

## Evaluation Report



# UNIFEM's Work on Gender-Responsive Budgeting

Gender-Responsive  
Budgeting Programme



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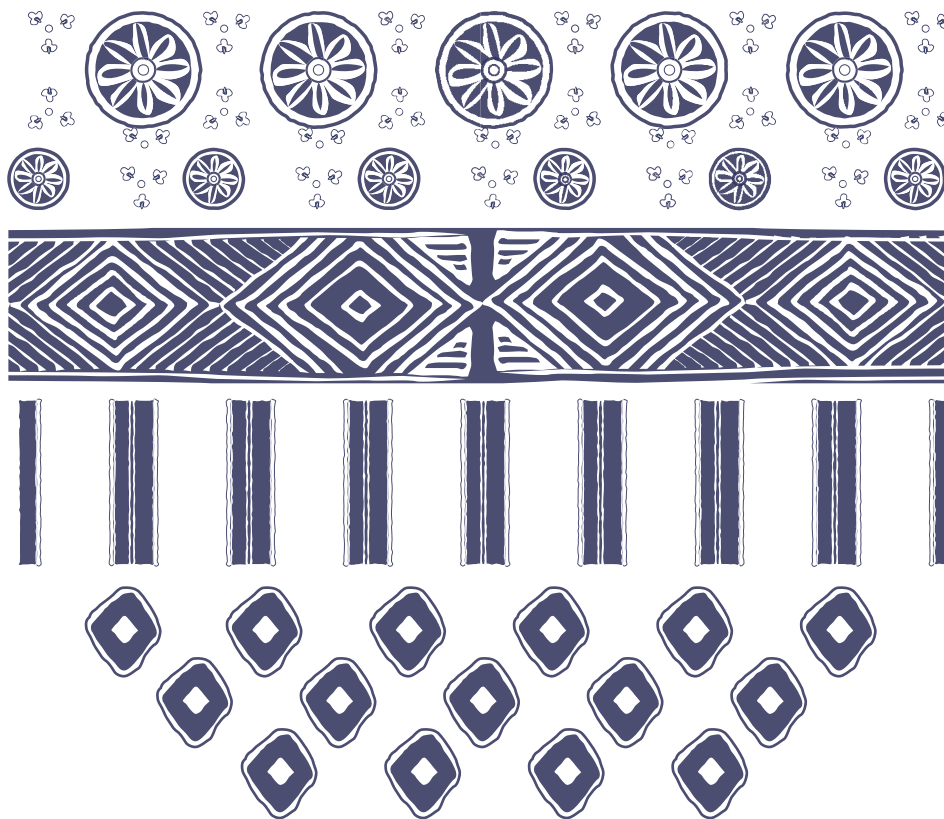
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## Evaluation Report

# UNIFEM's Work on Gender-Responsive Budgeting



## Gender-Responsive Budgeting Programme

Evaluation Unit  
2009

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# Foreword

The evaluation of the *UNIFEM'S work on Gender-Responsive Budgeting (GRB)*, undertaken between November 2008 and November 2009, is a study that intended to assess critically what conditions and mechanisms enable and hinder UNIFEM's support to countries in increasing gender equality in budget processes and practices as well as evaluate UNIFEM's overall approach to GRB programming.

Gender-Responsive Budgeting has become an internationally acknowledged tool for supporting implementation of commitments towards achieving gender equality and the realization of women's human rights. The concept was endorsed by the UN's Fourth World Conference on Women and the Beijing Platform for Action in 1995. Presently, more than 90 countries all around the world pursue a variety of gender-responsive budgeting initiatives that span civil society, government, and international organizations. GRB aims to raise awareness of the gendered impacts of budgets and to make governments accountable for ensuring that public budgets promote the achievement of gender equality and women's rights, especially among the poor or most vulnerable and respond to women's priorities.

Being one of its key programmatic priorities, UNIFEM contributes extensively to building interest, capacity and commitment to incorporate a gender equality perspective in budgetary processes and practices. Since 2001, UNIFEM has supported GRB initiatives in over 35 countries and has positioned itself as a leading player in GRB in the UN system. The global programme "Strengthening Economic Governance: Applied Gender Analysis to Government Budgets", launched in 2001, provided technical and financial support to gender budget initiatives in Latin America, Africa, and Asia-Pacific. This inspired numerous GRB initiatives, which took shape differently and stretched beyond the scope of the original programme. Currently, UNIFEM's GRB programming consists of a portfolio of cross-regional, thematic, regional and country level programmes that span across different countries and local communities all over the world.

The evaluation of Gender-Responsive Budgeting specifically aimed to analyse the theory of change that underpins UNIFEM's GRB work, as well as the programmatic strategies and management of the programmes. It assessed the relevance, effectiveness and sustainability of gender-responsive budgeting initiatives and focused on the interventions implemented by the organization during 2004-2008, paying particular attention to the cross-regional GRB Programme. It gathered primary data and analysed the implementation of the programmes in Ecuador, Morocco, Mozambique and Senegal as case studies, and mapped GRB initiatives implemented by UNIFEM around the world.

The study was managed by UNIFEM's Evaluation Unit and conducted independently by an expert evaluation team. It benefited from the continuous feedback and collaboration of the Gender-Responsive Budget section in UNIFEM as well as the staff from Subregional Offices in the four selected countries as members of a reference group. We would like to thank this group for all the time and effort it dedicated in order to contrast information and elicit the theory of change of the programme. We also extend our thanks to the 130 people that served as informants for this evaluation, both from UNIFEM as well as from partner countries, Government Officials and Civil Society Organizations. Thanks are also extended to Isabella Bakker and Lucia Perez Fragoso who provided insightful feedback on evaluation design in the early stage of the evaluation process. Special thanks for the dedication and hard work of the Social Development Direct evaluation team: Karen Johnson, Barbara Evers, Achim Engelhardt, Francis Watkins, Karem Roitman, Sylvia Bergh, Patricio Guarderas, Youssef Belal, Basilio Zaqueu, Socé Sene and Paul-Marie Diagne. In addition, thanks to Inga Sniukaite who managed this evalu-

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The evaluation report presents key findings and recommendations to be addressed by UNIFEM. It found that GRB initiatives are highly relevant to the needs of countries in relation to their national development frameworks and gender equality policies, but it identified that a more sophisticated gender analysis is needed at the country level with a greater involvement of civil society and women's organizations to identify women's interests and needs to influence public financial management systems. It also found that while there are important results achieved by influencing national budget processes, overall tracking of results needs to be strengthened. It also highlighted that a key factor for sustainability is capacity development in gender-responsive budgeting, an area with important signs of success in some countries but in need of a more targeted strategy. It further identifies strengths and weaknesses in programme strategies used and management aspects, and emits a set of recommendations in these different areas, which are being addressed by UNIFEM's management.

This was an ambitious study to systematise and understand a key area of work for UNIFEM and for all the organizations working for gender equality and women's empowerment. We hope that it contributes to UNIFEM's thinking on its overall approach and strategy in gender-responsive budgeting for enhancing women's economic rights and gender-responsive governance systems, and that this can be useful for further improving UNIFEM's support to countries in their commitments to advance gender equality.



Belen Sanz

**Evaluation Advisor, UNIFEM**

**December 2009**

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## Acronyms

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CEDAW	Convention for the Elimination of all forms of Discrimination against Women
CNAM	National Council for the Advancement of Women (Mozambique)
CONAMU	National Council for Women (Ecuador)
CSO	Civil Society Organization
DEPF	Directorate for Studies and Financial Forecasting (Morocco)
DNB	National Budget Directorate (Ministry of Economy and Finance - Senegal)
FAO	Food and Agricultural Organization
GRB	Gender-responsive Budgeting
GTZ	German Development Cooperation Agency
HQ	Headquarters
IFAD	International Fund for Agricultural Development
MDGs	Millennium Development Goals
MTEF	Medium-term Expenditure Framework
MTR	Midterm Review
OECD DAC	Organisation for Economic Cooperation and Development, Development Assistance Committee
PRSP	Poverty Reduction Strategy Paper
SENPLADES	National Secretariat of Planning and Development (Ecuador)
UN	United Nations
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women



# Executive Summary

## Purpose, scope and methodology of evaluation

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This report documents findings and recommendations from the evaluation of Phase II of the GRB Programme “Strengthening Economic Governance: Applied Gender Analysis to Government Budgets”, funded by the Government of Belgium. The findings from this evaluation also constitute the main case study for a wider corporate evaluation of UNIFEM’s approach to GRB programming.

The **primary objective** of this assessment is “to evaluate progress towards GRB programming outcomes and outputs at country level through a case study of *the Global GRB Programme: Phase II*”. This report also aims to support future GRB programming by consolidating and testing the theories of change that underpin UNIFEM’s work in this thematic area, identifying enabling and disabling factors that affect the implementation of GRB Programmes and informing UNIFEM’s learning on effective strategies, models and practices in promoting gender accountability in budgetary policies and practices.<sup>1</sup>

The evaluation was carried out through a visit to UNIFEM’s New York headquarters and four country level assessments to Ecuador, Morocco, Mozambique and Senegal between December 2008 and January 2009. The evaluation criteria used for analysis of the field data were **relevance, effectiveness and sustainability**, with definitions drawn from the OECD DAC evaluation guidelines. The principal evaluation methodologies used were:

A desk review of relevant documents on GRB concepts and practice, contextual data for specific country programmes and programme documentation, where available.

Semi-structured interviews with key stakeholders identified by UNIFEM personnel

A focus group meeting with those who had participated in UNIFEM-supported training during Phase II of the Global GRB Programme.

## Context and description of the programme

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Phase II of the GRB Programme was implemented in Ecuador, Morocco, Mozambique and Senegal. The programme ran from 2005 to 2008 and reflected the growing efforts for aid harmonization. The programme focused on four countries that were identified as providing specific opportunities at the national level for ensuring that national budget processes and allocations became more gender-responsive and for analysing the gender sensitivity of budget allocations. Whilst the criteria for the selection of these countries were the same, the contexts in which interventions were taken forward varied.

In all of the countries selected for Phase II the legal and policy contexts provided real opportunities to develop innovative approaches to taking forward the high-level national commitments on gender equality. In addition, in Ecuador, Morocco and Mozambique the high-level commitment of government to gender equality provided an important factor. Policy reform processes and donor coordination provided both opportunities and obstacles for taking forward the programme objectives in all four countries. In Senegal in particular, limited donor coordination and the slow pace of progress acted as obstacles. The institutional context is perhaps the area where there were the most obstacles to implementation in all of the countries. Frequent changes in departmental structures and in key personnel were major challenges to programme implementation.

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<sup>1</sup> These objectives formed part of the objectives for the overall evaluation, as defined in the ToRs.

The GRB Programme sought to achieve **three outcomes**:

1. National budget processes and policies reflect gender equality principles
2. Priorities of poor women reflected in sectoral budget allocations for national programmes addressing poverty
3. Knowledge and learning on gender-responsive budgeting facilitates replication of good practices and exchange of lessons learned

The **expected results** of the above combination of technical, political and institutional engagements and actions were that:

In the short-term, GRB work would become aligned to the national budget cycle, changes to national budget processes would be introduced, budget tracking mechanisms would be improved and documented, and linkages between gender advocates and budget decision makers would be strengthened.

