2007, as the two opposition parties reformed their alliance as a 'coalition of democratic forces' and formed a new government in December 2007. The absence of a real, functioning coalition resulted in the stagnation of parliament in 2008, and complicated collaboration with government agencies.

Presidential elections in February 2010 brought a new President and Cabinet of Ministers. Rotation of personnel in the government (at the level of ministers, vice-ministers, and chiefs of departments) after the presidential elections challenged the creation of a new partnership with central and local governments.

The inclusion of GE components in several donor-funded programs increased the interest of CSOs in GE and gender mainstreaming.

Internal Context

As there was no UNIFEM office in Ukraine, the EC/UN partnership program was implemented by a variety of national NGOs, culminating with the Liberal Society Institute from 2009-2010. The frequent rotation of National Project Coordinators (NPCs) during the program period (three different individuals in three years) resulted in a lack of continuity for the project due to the change in management styles and communication approaches. It also meant that the Ukraine program was very reliant on support from the UNIFEM Regional Office in Kazakhstan.

²⁰ Country Annual Report Year 1 Ukraine, EC/UN Partnership on Gender Equality for Development and Peace

²¹ Human Development Indicators - <http://hdr.undp.org>

²² Social Watch - <http://www.socialwatch.org>

3. Key Achievements/Results at the Output Level

Output 1. Relevant tools and information on main-streaming gender equality into national development processes in the context of AE are available and accessible.

The issues of gender equality in relation to aid effectiveness were very new for most Ukrainian stakeholders. The program therefore put significant emphasis on supplying relevant information through informational bulletins, organized research, roundtables, and trainings.

In addition to distributing the tools and information created for the program at the global level, the Ukraine program also provided and distributed additional country-specific information. This included the wide distribution of the Mapping Study, the publication of the national consultations on six different websites, presentations to government and CSO partners; and the publication of a monthly Newsletter for the program.

A Monitoring and Assessment Report on public and donor funding to meet gender-specific goals (2008-2009) was finalized and published. Results of the report were presented to the intergovernmental working group on gender issues and to the multi-stakeholders group. In addition, an Assessment Report on the implementation of the State Programme on Gender Equality in Ukraine until 2010 was developed and presented to the Cabinet of Ministers (2010).

Output 2. Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels

Awareness raising on the program objectives was conducted at the beginning of the program with key government stakeholders. Government turnover early in the program required additional work in this area in order to establish a new Memorandum of Understanding (MoU) with the new Minister for Youth and Sport.

Thanks to multi-stakeholder dialogue opportunities created by the program (see output 3), key program stakeholders including government, CSOs and donors became aware of gender dimension of donors' aid and public spending on gender issues; they realized the necessity of introducing a budget line for expenditures on GE into state budgets, as well as of the necessity of a well-defined share of donors' aid to be directed at the implementation of gender-related programs and projects. The Program also helped to raise the awareness of CSOs and gender advocates' on macroeconomic analysis on gender and AE and Gender Responsive Budgeting (GRB). This was very new for the majority of gender advocates in Ukraine, who were unaware of the P PD, Accra Agenda of Action, and gender budgeting.

In the context of this program, a dialogue with EC representatives resulted in an assessment of the *Investing in People Program* from a gender perspective, the provision of gender training to staff with the EU Delegation, and the inclusion of EC representatives in multi-stakeholder meetings and consultations. Training for the EUD staff extended their knowledge on gender analysis, gender assessment, and gender monitoring and evaluation of EC programs and projects. Training has given a unified gender approach for evaluation of EC programs and projects.

Output 3. International, regional, and national multi-stakeholder groups (e.g. working groups, networks, coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda

The program has contributed to building a strategic alliance of CSOs, gender advocates, government, and development partners to integrate GE in national development processes and the AE agenda.

Thanks to the program, a multi-stakeholders' network of gender experts, GRB experts and governmental officials at the national and local (oblast) levels was strengthened.

The program also coordinated multi-stakeholder meetings (2009) on the findings of the Monitoring and Assessment Report on how to integrate gender-sensitive indicators into government-donor programs, in addition to a series of meetings (2010) with government and CSOs to find entry points for GRB initiatives.

Output 4. National partners' capacity for effectively mainstreaming gender equality and women's human rights into national development processes strengthened.

The Ukraine program helped to strengthen individual competencies through the development, publication (web based) and wide distribution of training guides on GRB to NGOs and government officials at the national and local levels. In addition, specific tools for GRB were created, approved and published in a manual.

Training on "GRB in the Context of the Aid Effectiveness Agenda" (based on the ITC/ILO module developed for the program) was conducted for representatives of the Ministry of Economy; Ministry of Family, Youth and Sport; government officials, parliamentarians, and gender advisers at the local level; as well as for CSOs. The training for government and non-government partners helped them to gain knowledge on basic GE concepts; to become aware of gender development and state gender policy at the international and national levels; to gain skills to analyze, assess, monitor and evaluate programs / projects from a gender perspective; to gain a general overview of the Financing for Development process with specific attention to the PD on AE, its principles and their implications; to become aware of the importance of considering GE as a key element of the AE Agenda; to explore the various gender mainstreaming tools to promote GE in development planning including gender-responsive budgeting; to understand the linkages between GE, AE, and decent work; to enable monitoring of gender responsive AE Agenda; to improve capacities in the formulation of the demand for actions and resources to support GE in programming, implementation, and monitoring at the national and regional levels.