In the medium-term, policy and budget processes would become more gender aware, budget allocations would reflect the priorities of poor and excluded women and good practices and lessons learned would be replicated through networks and knowledge sharing.

In the long-term, feminised poverty and exclusion would be reduced.

The evaluation aimed to take a **theory-based approach** and focused on two key aspects of the underlying model of change in the programme:

Setting out the steps that constitute the main elements of the explicitly stated causal chain in the form of a logic model;

Seeking to understand the logic underpinning the programme, looking at both the stated and implicit assumptions that affected the different stages of programme development.

## Main Findings

### Positioning the GRB Programme well

The evaluation team found that **the GRB Programme was relevant** to the countries where it operated and that each programme had succeeded in positioning itself appropriately in relation to overarching policy frameworks for poverty reduction and national development and in relation to national gender policies. However, ongoing capacity to be able to carry out detailed political, policy and institutional analyses for each context was needed to help in adapting the overall approach to the local circumstances and to identify opportunities and assess progress.

### Ensuring that programme priorities remain relevant

The evaluation team found that UNIFEM was not sufficiently analytical in assessing whether its sources of information for identifying poor women's priorities were adequately diverse. All programmes used government sources, only some of which were based on participatory processes, such as PRSP drafting. Not all programmes used civil society channels as a source of data, analysis and opinion on women's priorities, which could have served to "triangulate" information, pick up new issues and ensure that analysis from government sources was rounded.

### Keeping stakeholders on board with the programme objectives

There were missed opportunities to use the logical framework at the country-level to develop a shared understanding with stakeholders of the programme objectives and to establish a baseline and milestones to assess progress in implementation. Ecuador provides an example of how useful this approach can be, where the midterm review was based on the project log frame and was used to identify indicators and workplans on the basis of stakeholder assessments. The results of this approach were that the key stakeholders felt informed about the programme aims and progress and generally expressed satisfaction with the commitment and technical expertise that the team brought.

### Learning from good results and recognising gaps

The programme was able to achieve significant results against Outcomes 1 and 2, particularly the inclusion of gender in Budget Call Circular Letters in all four countries and the development of gender-sensitive indicators and gender-responsive budget allocations in sectoral piloting work. It is important to note that, whilst all countries achieved these results, they were achieved to different extents. This means that the programme has opportunities for learning by sharing experience in each country, for example, about the form in which gender issues were incorporated in call circular letters. In contrast, for Outcome 3, while all of the interventions generally produced some form of knowledge products, in all cases the country studies note that this was the area where least progress was recorded and where there is least evidence of success.

### Successful strategies have yielded results

There is sufficient material in the country studies to begin to identify which programme strategies have been successful and what factors have affected their success. There is also evidence in all of the country studies of strategies that have been less successful and the factors that have limited their effectiveness.

**Engagement with advocates for gender equality is key.** An important factor in the success of programme strategies has been engaging with advocates for gender equality in order to build sustained capacity. In Ecuador, the national women's machinery was well established and influential. In Ecuador, Morocco and Senegal, gender advocates were embedded in planning and finance functions. In Mozambique, change was achieved through sector-level gender focal staff mobilising the most senior decision makers. Whilst all these institutional routes led to results, the most effective appears to be when gender and planning/finance remits are combined institutionally.

**CSOs are crucial advocates for gender equality.** Programmes had different degrees of success in engaging with civil society advocates for gender equality, with Ecuador being an illustration of success. Fuller application of a rights-based approach to programming could have led to more clearly articulated approaches about the importance of civil society actors as channels for representing women's priorities and opinions to government decision makers.

### A rights-based approach forms a robust framework.

A rights-based perspective was also applied usefully in Mozambique to inform the identification of women's priorities in sector-level work to achieve gender-responsive budget allocations (Outcome 2). The choice of violence against women was a pragmatic option that was highly likely to address vital women's rights and was later validated in CEDAW reporting. This identification of violence against women as a key issue provided a focus for an issues paper that informed sector work and successfully led to more gender-responsive budget allocations during Phase II.

### Planning and Finance Ministries are critical programme targets.

A further key factor in the success of programme strategies has been engaging with planning and finance functions of government. All programmes successfully developed partnerships with both of these functions, although the different emphases meant that entry points needed to be reassessed throughout the programme. The most effective institutional option appeared to be where gender and planning/finance remits are combined—illustrated by the Gender Units in finance ministries in Morocco and Ecuador and the gender focal point in a sector-level planning and finance department in Senegal.

### Capacity-building leads to commitment and sustainability.

The programme strategy of capacity-building was central to achieving results, starting with awareness-raising, moving to developing technical capacity for gender analysis and policy development and providing ongoing and direct support. Capacity-building was also a key route to creating commitment to GRB, with early indications of increasing interest amongst potential GRB trainers' changes in political will in planning and finance functions and sector ministries, as well as commitment to advocacy for GRB amongst civil society actors who had participated in workshops. However, the strategy for capacity-building also provided examples of factors that have limited effectiveness with country level experience revealing that UNIFEM had not been successful in developing and communicating an overall approach to capacity-building. The lack of monitoring and follow-up meant that different perspectives on the role of capacity-building could not be reconciled using evidence.

### Donor partnerships are key to maximising programme leverage.

Partnerships with national women's machineries, other gender advocates, planning and finance functions and sector ministries were all essential components of the strategies that contributed to achieving results. However, in general, the lack of effective partnerships with other development actors, in particular donors supporting public sector and public finance management reform, meant that UNIFEM was less effective in leveraging complementary support to enhance its efforts.

Finally, the country studies also provide evidence of common limitations in UNIFEM's programme management. The lack of monitoring and evaluation mechanisms has been mentioned as a consistent constraint throughout this evaluation, although the midterm review mechanism appears to have been one component of the M&E mechanism that did lead to concrete change in the focus of programme activities. All programmes were negatively affected by gaps in staffing, most importantly the GRB Coordinator post that was introduced in Phase II and lack of institutional learning systems compounded the effects of staff turnover. UNIFEM's corporate financial decision-making systems were also perceived to have impacted negatively on the programme, in particular in relation to slowing decision-making.

## Main Recommendations

There are three sets of recommendations focused on the three evaluation criteria used: relevance, effectiveness and sustainability.

### Relevance

**The GRB Programme should invest in capacity for the analysis of the context within which it operates and the priorities of its intended beneficiaries.**

In particular, the programme should ensure that analysis of the policy and institutional environment is documented and communicated, which should provide the following programme gains: improved understanding of institutional entry points, providing evidence that contributes to building consensus amongst different and changing institutional partners, enabling programme staff to make informed judgments of how complex reform processes are likely to play out in different sectors within or beyond the programme life cycle and helping identify potential synergies with other donors.

**The GRB Programme should be more analytical when assessing sources on analysis of women's priorities.**

Identification of women's priorities should aim to draw on a range of actors, with different roles to play in ensuring that women's opinions are represented in decision-making fora. The human rights conventions and their reporting mechanisms, CEDAW in particular, could be used more effectively as they provide a means for identifying women's priorities and supporting analysis of the power relationships, both within government and between government and citizens, which enable or prevent women from claiming their rights.

### Effectiveness

**Cross-country learning should be facilitated by UNIFEM HQ as an ongoing monitoring process.**

The GRB Programme has achieved significant results in terms of achieving its objectives, influencing national budget processes (Outcome 1) and improving budget allocations and analysis (Outcome 2). Countries' comparative advantages could be identified and communicated so that others can learn—for example, from Morocco for gender budget analysis, from Mozambique for the gender content of budget call circular letters and from Ecuador for institutionalising capacity-building. UNIFEM's headquarters staff could facilitate this learning process, at both national and cross-country levels, and emphasise the need for greater attention to opportunities for this sharing as a regular part of the implementation process.

**Flexible and opportunistic programming is critical to effective GRB implementation, and this should be expected and supported.**

UNIFEM's experience demonstrates that choices about institutional entry points are context specific and are not fixed, even within the life cycle of one programme phase in one country. Support could be given with some indicative guidance drawn from Phase II. For example, work to improve the gender sensitivity of budget allocations can be carried out even when sex-disaggregated data and gender-sensitive indicators are not fully in place or, if the context is favourable, a combination of gender and planning/finance remits seems to be effective for advancing GRB. Log frames and indicators could also be reviewed in order to allow for implementation in often fast-moving policy and political contexts.

**Building and sustaining partnerships requires a conscious and sequenced strategy.**

To ensure access to all areas of engagement for GRB, UNIFEM should map the range of government, civil society and donor partnerships that the programme requires and then proceed systematically to develop those partnerships assessing the most strategic relationships and sequencing their development according to opportunities and resources.

**Approaches to staffing the GRB Programme should be reviewed.**

High staff turnover meant that programmes often suffered delays in adapting strategies and maximising their effectiveness. Staff changes and vacant posts weaken an already stretched organization of programme administration and in some cases hindered decision-making as there was often short institutional memory both amongst staff and in supporting documentation. UNIFEM should review how such programmes are staffed and supported to reduce staff turnover and to ensure systems are in place to retain the programme memory and to ensure that a decision trail is in place minimizing disruption to the programme.

## Sustainability

**Capacity-building is a route to sustainability, and partners need to see a medium-term commitment from UNIFEM.**

UNIFEM should ensure that partners are aware of a coherent, medium-term approach to capacity-building and that monitoring data provide evidence of the effectiveness of different capacity-building approaches. One approach is to aim for institutionalization of provision of GRB capacity-building. Another shorter term approach is to ensure that capacity-building efforts include follow-up with beneficiaries to assess the effectiveness and utilization of skills and to provide further support where required. UNIFEM could consider adopting a quality assurance role for GRB capacity-building in terms of both resources/materials development and courses. This could draw in regional or international resources, to provide technical inputs to training implemented by other actors, encouraging coordination and systematic prioritization of training and promoting realistic but effective approaches to monitoring and evaluation.



# 1. Evaluation purpose

SDDirect has been contracted by UNIFEM's Evaluation Unit to conduct a corporate evaluation of UNIFEM's global work on Gender-Responsive Budgeting (GRB)—see Annex 1 for the full terms of reference. This report documents findings and recommendations from the evaluation of Phase II of the GRB Programme “Strengthening Economic Governance: Applied Gender Analysis to Government Budgets”, funded by the Government of Belgium. Separate reports have been written for Ecuador, Morocco, Mozambique and Senegal, the four countries where UNIFEM's Global GRB Programme worked in Phase II. The findings from this evaluation also constitute the main case study for a wider corporate evaluation of UNIFEM's approach to GRB programming.

The **primary objective** of this assessment is “to evaluate progress towards GRB programming outcomes and outputs at country level through a case study of *the Global GRB Programme: Phase II*”.<sup>2</sup> This report also aims to support future GRB programming by consolidating and testing the theories of change that underpin UNIFEM's work in this thematic area, identifying enabling and disabling factors that affect the implementation of GRB Programmes and informing UNIFEM's learning on effective strategies, models and practices in promoting gender accountability in budgetary policies and practices. These objectives formed part of the objectives for the overall evaluation, as defined in the terms of reference.

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<sup>2</sup> Quoted from the overall ToRs for the Corporate Evaluation. Note that the *Global GRB Programme: Phase II* is the Belgium-funded “Strengthening Economic Governance: Applied Gender Analysis to Government Budgets” programme.





## 2. Evaluation objectives and scope

The evaluation aimed to take a **theory-based approach** and focused on two key aspects of the underlying model of change in the programme:

Setting out the steps that constitute the main elements of the explicitly stated causal chain in the form of a logic model, linking inputs, activities, partners and short-term outputs to the expected outcomes of the programme in the medium-term and ultimately long-term impacts;

Seeking to understand the logic underpinning the programme, looking at the stated assumptions and particularly focusing, through the evaluation process, on the implicit assumptions that affect the different stages of programme development.

This evaluation has used this theory-based approach in two stages:

Using a logic model as the basis for the evaluation matrix and for the country studies; and

Exploring the logic underpinning the programme through the analysis in the country studies and in this overview report.

On the basis of the programme documentation and the programme logical frameworks in particular, a logic model for the programme as a whole and logic models for each of the countries where the programme was implemented were developed. The logic models include the limited assumptions that are explicitly referred to in the programme documentation. The country case studies attempt to explore the implicit assumptions and provide generally anecdotal evidence on strategies that work and on obstacles to effective implementation that could help in fleshing out a more developed theory of change.

In order to explore these important implicit assumptions, the evaluation drew on the perspectives of a range of different actors involved in the programme. The approach aimed to ensure participation by the various groups

involved and focused on assessing results from the standpoint of programme implementers and those affected by the intervention.

The evaluation criteria used for analysis of the field data were **relevance, effectiveness and sustainability**, with definitions drawn from the OECD DAC evaluation guidelines. Evaluation questions relating to the three criteria are displayed in the table below—see Annex 2 for details of the evaluation tools used. These were drawn from the evaluation terms of reference and developed further into the overall methodology for the evaluation.<sup>3</sup> For each of the criteria there are questions that were specifically developed to draw out information from stakeholders on the assumptions underlying the approach taken to implementation. Definitions of the evaluation criteria and a summary of key questions related to each criterion are listed below.

**Relevance:** the extent to which the objectives of the development intervention are consistent with beneficiaries' requirements, country's needs, global priorities and partner's and donor's policies.

To what extent has the programme been successful in positioning the GRB work within broader national planning, budgeting and monitoring frameworks (PRSP, budget reform, public sector reform, decentralization)?

How was the situation and needs analysis undertaken for the GRB intervention?

How were women's priorities identified?

<sup>3</sup> See Overall Evaluation Methodology and Tools and Guidance for Country Assessments 05/01/2009.

**Effectiveness:** The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

#### Outcome 1

To what extent has the programme been successful in introducing changes in MOF budgeting processes to better respond to gender needs (e.g. budgeting process, guidelines and budgeting instruments, access of gender equality advocates to budget policy-making processes)?

To what extent has the capacity of the Ministry of Finance to carry out GRB been enhanced by the programme?

To what extent has the programme strengthened the role of women's rights advocates in the budgeting process?

#### Outcome 2

What kinds of changes could be observed as a result of the piloting, in terms of budgetary allocations for women's priorities.

#### Outcome 3

What form has knowledge development taken in the programme countries? What types of knowledge products have been produced?

#### Programme Strategies

How have the strategies of capacity-building, sector piloting, evidence-based advocacy and partnership contributed to change?

#### Programme Management

How effective has UNIFEM been in ensuring adequate human, financial and technical resources towards the programme?

#### Across the GRB Programme

What were the challenges/difficulties of the programme?  
How were these addressed?

How has the achievement of outcomes been influenced by the political, economic, social and institutional context?

What examples of "promising practices" have emerged in the GRB Programme?

What evidence exists (if any at this stage) that UNIFEM's GRB Programme is contributing to gender equality and making an impact on the advancement of human rights?

**Sustainability:** the continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

What evidence is there that achievements will be sustained?

What specific activities do government, civil society organizations or others say they will continue regardless of whether UNIFEM support continues?

To what extent has the programme been successful in embedding the participation of civil society and women's organizations in the entire budgetary cycle?

To what extent has the programme been successful in making the linkages and agreements that would ensure the continuation of work on GRB?

What factors are/will be critical to sustainability?

This Synthesis Report draws on the country evaluations of Phase II of the Global GRB Programme from Ecuador, Morocco, Mozambique and Senegal. It draws programme level conclusions on the overall relevance, effectiveness and sustainability of the programme, the achievements, enabling and disabling factors that have affected implementation, and lessons that can be drawn on effective strategies, models and practices.

# 3. Evaluation methodology

At a preliminary stage of the evaluation, the Team Leader, and the Evaluation Specialist, carried out a short set of briefing meetings with staff in UNIFEM's New York headquarters. This set of meetings included discussion of the evaluation approach with the Evaluation Unit, an initial briefing with GRB Programme staff, individual discussions with representatives of geographic and thematic sections to identify key documents and priorities from their perspectives and a half-day meeting with all stakeholders to situate UNIFEM's GRB work within corporate strategic objectives and discuss a preliminary identification of the theory of change underpinning GRB work.

The four country teams, composed of one international and one national consultant, each carried out a **desk review** of documents provided by UNIFEM that covered corporate strategies and reporting on the GRB Programme, relevant national strategies and country specific GRB Programme documents. Each country team carried out a **field visit** between December 2008 and January 2009. The evaluation team in each country followed overall evaluation guidelines so as to ensure comparability between the case studies. These were developed after the methodology was piloted in Mozambique and set out the criteria for identifying key informants, the interview questionnaire and standard format for recording interview notes from semi-structured interviews and the methodology for focus group meetings.

The main outputs of the desk review consisted of the country contextual analysis and initial development of a logic model for each of the countries. The contextual analyses provided material to analyse the selection of the countries for Phase II of the programme and to begin the process of understanding the logic underpinning the implementation of interventions in each of the countries. Through the initial development of the logic models it was found that they were not sufficiently differentiated to fully understand how they were applied in each of the country

contexts. Therefore, the field visits focused in large part on developing the logic model and in seeking to better understand whether and how this model of change guided implementation and the monitoring of progress.

The evaluation teams sought perspectives from a range of different stakeholders. In the first instance, UNIFEM identified programme stakeholders. These stakeholders included representatives of finance ministries, staff of sector ministries and other relevant government institutions, the national women's machinery and women's civil society organizations. The principal tool used was the semi-structured interview in order to enable targeted and detailed discussions with key programme partners and stakeholders.

Evaluation teams carried out face-to-face interviews with between 20 and 30 key stakeholders in each country (see table below). A focus group was also undertaken in each case study country in order to allow the evaluation team to hold discussions with stakeholders who had some engagement in the programme but were not necessarily key partners. This allowed the evaluation team to interview people who had participated in UNIFEM-funded workshops but had not always engaged in more depth with GRB work. The number of participants in the focus group varied from 6 in Ecuador to 17 in Morocco. Briefing meetings with UNIFEM staff also took place in-country.

The following table shows the numbers and types of stakeholders interviewed in each country, either through semi-structured interviews or focus groups.

**Table 3.1 – Types of Stakeholders**

Type of stakeholder	Number of stakeholders interviewed			
	Ecuador	Morocco	Mozambique	Senegal
Planning and finance Ministry staff	10	10	4	6
Women's machinery staff	4	1	2	2
Sector ministry staff	3	10	3	10
Staff of other government institutions	-	1	2	-
Staff of women's organizations, other CSOs or academic institutions	4	3	10	8
UNIFEM staff	6	4	3	4
Development partners	4	4	4	6
Other	1	-	1	-
<b>TOTAL</b>	<b>32</b>	<b>33</b>	<b>29</b>	<b>36</b>

The evaluation team sought evidence from both interviews and the focus group discussions to test the understanding of the theory of change for the programme and to explore the implicit assumptions that it contained. This involved ensuring that information was gathered about how programme staff and partners had assessed the context in which the GRB Programme was planned to operate, the logical framework that specified intended results as well as inputs and activities to achieve those results and the long-term relationships with other actors working in parallel and complementary ways in order to achieve the desired change. As will be explored in the section below, the information gathered provides some evidence of the importance of the implicit assumptions in the programme, something that was not clear in the initial programme documentation.

Overall, the evaluation in each country was affected by two major limitations:

**The lack of organized programme information held by the UNIFEM offices.** Generally the evaluation team found that extensive material was available, although in some cases (especially Ecuador and Morocco) information held by government implementing partners was not available in UNIFEM's offices. However, in all cases, UNIFEM staff responsible for the GRB Programme had changed during the life cycle of Phase II, and evaluators found that documentation relating to the initial period of Phase II

was not readily available. In some cases it was possible for UNIFEM staff to locate documents, while in others documents were requested from government partners during the period of the field visit. Evaluation teams in each country found that, whilst reports were available for individual capacity-building events (workshops and seminars), UNIFEM staff could not provide the evaluation team with a summary list of which events had taken place on what dates and with which participants.

**The lack of systematic monitoring data for the programme.** The evaluation team found that the main mechanisms for assessing progress in the GRB Programme were: the development of a programme proposal and logical frameworks for each country; annual workplans and regular submissions of narrative and financial reports to the Belgian government; and, finally, a midterm review process, including a joint meeting of staff and partners of the four programmes involved in Phase II. Country offices had not established mechanisms for collecting monitoring data to enable them to assess progress as programme implementation proceeded. UNIFEM HQ developed a revised set of indicators (dated 16 August 2006), but country office staff did not have data for those indicators that required data on incidence, rather than a simple monitoring of whether specified activities had taken place. This meant that the evaluation team had to rely on interviewees' recollections and opinions. The limitations of using these types of qualitative data were

mitigated to some extent by triangulation of information and by acknowledging in the country evaluation reports when different perspectives about an issue, or chain of causality, were held by different stakeholders. However, lack of robust monitoring data remained a limitation for the evaluation.

The evaluation teams were able to speak to all of the main partners in the programme and to gather a range of information to provide some evidence to back up the main conclusions reached. The main limitation was that the teams were only able to interview a small number of staff from other government institutions and other stakeholders, such as parliamentarians. This has meant that the evaluation data focus primarily on the direct outputs of the programme rather than on any evidence of wider influence.



# 4. Context of the programme

UNIFEM has a gender mainstreaming role within the wider context of the UN System and seeks to improve the links between women's rights and priorities and national, regional and global agendas. The organization works to achieve this by building networks and alliances across governments and civil society and seeks to foster a multisectoral policy dialogue on women's empowerment. UNIFEM's corporate mandate is to undertake "innovative and experimental activities benefiting women in line with national and regional priorities" and playing a "catalytic and innovative" role in "ensuring the appropriate involvement of women in mainstream development activities". The GRB Programme reflects UNIFEM's corporate role to support "innovative programmes and strategies to foster women's empowerment and gender equality".