Thanks to the program, government officials at the central and local levels, Members of Parliament (MPs), NGOs and gender experts now have guidelines and tools to mainstream gender in the policies, strategies, programs and procedures, in particular for budgeting, as well, as for planning, monitoring, and assessment for the further decision and policy-making processes.

Output 5. Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325

The program has produced, as we have explained under output 1, relevant assessments on public and donor funding to meet gender-specific goals and on the extent to which GE commitments are implemented in Ukraine. In addition, gender-sensitive indicators were developed and validated by the Gender Experts Group in Kharkiv in February 2009, and were submitted to the Ministry of Economy (Department of Donor Coordination on Technical Assistance) for incorporation into the Methodological Recommendations it uses for the evaluation of donor programs and projects (January 2010). While the set of indicators has been formally accepted by the Ministry, they have not yet been incorporated into practice.

Output 6. Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)

In Ukraine, the program worked with GE advocates to develop a common agenda for CSOs, through roundtable meetings and high-level consultations, which resulted in the preparation of a Policy Paper. A delegate on behalf of the CSO community was recommended to the Accra Forum. The Program assisted Ukrainian women's CSOs in preparing their presentation at the HLF3 in Accra. The Policy Paper was presented at the Accra International Women's Forum (AIWF) and Civil Society (CSO) Parallel Forum in Accra. The main ideas of the Policy Paper were reflected in the AIWF's and CSO Forum's recommendations. Following the event in Ghana, the program also organised a follow-up event to disseminate the outcomes of the HLF3 and their implications for GE.

4. Contribution to Expected Outcomes

Outcome 1 National government and public actors- including government decision-makers and staff in line ministries, parliamentarians, judiciary and law enforcement - increase efforts to include GE in national development processes & related budgets.

On the basis of the information provided by the program, government stakeholders prepared a national report on GE and gender mainstreaming in Ukraine. Awareness raising, knowledge sharing and national and regional consultations promoted by the program led to the inclusion of gender considerations in national plans. GE issues were included in the AE process in the new Governmental Plan of Action “Ukrainian Breakthrough – for People, not for Politicians” (Jan 2008) and as a priority in the Strategy for Attracting International Technical Assistance in 2008-2011 and in the State Programme for Economic and Social Development for 2009– key national plans. The Ministry of Economy further included a set of indicators produced by the program in its assessment methodology for donor-funded projects. In addition, the Evaluation Report on implementation of a state program on Gender Equality in Ukraine until 2010 pushed government to create the Working Group on State Program “National Plan of Action on Gender Equality till 2016”.

Outcome 2. Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes.

The program, by supporting awareness raising and capacity building of CSOs, is fostering their active participation in national development planning processes and aid planning, programming, management, monitoring and evaluation. Women’s CSOs actively participated in the national consultations and the Mapping Study and in the development of gender indicators to monitor the AE agenda. They also contributed their joint advocacy messages (Policy Paper) to side events of the HLF 3. Examples of increased engagement of these groups in policy dialogue include: their involvement at the HLF 3 related events. In 2009, 40 Ukrainian NGOs formally addressed the government calling for the integration of GE in the AE Agenda, on the basis of the Policy Paper developed for the HLF 3.

Outcome 3. Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes.

Thanks to the program, the EU Delegation is now more equipped to recognize and act upon opportunities to foster GE in Ukraine. Furthermore, program activities led a number of stakeholders (EU, UN and CIDA representatives) to express the opinion that one UNIFEM regional office for the CIS was not sufficient, and to propose the creation of an additional office in Ukraine, thus recognising the need for support in their efforts to increase the inclusion of GE concerns in programming for this region.

5. Partnership between UNIFEM and the EC

The strengthening of the partnership between UNIFEM and the EC was a significant factor for achieving the Program’s intended results. Stakeholders were consulted and rated the partnership between UNIFEM and the EC upon program onset as “2” on a scale from 1 (weakest) to 4 (strongest). For 2010 it reached a rating of “4”. The strong and lasting cooperation included ongoing dialogue between UNIFEM and the EU Delegation, in particular with the Delegation’s Sector on Health and Welfare, which assisted at all stages of Program implementation. This partnership positively affected Program implementation on the whole and in particular in the area of European integration. The effect could have been better, if the EUD representative had been involved from the very beginning of the program and had had more opportunity to integrate the Delegation’s approaches and needs.