In the last 10 years the context of international development has changed dramatically. There has been an increasing focus on poverty reduction as the basis of all development work, with most countries signed up to Millennium Development Goals (MDGs) and many developing Poverty Reduction Strategies to localise these international commitments. The MDGs include key commitments on gender equality, which, together with CEDAW and the Beijing Platform for Action, provide important benchmarks against which to measure national progress. In 2005 the Paris Declaration on Aid Effectiveness set out a renewed set of commitments to aid effectiveness, focused on increased efforts in harmonization, alignment and managing aid for results. All of the main international donors have made efforts to work together more effectively, aligning their support to national plans, often set out in Poverty Reduction Strategies. The declaration has also given increased impetus to donor support to areas such as results-based budgeting and public financial management.

Between 2001 and 2004, UNIFEM, with the support of the Belgian government, implemented an innovative

programme on gender-responsive budgeting entitled, "Strengthening Economic Governance: Applied Gender Analysis to Government Budgets". This first phase of developing GRB approaches, implemented in 20 countries,<sup>4</sup> focused particularly on awareness-raising and capacity-building working with a range of government and civil society partners.

UNIFEM's Multi-Year Funding Framework for 2004-2007 sets out four outcomes in the Strategic Results Framework:

Legislation and policies at national and regional levels are formulated and implemented to promote and protect women's human rights.

Mainstream institutions demonstrate leadership commitment, technical capacity and accountability mechanisms to support gender equality and women's empowerment.

Gender equality advocates have the knowledge and are positioned to spearhead and transform policies, programmes and resource allocations.

Harmful and discriminatory attitudes and practices change to promote and protect the rights of women and girls.

It also identified GRB as one of the key tools to support implementation of these outcomes, which provided a clear framework for continuing work on GRB and the various interventions, including the Phase II programme. This work was regularly reported on by UNIFEM.

The second phase of the programme, from 2005 to 2008, aimed to take the learning of the first phase forward. It focused on four countries that were identified as providing specific opportunities at the national level for ensuring

<sup>4</sup> India, Nepal, Brazil, Chile, Kenya, Peru, Ecuador, Bolivia, the Philippines, Nigeria, Tanzania, Uganda, Sri Lanka, Guatemala, Morocco, Egypt, Mexico, Belize, Senegal and Mozambique.

that national budget processes and allocations became more gender-responsive and for analysing the gender sensitivity of budget allocations. These four countries, Ecuador, Morocco, Mozambique and Senegal, were identified according to the following criteria:

- a. Country context with priority needs related to poverty and gender equality.
- b. Entry points and proven interest in GRB in the Ministry of Finance and other strategic partners with key roles in budget formulation and budget structure at the national level.
- c. Successful record in introducing transformational impact on the budget process through various angles during Phase I.
- d. Availability of opportunities for influencing the formal budget processes, such as links with PRSP, MTEF, etc.
- e. Capacity within the government and civil society to engage in gender-responsive budgeting.
- f. Strategic leadership of the country in subregional context.

The second phase of the programme broke new ground through aiming to make a contribution to the growing efforts for aid harmonization in three key areas. The programme worked within the context of strategies for poverty reduction, aligning support given within nationally set priorities. The programme objectives aimed to contribute to processes of budget reform, with a particular focus on gender equality results. Finally, UNIFEM proposed to work closely with other key multilaterals to leverage more impact from the support given.

### Country Contexts

The following subsection outlines briefly the legal, policy and institutional contexts for the GRB Programme in each of the four focus countries, highlighting both the opportunities and obstacles that the programme faced.

The legal and policy contexts for gender inform GRB with regard to the extent to which the potential for women's advancement and the principles of gender equality and women's empowerment are established. In all of the countries selected for Phase II, these contexts provided real opportunities to develop innovative approaches to taking forward the high-level national commitments on gender equality. In addition, in Ecuador, Morocco and Mozambique, the high-level commitment of government to gender equality was an important factor to making progress.

The policy framework for national development and public sector reform informs GRB by establishing the framework for economic and social development priorities and the parameters within which budget processes can be expected to change. Policy reform processes and donor coordination provided both opportunities and obstacles for taking forward the programme objectives. In Senegal in particular, limited donor coordination and the slow pace of progress acted as obstacles.

The institutional context informs GRB with regard to the degree of continuity in actors and structures that are key to advancing GRB objectives. Significant obstacles to implementation were faced in all four countries in this area. Frequent changes in departmental structures and in key personnel were major challenges to programme implementation.

### Ecuador

Ecuador's Equal Opportunity Plan (PIO) 2005-2009, set in place by a former president, aimed to raise the protection of women's rights to the level of state policy. The development of a new constitution provided valuable opportunities for the programme to influence the development of policy at the highest level. The constitution, which came into force in October 2008, recognises gender equality and applies gender as a policy cross-axis. Ecuador's national women's machinery (CONAMU) has played an influential role in advancing the interests of women and gender and was a key partner for the programme.



In 2003, Ecuador's budget was ranked as one of the two least transparent in Latin America, with the lowest level of citizenship participation in budget creation. During the period of implementation, the programme faced the challenge of accessing the budget process but also utilized opportunities as the process was reformed. The national budgeting process was transformed into a goal-oriented process from 2008, increasing transparency and allowing different policies to be understood and tracked in terms of their differential impact on men, women and children.

One of the major challenges faced by the programme was the frequent intra- and inter-departmental changes that took place during implementation. The Ministry of Finance underwent significant change, while functions relating to public investment and economic policy were integrated into the National Secretariat of Planning and Development (SENPLADES) and the newly formed Ministry for Economic Policy Coordination. Towards the end of the programme, the budgetary process was more effectively coordinated between planning (under SENPLADES) and resource allocation and disbursement (under Ministry of Finance).

### **Morocco**

Although the Moroccan Constitution guarantees equality before the law, it does not enshrine the principle of equality between women and men in all spheres. Morocco ratified CEDAW on 21 June 1993, but submitted three reservations, which were only lifted recently. The new Family Code (Personal Status Code) came into force in February 2004, granting more rights to women during marriage and in case of divorce, but its legal enforcement is uneven. Overall the commitment of the government at the highest level to gender equality provided opportunities for the programme to provide significant support.

Starting in 2001, the Moroccan government launched a series of public sector reforms, including results-based budgeting and management. The reforms introduced more flexibility for sectoral ministries in the way budgets are prepared and presented, while the support provided under the GRB Programme helped to introduce annual Gender Reports with departments using gender-sensitive

indicators for evaluating public programmes and policies. The reform process thus provided a significant opportunity to contribute.

In 2007, the national women's machinery was integrated as a ministerial department into the new Ministry for Social Development, the Family and Solidarity. Whilst these changes provided new opportunities for the programme, the focus during implementation was primarily on the Ministry of Economy and Finance.

### **Mozambique**

Mozambique recognises gender equality in the Constitution, and the state is signatory to all the major human rights conventions and has ratified CEDAW and the regional Gender and Development Declaration, plus its addendum on eradicating Violence against Women and Children. National policy commitments to gender equality include the National Plan for the Advancement of Women (PNAM) and the approval, in 2006, of the Gender Strategy and its Implementation Plan (PGEI). The government has also established an advisory body, the National Council for the Advancement of Women (CNAM), coordinating the implementation of the gender policy. Both the legal context and the coordination of donors around gender equality provided opportunities for the programme to advance its key objectives.

The second Poverty Reduction Strategy Paper (PARPA II), designed in 2005, shaped the macroeconomic policy context. There is also a high level of coordination between government and donors, with a law for Public Finance Management Reform, on which the government places great emphasis. Both the strategy paper and the high levels of coordination provided unique opportunities for the programme to influence national strategy and the support of donors aligned around this strategy.

However, changes in the institutional context created challenges for taking forward these opportunities. Following a change of President in the 2004 elections, the Ministry of Planning and Finance was divided into two in early 2005, with a Ministry of Planning and Development

and a separate Ministry of Finance created. At the same time, the former Ministry of Coordination of Women and Social Action (MMCAS) became the Ministry of Women and Social Action, bringing responsibility for implementation (as well as coordination) within its remit.

### **Senegal**

Senegal's 2001 Constitution recognises gender equality, and the country is signatory to all the international human rights conventions, including CEDAW and the African Charter. The national women's machinery, in its 2006 progress report on the African Charter, documented the extensive legal provisions protecting women's rights, although civil society women's rights commentators note the challenges faced in the implementation of these legal provisions. The National Strategy for Gender Equality and Equity, launched in 2008, establishes the national women's machinery as the focal point for resource mobilisation for gender equality. The legal context thus provided a range of opportunities for the programme to develop interventions to support the implementation of these national commitments.

However, in both the policy and institutional contexts, there were significant obstacles to taking forward these opportunities. The national programme of Coordination of Financial and Budgetary Reforms (PCRBF) was developed from 2003 and became the basis for decisions to move towards performance-based budgeting. Senegal's second Poverty Reduction Strategy paper (PRSP) was approved in October 2006 and covers the period from 2006 to 2010. Although both of these seem to provide opportunities, limited donor coordination and the slow pace of progress in Senegal acted as obstacles.

Perhaps more significant were the frequent institutional changes that took place. During the period of Phase II of the GRB Programme, the national women's machinery changed names (and remits) three times, and the finance ministry underwent institutional changes, including changes with regard to the remit for statistics and population.

# 5. Description of the GRB Programme

The development of Gender-Responsive Budgeting (GRB) as a tool to increase accountability, participation and gender responsiveness in economic governance has been supported by UNIFEM over the past eight years through a number of programmes, including the programme funded by the Government of Belgium, “Strengthening Economic Governance: Applied Gender Analysis to Government Budgets”. The long-term goal of the programme is to reduce feminised poverty and exclusion. As such, the intended ultimate beneficiaries of the programme are poor women, whose priorities will be better addressed in budget allocations and through gender-sensitive national policy and budgeting processes.

Phase I of the programme (2001-2004) delivered technical and financial support to twenty countries for the initiation or support of gender budget initiatives. The programme facilitated the development of tools for gender budget analysis and their adaptation for different country contexts and specific technical needs. The programme promoted the application of GRB tools and strategies at country level by supporting gender budget initiatives that were led by government actors or civil society. The initiatives targeted budgeting at national and local levels. The programme also focused on three key strategies: building capacity of the various budget actors; supporting policy advocacy towards sensitising budget processes, systems and structures to be aligned with eradication of poverty and gender equality goals; and building knowledge around applications of gender budgeting tools.

The second phase of UNIFEM’s Global GRB Programme (2005-2008) sought to build on lessons learned from the experiences developed in the first phase. It worked in four countries (Ecuador, Morocco, Mozambique and Senegal) on national-level policy and budget allocations and with selected sector ministries. The main purpose of Phase II was to transform budget policies and processes to reflect principles of gender equality and to achieve concrete

changes in resource allocations. The principal actors identified as stakeholders for Phase II were ministries of planning and finance, sector ministries, national women’s machineries, civil society organizations (especially women’s organizations and pro-poor budget groups), parliamentarians, other UN agencies and multilateral institutions.

The key expected outcomes of Phase II were:

National budgeting processes and policies reflect gender equality principles;

Priorities of poor women reflected in budget allocations for national programmes addressing poverty; and

Knowledge and learning on gender-responsive budgeting facilitates replication of effective and good practices.

The programme proposal submitted to the Belgian Government for Phase II summarized the differences between Phases I and II as follows:

Table 5.1 – GRB Programme Phases

GRB Programming Phase I (2000-2004)	GRB Programming Phase II (2005-2008)
Pilot approach in twenty countries	Deepen and build on lessons from Pilots in four countries
Intervened in budget cycle at time of project	Aligning with national budget cycle
Strongest focus: capacity-building	Strongest focus: policy change, including changes in budget allocation and processes
Key partnerships with selective government ministries, parliamentarians, civil society groups and UN organizations	Continuation of partnerships from previous phase, but stronger emphasis on linking to ministries, pro-poor budget groups and multilateral development banks
Multisector approach	Selective sector focus linked directly to poverty reduction and aligned with MDGs
Initiatives undertaken at local, sectoral and national levels	Focus on national budget tracking mechanisms

In all cases, the intended ultimate beneficiaries of the programme were poor women, whose priorities would be better addressed in budget allocations and through gender-sensitive national policy and budgeting processes. The immediate beneficiaries of the programme were a new departure for UNIFEM and focused particularly on those parts of government responsible for planning and budgeting. The specific immediate beneficiaries varied slightly by country as follows:

**Ecuador** - staff of the Ministry of Finance and sector ministries, the national women's machinery and civil society actors engaged in ensuring accountability for achieving gender equality, academics and students of a national academic institution and staff at partnering donor organizations.

**Morocco** - staff of the Ministry of Finance, the planning and finance staff of sector ministries and representatives from civil society organizations deemed responsible for ensuring accountability to achieving gender equality.

**Mozambique** - staff of sector ministries, planning and finance ministries, the national women's machinery and other actors responsible for ensuring accountability to achieving gender equality in civil society organizations and in parliament.

**Senegal** - staff of sector ministries, particularly those responsible for budgeting and staff in planning and finance

departments of government, the national women's machinery, civil society organizations concerned with gender equality, such as the Network of African Women Economists, as well as parliamentarians.

Again, the other stakeholders for the country programmes varied by context:

**Ecuador** - Stakeholders included bilateral donors, in particular GTZ and UN agencies, especially the United Nations Development Programme (UNDP). The use of Gender Special Interest Groups in Ecuador to inform stakeholders about the Programme had been limited.

**Morocco** - There were no other significant stakeholders, apart from the consultants hired either for giving trainings or developing studies and reports.

**Mozambique** - Stakeholders included bilateral donors, in particular, Irish Aid and UN agencies, especially UNDP. The programme created a specific Gender Special Interest Group, which included interested individuals from government, donor, academic and civil society actors.

**Senegal** - Other participants in programme activities included academic institutions and UN agencies. UNIFEM collaborated with UNDP and IFAD, and attempts were also made to form links with FAO.

At UNIFEM's headquarters, a programme manager coordinated the implementation and management of the programme. One of the key elements of this role was to facilitate the design of a consistent monitoring, evaluation and learning framework in the four countries to enable regular and high-quality documentation and reporting on programme processes and results. This primarily consisted of a workshop in New York in 2005 to develop the logical frameworks for each of the four countries, a Midterm Review in 2006 and regular contact with those involved in implementation through email and telephone conversations. In addition the Phase II programme drew on the resources of the Knowledge Management Specialist based in UNIFEM's headquarters.

Reporting to the Government of Belgium was coordinated and routed through headquarters, providing a regular summary of activities against the original programme outputs and outcomes. As is evident through this regular reporting, it was aimed that progress should be summarized against outcome and output indicators for the country logical frameworks. The main effort at reviewing progress took place during the Midterm Review (MTR) process for the Global GRB Programme, with "an internal and external process"<sup>5</sup> in mid-2006. A Partners' Meeting in Morocco was organized in November 2006 to build on the findings of the MTR. The meeting aimed to identify progress achieved as well as needed modifications to programme direction in order to ensure achievement of anticipated results by the end of 2008. The programme in each of the countries differed considerably in scope and focus following this meeting.

It was intended that a project advisory committee would be set up for the programme to advise on programme direction. The advisory committee was to consist of key actors in the area of gender-responsive budgeting. There does not appear to have been any reporting on progress

5 The stated objectives of the MTR were to capture progress towards the programme's intended results, identify processes that merit further documentation and can be used to stimulate replication by other agencies and promote a learning process and review programme strategies based on lessons learned during implementation.

in establishing or maintaining this committee. At the country-level, the initiatives were to set up steering committees of key national stakeholders and partners.

A variety of arrangements were used to take forward programme activities in the four countries. In all cases the country studies highlight the problems experienced as a result of lack of continuity and lack of capacity for programme coordination, which is explored further in Section 8 below:

**Ecuador** – national-level programme activities fell under the general responsibility of the Regional Programme Director for the Andean region, supported by the regional coordinator of the GRB Programme, and a programme assistant, based in Quito.

**Mozambique** - had funding to contract a full-time coordinator. Until 2006, UNIFEM had no staff in Mozambique. UNIFEM's focal point was a UNDP staff member based in UNDP's offices in Maputo. As UNIFEM began to establish a country office, a consultant was contracted to cover the GRB Programme in-country from mid-2006. From August 2007, there was one staff member for the GRB Programme in UNIFEM's Maputo office.

**Morocco** - had funding for a coordinator, with a number of individuals filling this post during implementation. Throughout both Phases I and II, UNIFEM implemented its capacity-building activities by contracting the same international consultant, alongside a range of other discrete pieces of technical support.

**Senegal** - the programme was managed by one full-time co-ordinator appointed in January 2007. An international consultant was contracted to undertake capacity-building support throughout both Phases I and II. During Phase II this support was provided through seven missions to Senegal.

Funding was sourced from UNIFEM's New York headquarters, with national-level programme activities falling under the general responsibility of the Regional Programme Directors for the respective Regional Offices. The reported expenditure for the programme is set out in the table below.

Table 5.2 – GRB Programme Expenditure (2005-2009)

Total Project Expenditures	Global \$	Ecuador \$	Morocco \$	Mozambique \$	Senegal \$	Total \$
Dec 2005	45,981	46,410	79,048	147,345	134,781	453,565
Dec 2006	250,014	153,809	168,888	197,375	90,299	860,385
Dec 2007	157,532	161,768	154,911	151,231	122,104	747,546
Dec 2008	161,675	210,954	228,842	144,870	129,883	876,224
Mar 2009	130,000	80,976	93,887	82,192	5,316	392,371
<b>Total</b>	<b>745,202</b>	<b>653,917</b>	<b>725,576</b>	<b>723,013</b>	<b>482,383</b>	<b>3,330,092</b>

The effectiveness of financial arrangements and management is covered in section 8 below on Programme Management.

## 5.1 The GRB Programme's theory of change

The **theory of change for the first phase** of UNIFEM's Global GRB Programme had as its starting point an assumed lack of awareness about the relevance of budgets to advancing gender equality. In response, the programme developed a range of GRB awareness-raising and sensitization activities with stakeholders. The primary focus was on capacity-building with key partners in selected government ministries, parliamentarians, civil society groups and UN organizations. It also included support to pilot GRB initiatives. Awareness-raising and capacity-building were seen as the basis for informed advocacy for the application of GRB in national and local planning and budgeting systems with a view to secure greater accountability to women's rights and gender equality commitments.

The proposal for Phase II drew on the assessment of the first phase carried out in 2003. It emphasised three guiding principles, drawing on learning from Phase I, for the components of Phase II of the GRB Programme:

**Policy focus and change:** The evaluation highlighted the importance of ensuring that programmes on gender-responsive budgeting incorporate the mechanism as a tool rather than an end in itself. It was concluded that GRB is most effective when the strategy for using it is clearly aimed at influencing specific policies so that they become responsive to commitments made to gender equality and women's human rights.

**Democratising budget processes through advocacy and mobilisation of strong government/civil society partnerships:** The review found that the most successful GRB initiatives are those that have a multipronged strategy for policy dialogue, advocacy and transformation bringing various stakeholders and actors in economic governance processes together. Building capacity and commitment within civil society and line ministries, specifically strengthening the Ministry of Women's Affairs or Gender Equality as an ongoing source of support and coordination to sustain efforts after the gender budget 'project' has been completed, was seen as a means of ensuring that changes in allocations are sustained beyond one budget cycle.

**Sustainable national and regional capacity in GRB through strong networks and knowledge sharing:** It was concluded that the efforts of UNIFEM, UNDP, GTZ and many bilateral donors have contributed to expanding field-based capacity in GRB. The evaluation focused on UNIFEM's comparative advantage in stimulating regional and global networks of gender equality advocates and suggested that linking these to other networks could be more strategically employed in the second phase.

In **Phase II, a general theory of change** was predicated on the view that, while a general awareness about GRB had been developed, with lessons from the experiences of 20 countries available, GRB work was not yet aligned to the national budget cycle and mainstream budget processes. The purpose of the second phase was,

therefore, to transform the execution of the budget to reflect responsiveness of budget policies and processes to principles of gender equality and thereby achieve concrete changes in resource allocations. It was set out that the long-term impact of the programme would be to demonstrate the impact these transformative actions have in relation to increasing access of poor women to services and resources and bridging the gender gap in line with the MDG targets to be achieved by the year 2015.

In order to achieve the longer term impact and the purpose, a relatively complex programme approach was proposed in the logical framework, with three components or outcomes and seven outputs contributing to these outcomes (see Diagram 5.1 below).