6. Conclusions

Programming Strategies: Work in Ukraine has focused on the following areas of action: research and production of an evidence base (Mapping Study, publications, monthly newsletter); advocacy and coordination with multiple stakeholders (National Consultations, strategic alliance of stakeholders, multi stakeholder meetings with CSOs, donors, government officials and ministries); capacity building of partners (strengthened GE competencies for NGOs and government through web-based publications, and training guides; and GRB training for government officials and ministries); monitoring and accountability mechanisms (monitoring of the PD and AAA and integrating gender-sensitive indicators into monitoring and evaluation frameworks).

Factors Affecting Performance: While the national context in Ukraine has been mostly conducive to program implementation, the period of the EC/UN Partnership program coincided with a global economic and financial crisis, as well as a politically unstable situation in the country. There is no UNIFEM office in Ukraine and the Program was implemented by a variety of national NGOs. The repeated change in NPCs resulted in a lack of continuity for the project.

Achievement of Outputs: The program has made relevant information available on GE implementation in national development processes through the Mapping Study, and National Consultations through six websites, presentations and publication of a monthly newsletter (Output 1). It has raised awareness on GE within the AE agenda, amongst government, CSOs, and donors (Output 2). Further, the program has helped to build a strategic alliance of stakeholders and coordinated multi-stakeholder meetings to integrate GE in national development processes and the AE agenda, as well as strengthening a multi-stakeholders' network of gender and GRB experts and government officials (Output 3). The EC/UN partnership has helped to strengthen competencies through web based publications, training guides and GRB specific tools for NGOs and government. Capacity building on GRB and AE was also provided to government and specific ministries, gender advisers and CSOs (Output 4). Also, the program has produced relevant assessments on public and donor funding and the extent to which GE commitments are implemented in Ukraine (Output 5). The program achieved the creation of a common agenda for CSOs which resulted in a Policy Paper, which was presented at the AIWF and CSO Parallel Forum in Accra (Output 6).

Contribution to Outcomes: The program has contributed to increased awareness on the use of GE and gender mainstreaming for decision makers, which led to a national report on GE and gender mainstreaming in Ukraine, and to the inclusion of these considerations in national plans and reports (Outcome 1). By supporting awareness raising and capacity building of CSOs, the EC/UN partnership has contributed to strengthening their active participation in national development planning processes and aid planning, programming, management, monitoring and evaluation (Outcome 2). Thanks to the program, the EU Delegation, as well as other stakeholders are now more equipped to recognize and act upon opportunities to foster GE in Ukraine (Outcome 3).

EC/UN Partnership: After a relatively weak start, the partnership between UNIFEM and the EC has been significantly strengthened over time and is now considered to be a very strong relationship, positively affecting program implementation.

THEMATIC VIGNETTE

Ukraine – monitoring of GE and AAA and integrating gender sensitive indicators

Under this strategy the EC-UN Program has focused on two key aspects: 1) developing gender sensitive indicators for ODA and 2) conducting/supporting assessments of public/donor funding for meeting gender-specific goals; of aid dedicated to mainstreaming gender equality in program-based approaches; and of the implementation of the State Program on Gender Equality.

Gender-sensitive indicators were developed and validated by the Gender Experts Group in Kharkiv in February 2009, and were submitted to the Ministry of Economy (Department of Donor Coordination on Technical Assistance) for incorporation into the Methodological Guidelines it uses for the evaluation of donor programs and projects (*Methodological guidelines for preparing project proposals being submitted to the government for co-funding with international financial organizations*, January 2010). While the set of indicators has been formally accepted by the Ministry, they have not yet been incorporated into practice.

The Mapping Study conducted in 2008 brought to light the fact that gender equality policies had not been integrated into national strategic documents, that budgeting processes did not incorporate gender considerations, and that neither the Ukrainian government nor donors had well-developed gender sensitive indicators and mechanisms to monitor aid effectiveness. Following up on the Mapping Study, a Monitoring and Assessment Report on public and donor funding to meet gender-specific goals (2008-2009) was finalized and published (2010). Results of the report were presented to the intergovernmental working group on gender issues and to the multi-stakeholders group. The program also coordinated multi-stakeholder meetings (2009) on the findings of the Monitoring and Assessment Report on how to integrate gender-sensitive indicators into government-donor programs. In addition, an Assessment Report on the implementation of the State Programme on Gender Equality in Ukraine until 2010 was developed and presented to the Cabinet of Ministers (2010). It included recommendations on gender policy and budget support for the State Program's next cycle, 2011-2016. The Report was presented to the Cabinet of Ministry on March 26, 2010.

This two reports were presented and discussed at the inter-ministerial meeting, and at several multi-stakeholders' round table meetings – thus raising governmental officials' and civil society activists' awareness on the necessity to introduce a budget line for expenditures on gender equality into the State budget, as well as carefully defined percentages of donor aid to be directed at the implementation of gender-related programs and projects. The program also contributed to building a strategic alliance of CSOs, gender advocates, and government, development partners to integrate gender equality in national development process and aid effectiveness agenda and monitor related progress; the program also strengthened the capacity of gender advocates to more actively participate in these processes.