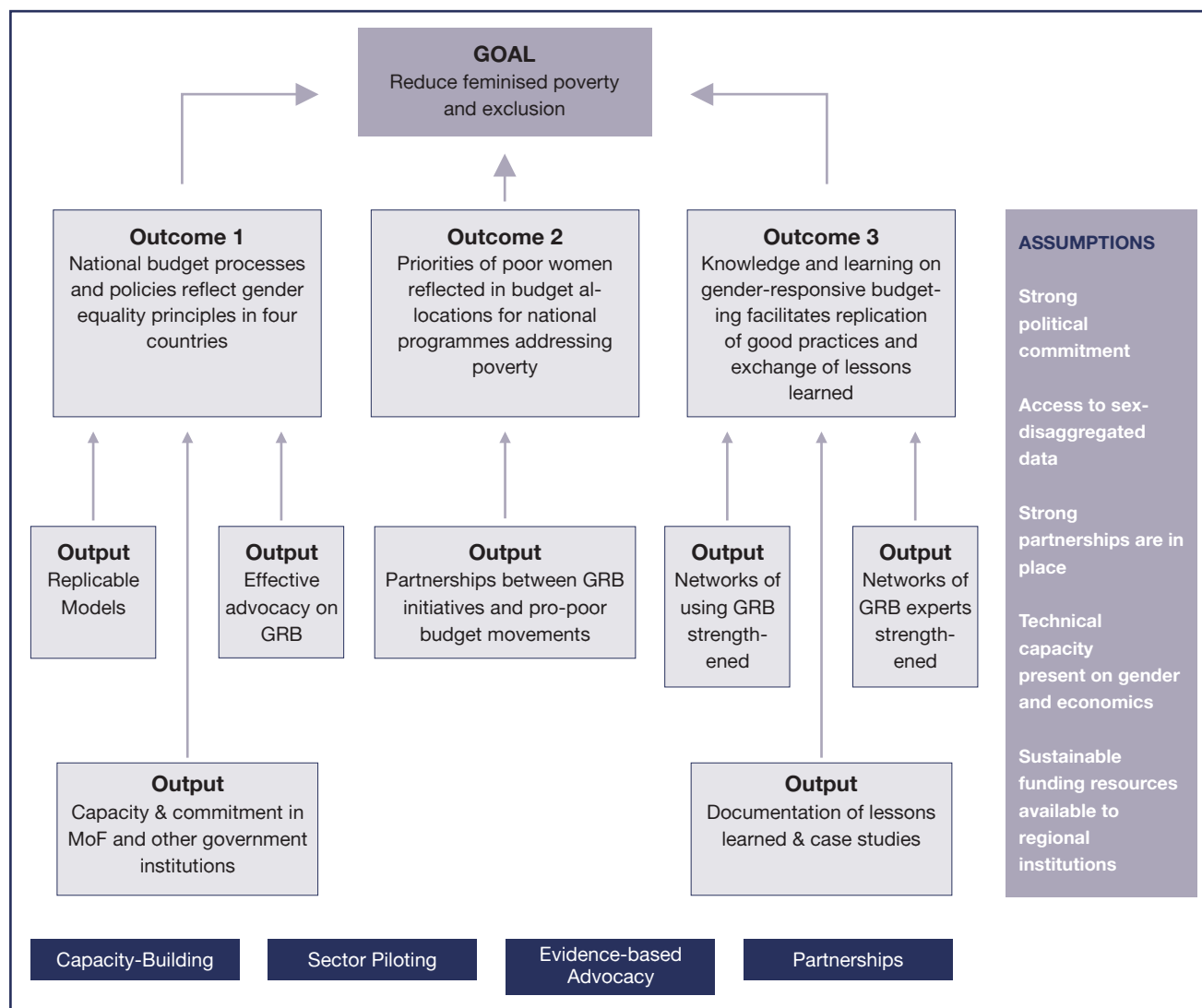


Diagram 5.1 - Model of GRB Programme Implementation

The diagram above sets out the steps in the causal chain, highlighting the **expected outcomes** of the combination of strategies and activities in the programme at each stage of the process. Thus, in:

The short-term, through the programme outputs, GRB work would become aligned to the national budget cycle, changes to national budget processes would be introduced, budgeting tracking mechanisms would be improved and documented and linkages between gender advocates and budget decision makers would be strengthened.

The medium-term, through the programme outcomes, policy and budget processes would become more gender aware, budget allocations would reflect the priorities of poor and excluded women and good practices and lessons learned would be replicated through networks and knowledge sharing.

The long-term, the programme as a whole would contribute to the reduction of feminised poverty and exclusion.



The diagram also sets out the stated assumptions of the programme, which are relatively clear and relate primarily to the outcomes. However, these stated assumptions do not seem to have been developed or explored further during programme implementation. As will be discussed below, three of these assumptions stand out as being constraints to programme implementation: the availability of sex-disaggregated data, the existence of strong partnerships and the presence of technical capacity on gender and economics.

The identification of implicit assumptions in the programme approach comes from two sources:

The analysis of the programme documentation and the construction of the logic model, and

The analysis undertaken in the country studies.

The initial analysis of the programme documentation allowed the construction of a logic model. At the same time this analysis highlighted two issues:

The lack of clarity about whether there were intended to be linkages between the programme components and between the outcomes and the programme strategies. This in turn suggests two assumptions underlying that programme: that links between gender advocates and pro-poor budget groups can be built and that the links between different elements of the programme, particularly models, capacity and advocacy, can be made and sustained.

The considerable gaps in logic between the outputs (short and medium-term) and impact (long-term). The assumption that relates to these gaps is that the outcomes proposed in the programme are sufficient to achieve reduction in feminised poverty.

The analysis undertaken in the country studies in turn highlighted a number of underlying assumptions in the programme:

That the lessons learned from the first phase of implementation were based on a robust assessment of what had been achieved. This results in two assumptions; that technical capacity to develop models and make links to budget processes exists in the countries and that the capacity in gender advocates is sufficient and opportunities exist for influencing processes.

It seems to have been generally assumed that the selection criteria for the countries were a sufficient basis for implementation. The underlying assumptions are, therefore, that the criteria were the right criteria and were effective in identifying countries where there are GRB opportunities.

The analysis of programme implementation at the national and international levels suggests two assumptions: that the approach to implementation is the most effective use of limited technical, human and financial resources and that capacity exists at the right level to document lessons learned and to monitor and evaluate.

The capacity to analyse the context and the approach to implementation suggest two further, higher level assumptions: that the approaches developed are replicable and influential and that the different elements of the approach, models, capacity and advocacy can be institutionalised for sustainability.

These assumptions are represented in a theory of change based on the logic model used for collecting data and setting out the implicit assumptions discussed above (see Diagram 5.2 below).

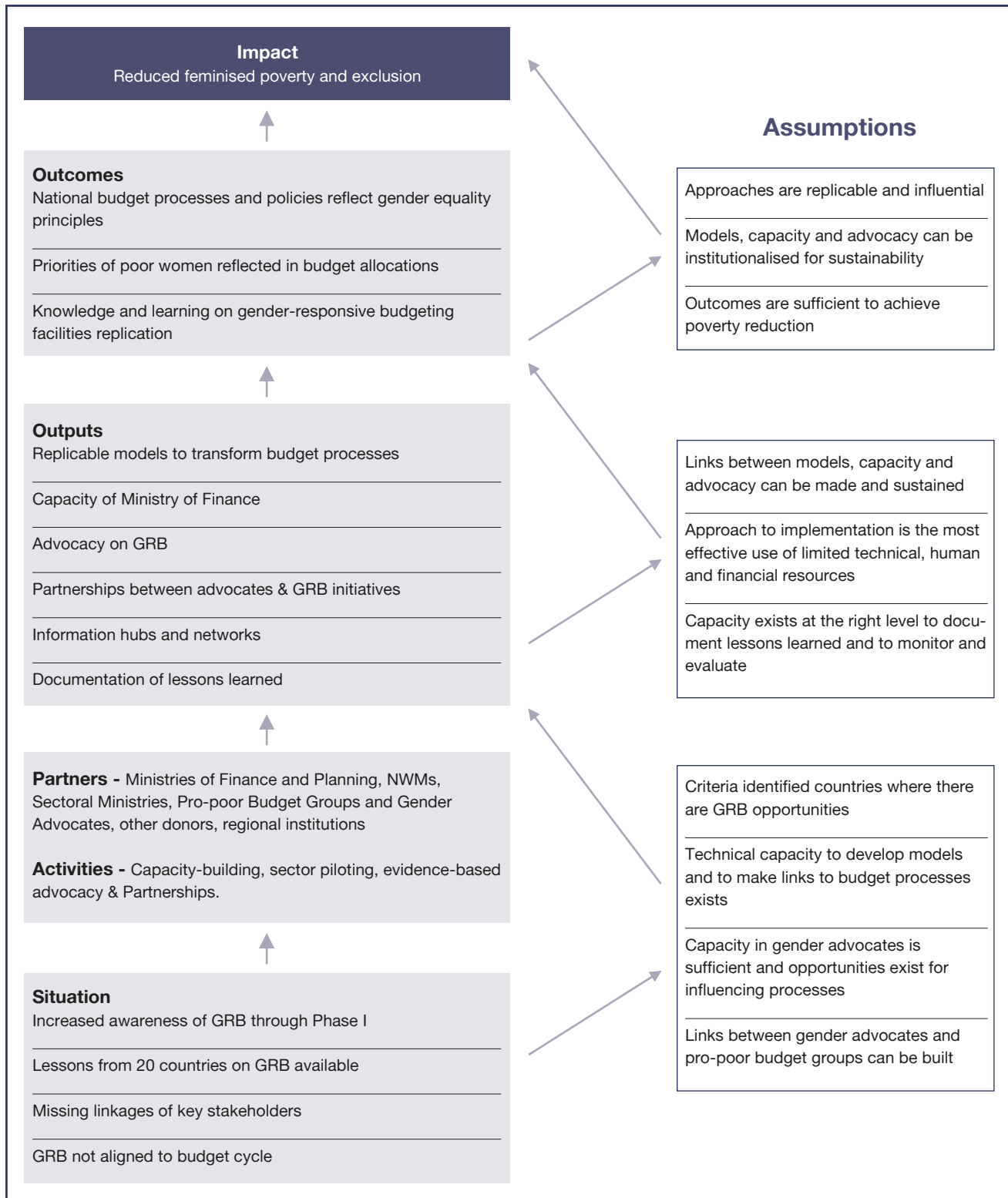


Diagram 5.2 - Programme Theory of Change

# 6. Programme results

This section reviews the results achieved by the programme and assesses them in terms of the evaluation criteria of Relevance, Effectiveness and Sustainability outlined in section 2.

## 6.1 Relevance

The extent to which the objectives of the development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.

Here, relevance is reviewed in terms of the extent to which the UNIFEM team was able to position GRB work within the national planning, budgeting and monitoring frameworks, its analysis of the national context and how it identified women's priorities.

### 6.1.1 Positioning the GRB Programme in the policy context

The four country studies (Ecuador, Morocco, Mozambique and Senegal) demonstrate that UNIFEM was successful in positioning its GRB work in relation to broader national policy planning and budgeting and in monitoring frameworks. In all four countries the commitment to gender equality at the highest levels provided opportunities for the programme to influence the development of national policy and to support efforts to ensure that these commitments were implemented. The examples from Morocco, Mozambique and Ecuador also highlight the opportunities that public financial management reforms provided, particularly the emphasis on results-based budgeting. In contrast, the example from Senegal highlights the importance of maintaining linkages with key donor partners, such as the World Bank, in ensuring that such reform processes maintain momentum. For example:

**Morocco** - The commitment to results-based budgeting and management, supported by key multilaterals, and the general, high-level commitment to gender equality provided an ideal environment for GRB interventions. The GRB Programme was able to use the focus on gender equality results as a lever for change, reinforcing the case for a focus on results and therefore contributing to the national process of public finance management reform, as well as advancing gender equality goals. At the same time, the budget reform process did act in some ways as a constraint, in the sense that the pace of change for GRB was constrained by the rate of change in more general public finance management reform.

**Mozambique** - The policy context was shaped by a second Poverty Reduction Strategy Paper backed by a high level of coordination between government and donors, and further strengthened by a commitment to public finance management reform, offering real opportunities for work on GRB. The programme took advantage of these opportunities, focusing on ensuring that gender issues were reflected in the PRSP and working closely with the gender coordination body for monitoring progress in PRSP implementation.

**Senegal** - With national policy commitments to poverty reduction and economic growth, public finance management reform and gender equality and equity, UNIFEM identified that GRB was relevant because results-based budgeting made it necessary to ensure that outcomes, such as those for gender equality, were clearly set out in plans and that resources were allocated accordingly. The programme also recognised that the Ministry of Economy and Finance should be a priority stakeholder. The GRB Programme initially had opportunities to position itself in national planning, budgeting and monitoring frameworks. Unfortunately, this strong start faltered, and when the World Bank's own GRB Programme came to a halt, steps were not taken by UNIFEM to fill this gap and to keep up with the national reform processes.

**Ecuador** - The severe socio-political instability over the life of the programme offered real opportunities for advancing work on GRB as legal and policy frameworks were renegotiated. Although the extent of instability presented challenges for implementation, the programme was successful in seizing opportunities provided by the redrafting of the Constitution through lobbying to take forward constitutional commitments on gender equality. The shift to a goal-oriented budgetary system and the increasing role of planning in the

budgetary cycle provided further opportunities, which the programme used to influence the development of technical processes for national policy planning and budgeting. At the same time, the programme also suffered setbacks due to these fluctuating institutional circumstances. For example, programme consultants successfully used the creation of the Special Fund for Social and Productive Reactivation in July 2005 as a space to push the Ministry of Finance for the inclusion of a gender indicator in the criteria for fund allocation among investment projects. When these special funds were eliminated as part of the budget reform process, this innovative work was lost.

### 6.1.2 Using policy and institutional analysis to maintain relevance

The GRB Programme was able to achieve significant results in the four countries, as will be discussed in section 6.2 below. However, the case studies also identify numerous examples where further opportunities were missed or where initial advantages were lost because of a lack of capacity in the programme to use or carry out detailed ongoing analysis of the policy or institutional environment. Equally, lack of capacity to engage at the national level with the technical issues and with a progressing public finance reform resulted in missed opportunities. UNIFEM assumed, as its starting point for Phase II, that the experience available from Phase I (which in some cases included specific studies of policy or institutional elements of the context) was sufficient to enable the initial selection of the four focus countries. None of the four countries carried out a more detailed contextual analysis as a prelude to starting the programme. All of the country studies note either that opportunities to develop an understanding of the context were missed or that the analysis undertaken was insufficiently used to inform implementation. For example:

**Morocco** - UNIFEM commissioned three studies on: 'MDG costing from a gender perspective (draft completed in 2006, copy-edited by 2008 but not yet published)'; 'A comprehensive analysis of gender-sensitive data in Morocco (2007)'; and the 'Community-Based Monitoring System (commissioned in 2006, still ongoing)'. UNIFEM was aware of the constraints imposed by the time-frame for fully establishing a result-based budgeting system. However, while all three studies produced relevant information on the reform process, they were not used to inform sectoral entry points

and strategic planning with regard to the programme. For example, the analyses highlighted departments where reform was more advanced and where results were more likely within a short-or medium-term timescale. The report on gender-sensitive data also highlighted the need to prioritise efforts at the national level, rather than regional or provincial levels, where budget reform would become visible later.

**Mozambique** - A needs assessment was carried out in 2003 as part of Phase I of the GRB Programme, which focused on institutional linkages and gaps for the GRB Programme. The decision to link the programme formally to the National Council for the Advancement of Women meant that formal links to planning and finance and sector ministries were mediated through this new institution, rather than being through each ministry, which would have raised the profile of GRB within their institutions. Programme staff did not, however, recognise the limitations of the approach, which was a constraint on progress being made and results being sustained.

**Senegal** - The programme adopted a pragmatic approach to identifying institutional entry points, rather than carrying out systematic institutional assessment. The programme's learning from experience led to shifts in entry point, from the women's machinery (Phase I) to the policy side of the finance ministry (PRSP Monitoring Unit) to the budget side of the finance ministry (National Budget Directorate), as set out in the programme proposal. The GRB Programme staff's limited understanding of public expenditure and public finance management reforms meant that the programme did not make the most of potential opportunities and synergies to inform prioritization of programme effort.

### 6.1.3 Identification of poor women's priorities

In all cases, the programme used government bodies as a key source of analysis of women's priorities. In some cases, these analyses were based on information and analysis produced in fairly comprehensive, participatory processes (e.g. PRSP drafting). In other cases, UNIFEM *de facto* depended on single government bodies (e.g. finance ministry or national women's machinery), making it more difficult to evidence that the programme had a full understanding of poor women's priorities. Where the national women's machinery was fast changing (Ecuador) or new and relatively poorly established (Mozambique), this made the programme more vulnerable in relation to knowing whether women's priorities had indeed been well identified as a basis for informing programming choices

and priorities. The programme had outputs under two outcomes (Outcomes 1 and 2) to build the capacity of gender equality advocates to influence budgeting processes and to build their partnerships with policy makers. Relatively limited results were achieved for both outputs as the programme focused primarily on the more technical results. This will be explored in more detail in section 6.2 below.

In Ecuador and Mozambique, the programme had access to civil society channels for identifying poor women's priorities through key implementing partners. In Senegal, a specific study of women's priorities from different sector perspectives was commissioned (2006). This meant that analysis of context and needs could potentially have been informed by inputs from multiple sources—government staff in planning and finance functions, sector ministries and the national women's machinery, staff of civil society organizations with a particular focus on women's issues and academics. However, once again, the evaluation team found that UNIFEM had not fully recognised the importance of this “triangulation” of data, analysis and opinion as a means of validating programme decisions about how best to address poor women's priorities.

## Key Findings

### **Evidence exists that the GRB Programme was relevant.**

Country programmes succeeded in engaging with the policy framework for setting overall priorities for poverty reduction and national development and for public finance management reform and using policy and institutional opportunities for advancing gender equality.

**Limited capacity to carry out ongoing contextual analysis was a weakness** of the GRB Programme that affected the overall relevance of the interventions. The programme would have been strengthened by having the capacity to carry out regular analyses of the political and policy environments to identify opportunities and potential obstacles and of changing institutional contexts to identify capacity-building needs and issues that affect the sustainability of interventions.

**Greater use of multiple and varied data sources could provide current and enriched data** on women's priorities. In some instances, UNIFEM was vulnerable to relying on

information and analysis from limited government sources affected by institutional constraints (e.g. frequent change or newly established and politically weak institutions) and did not fully recognise the value of having ongoing data, analysis and opinion about women's priorities from multiple and varied sources.

## 6.2 Effectiveness

The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

Effectiveness is reviewed in terms of the results achieved in relation to the outputs and outcomes outlined in section 5. This section looks at the challenges the team faced in achieving those results and the ways in which the team responded to these challenges. The section is organized around the key log frame outcomes and outputs.

The country studies highlight the achievement of a number of key outcomes resulting from programme outputs. There are some common achievements as well as a number of areas where none of the country studies was able to record progress. The main common features with regard to the outcomes were:

**Outcome 1** – Perhaps of most significance is that all of the interventions were able to introduce and sustain the inclusion of references to gender in the Budget Call Circular Letters, the main means by which sectoral ministries are required to include key priorities in their budget submissions. In addition, in Morocco, Mozambique and Senegal, the programme was successful in ensuring that gender was covered in national planning processes and in reporting against national planning objectives.

**Outcome 2** – Interventions in all four countries were able to support the development of gender indicators for the pilot sectoral work. They also had some impact on budget allocations for gender priorities in these sectors.

**Outcome 3** – All of the interventions produced some form of knowledge product. However, all of the country studies note that this was the area where least progress was recorded

and where there are the fewest demonstrable outcomes. Whilst efforts were made at the international level to disseminate the knowledge products from the country level, little progress was made against the other planned outputs.

Separating the progress made through the support of the GRB Programme on budget processes and allocations from the effect of other donor programmes addressing gender equality.

The main difficulties that the evaluation team had in applying the effectiveness criteria included:

The lack of a clear and shared focus at the national level in all four countries, compounded by a lack of information with which to identify priorities, as discussed in section 6.1 above.

The difficulty in attributing progress towards outcomes to outputs due to lack of monitoring and evaluation data, particularly at the output level. The reporting carried out by UNIFEM was generally focused on activities, reflecting the approach to implementation. There appears to have been insufficient capacity to review progress towards national higher level objectives. This was compounded by a lack of direct support from the global level on higher level monitoring and evaluation.

The main results for each of the country studies against the three outcomes in the original programme log frame are recorded in Table 6.1.

**Table 6.1 – Main results achieved in relation to programme outcomes**

	Ecuador	Morocco	Mozambique	Senegal
<b>Outcome 1</b>	<p>The yearly inclusion of a paragraph on gender issues in the Budget Call Circular Letter.</p> <p>The programme has used political changes as entry points to advocate for gender-responsive policies in the budget.</p> <p>Effectively built capacity in training new trainers so information can be disseminated to new groups, including women's groups.</p>	<p>The yearly inclusion of a paragraph on gender issues in the Budget Call Circular Letter.</p> <p>Publication of yearly Gender Reports with an increasing number of contributing departments and improved reflection on gender-sensitive indicators for evaluating public programmes and policies.</p>	<p>Introduction of gender in the Budget Call Circular Letter.</p> <p>Inclusion of gender issues and indicators in the second PRSP and consistent reporting.</p> <p>Increased engagement by women's organizations in a national mechanism for monitoring government progress on policy commitments.</p>	<p>The inclusion of gender in the Budget Call Circular for the 2008 and 2009 budgets.</p> <p>The inclusion of gender issues in the Poverty Reduction Strategy Paper.</p>
<b>Outcome 2</b>	<p>The sector pilot in the Ministry of Education has been able to achieve some successes, including a gender indicator for all of the Ministry's social investment projects and a gender matrix to assess the gender impact of investment programmes, which is seen as a step toward the institutionalization of change.</p>	<p>Inputs to sectoral pilots MTEFs and budgets, with gender-sensitive indicators drafted.</p> <p>Real changes in budget allocations were identified for a few selected areas. These were the result of the GRB Programme and other programmes focusing on gender equality.</p>	<p>Specific budget allocations for institutional activities advancing gender equality in the pilot sectors of the Interior and Health.</p> <p>Health sector protocol and proposed budget allocations in the Ministry of the Interior to improve services for women who are victims of violence.</p>	<p>The preparation of a budget submission by the Agriculture Ministry in the MTEF format with gender-sensitive indicators.</p> <p>The drafting of a Gender Report by the Ministry of Agriculture.</p> <p>Some increase in technical capacity to address GRB among staff in the ministry.</p>
<b>Outcome 3</b>	<p>The programme generated some significant documentation in various media.</p> <p>The main shortfalls of the programme have been the lack of a systematic monitoring and evaluation strategy and limited dissemination of lessons learned and models used.</p>	<p>The main GRB learning mechanisms were an updated GRB portal on the website of the Ministry of Economy and Finance and a GRB e-learning system.</p> <p>The communication strategy was not implemented in a consistent way, and the lack of an overall advocacy strategy meant that opportunities to build on specific achievements were not fully exploited.</p>	<p>Limited activity to promote linkages and learning. A lack of monitoring data meant that the effectiveness of the GRB Bulletin could not be assessed.</p>	<p>The programme in Senegal had undergone a range of changes in approach and points of engagement, with many potentially fruitful initiatives in a stage that was too early for documenting results and learning.</p>

Given the often complex and rapidly changing contexts where the GRB Programme has been implemented, the results that have been achieved are particularly noteworthy. Despite each of the four countries having achieved results against the same outcomes, there are considerable differences in the details of what was achieved and how, as the country studies make clear. Three key examples of these differences are discussed below: differences in level of achievement in including gender in the call circular letter, the differences in role of gender equality and women's rights advocates in achieving results and differences in achievements in relation to gender-responsive budget allocations.

### 6.2.1 Including gender in budget call circular letters

Whilst all programmes were able to report success against this result, there was considerable variation in the extent of achievements, with Morocco and Mozambique providing examples of the most progress. In both Morocco and Mozambique, efforts were made, over time, first to include gender in the Budget Call Circular Letter and then to improve the focus of these instructions to the sectoral ministries (see in particular the Mozambique Country Study). At the same time, these specific initiatives were set within the framework of efforts to ensure reporting against gender equality results, such as the multisector Gender Report in Morocco and the PRSP reporting in Mozambique, providing an incentive to link the different elements of the GRB work and ensure analysis of the extent to which inclusion of gender in the call circular letter positively affected budgeting decisions. In Senegal, the more limited results achieved were primarily through lobbying of key individuals, with decision-making roles in relation to the call circular letter. The Morocco country report makes the point that results achieved through lobbying of key individuals need to evolve to include staff from other key departments and to raise awareness more broadly at the national government level. The examples from Morocco and Mozambique highlight the importance of both making the instructions to sectoral ministries clearer and working within a clear results framework.

### 6.2.2 The role of gender equality and women's rights advocates in achieving results

All four country programmes faced a central challenge in deciding whether results would be most effectively achieved through engagement with the national women's machinery or planning and finance ministries. In Ecuador, the programme continued a focus very much on the national women's machinery (CONAMU), and in Mozambique the principal formal intermediary was the new national body responsible for ensuring gender equality issues were progressed across government (CNAM). In Ecuador, this engagement with CONAMU was effective in achieving results, but in Mozambique the lack of political influence of the newly formed and under resourced CNAM meant that it was less evident that this was an effective route to achieving results. In Morocco, it was possible to work through a combination of gender and finance interests embodied in the Gender Unit of the Ministry of Economy and Finance, and this was a key factor in the progress made.

At the sector level, in Senegal, progress was made in 2008 towards a sectoral Gender Report by working with the gender focal point in the planning function of the agriculture ministry, again illustrating that a combination of gender and planning/finance interests was important in advancing GRB. In Mozambique, results on budget allocations were achieved through staff with a gender remit in both the ministries of health and the interior, although this did not fully involve the planning and finance functions of their respective sectors. In these cases, both staff reported that progress had, in substantial part, depended on the direct intervention of ministers committed to advancing gender equality, rather than through the regular institutional channels for planning and budgeting in place in the sector.

The evaluation team concluded that gender advocates in government were essential for achieving results. Variations in institutional circumstances meant that different institutional options were available in different countries. A well-established and highly committed women's machinery was effective in Ecuador. In Morocco and Senegal,



the institutional combination of gender and planning/finance remits was undoubtedly effective. The experience in Mozambique illustrates the combination of commitment to gender equality amongst focal staff, and the highest decision makers at sector level meant that results could be achieved. However, progress was more vulnerable to change in personnel, as it was not embedded institutionally in planning and finance functions.

In relation to the contribution of civil society advocates for gender equality, Ecuador and Mozambique made considerable efforts and achieved some results in their support for women's organizations to act as advocates in the budgeting process. The Ecuador country study concluded that the programme had effectively begun to involve civil society and had expanded the capacity of accountability actors. The Mozambique study found evidence that the women's network was increasingly engaged with national policy governance structures. In contrast, in Senegal, a change in programme logic and focus in 2007 meant that CSO actors no longer had an identified role in the achievement of programme objectives, with programme staff shifting their focus to work with parliamentarians. In Morocco, this aspect of the programme was found to be particularly challenging due to the absence of a strong culture of civil society and a lack of parliamentary engagement in public accountability processes. However, some progress was made in negotiating a clearer role for civil society in the budget process towards the end of the programme.

The evaluation team concluded that the GRB Programme's contribution to empowering women's organizations to engage with budget processes was mixed. Fuller application of a rights-based approach to programming could have led to more clearly articulated approaches about the importance of civil society actors as channels for representing women's priorities and opinions to government decision makers. Furthermore, a clearer rights-based approach would have encouraged programme staff to examine the distinctive but complementary roles of different types of non-government actors (civil society

organizations and parliamentarians) in advancing gender equality and women's rights.

### 6.2.3 Budget allocations to women's priorities

All four programmes correctly identified that a number of factors are important in ensuring that budget allocations became more gender-sensitive, that is, articulation of gender gaps and needed interventions, a gender-sensitive budget process (see above on call circular letters), gender aware sector indicators, to identify what needs to be monitored, in order to track progress in achieving gender-sensitive allocations and sex-disaggregated data, to enable progress to be tracked. Some progress was made in developing technical capacity to identify gender-sensitive indicators and produce sex-disaggregated data. A range of technical constraints was identified (e.g. related to budget classifiers). The Mozambique case study provides a useful illustration of how improved budget allocations can be achieved, even in the absence of a full set of enabling factors, providing relatively "quick wins" that could contribute to motivating further commitment and action on GRB.

In Mozambique, the GRB Programme made an assumption that violence against women was likely to be a key issue to be addressed in order to advance achievement of women's rights. This decision was made based, in part, on the programmatic focus of the key CSO implementing partner, Forum Mulher. It provided a focus for sector work as technical assistance from the planning and finance ministries was directed towards specific budget allocations for sector activities addressing violence against women. It later proved a useful means of unifying work across sectors when the health ministry developed policy for addressing the health needs of victims of violence. From a rights-based perspective, in the absence of a full situation analysis of women's priorities, the assumption that violence was an important issue was an entirely reasonable assumption, which was later validated by CEDAW reporting.

UNIFEM supported the provision of significant technical support to a number of ministries. The technical support was provided to the gender focal point, gender unit and sector planning and finance departments to link gender issues and sector planning and budgeting. In 2008 a significant advance in institutionalising services for women and children was made when the Mozambique Ministry of the Interior formalised staffing in special units at police stations, providing services for women and children who were victims of violence. This included a budget allocation for permanent staff costs in the sector 2009 budget submission. The programme was able to make concrete achievements in terms of specific budget allocations in the sector within the lifetime of Phase II, although further efforts are required to ensure that capital or recurrent costs for the units are included. This experience provides a pragmatic and successful example of how budget allocations can be included in GRB work even when the full set of enabling factors (context analysis, engendered budget process, indicators and data) are not yet in place.

#### 6.2.4 Knowledge and learning on GRB

Three outputs were envisaged as contributing to the third outcome, knowledge and learning on gender-responsive budgeting facilitates replication of good practices and exchange of lessons learned. The three outputs were:

Regional and subregional information hubs and networks of GRB experts created and/or strengthened;

Cross-regional, regional and subregional networks of individuals in economic policy-making institutions using GRB created and/or strengthened; and

Documentation of lessons learned and cases studies in selected areas and countries.

Against the first two outputs, while a start was made, there were few recorded tangible results. In the case of networks of GRB experts in Mozambique, those who had participated in, or been involved in the delivery of, GRB training had developed into an informal network of trainers. However, in Mozambique, as in the other

countries in the programme, while work was started it was not formalised or systematically followed up. In all of the country studies, it is noted that lack of technical expertise in GRB remains a major limitation to taking GRB work forward. As such, both outputs remain significant areas where continued support is required.

The Phase II programme drew on the resources of the Knowledge Management Specialist based in UNIFEM's headquarters. A large number of publications produced at the country-level were posted on UNIFEM's GRB website.<sup>6</sup> In general these were research reports, guidelines and training manuals and local dissemination materials. In addition, the experiences from the Phase II programme were used as examples in a range of materials produced by UNIFEM, including newsletters and guidance sheets.<sup>7</sup> Whilst there is anecdotal evidence to suggest that these materials were used and were influential, there were no systematic efforts made to monitor replication of the examples documented. The limitations of the approach used were: a lack of systematic institutional learning based on evidence at the country-level and inadequate support from headquarters to share lessons learned, based on critical analysis of national experience, across the programme. These are both areas where UNIFEM headquarters could provide support to the national and regional levels in the future.

### Key findings

**Good progress against Outcome 1 (engendering budget processes) and Outcome 2 (budget allocations and analysis) is evident**, particularly in the inclusion of gender in Budget Call Circular Letters, the development of gender indicators and improved budget allocations in sector piloting work. The best results highlight the importance of both making the instructions to sectoral ministries clearer and working within a clear results framework.

<sup>6</sup> <http://www.gender-budgets.org>

<sup>7</sup> A number of newsletters were produced from the start of 2008, and two guidance sheets were produced.

**Different approaches and strategies provide good learning opportunities.** The differences in the extent and ways in which results were achieved in different countries should be recognised so that learning can be shared across programmes about different approaches and their results. In some cases, the decision to focus on institutional engagement with gender machinery and focal points was shaped by country-specific circumstances, for example, where such institutions are strong or where political commitment is high. Others, such as the work to engender budget allocations, provide pragmatic ways forward that can be transferred across different programmes.

**Results against Outcome 3 are weak, and approaches used must now be considered further.** A weakness in the programme has been the failure to achieve any comparable results against Outcome 3 (regional learning and linkages). Particularly problematic are the lack of monitoring data that would allow assessment of programme success and challenges and the missed opportunities to disseminate results that were achieved.

## 6.3 Sustainability

The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

Sustainability is reviewed in terms of the extent to which the UNIFEM programme put in place the partnerships and procedures that will enable continued work on GRB after the lifetime of the programme and whether it acted as a catalyst for independent action on GRB. The main difficulties faced by the evaluation team in assessing this issue are the lack of monitoring and evaluation data and the fact that many outputs of Phase II are still in relatively early stages of implementation.

Generally there is limited evidence of sustainability. This is due in part to the time it took to achieve a shift from the programmatic logic of Phase I to the programmatic logic of Phase II, which in some cases took until 2006-2007.

In addition, the approach of learning by doing involved testing a range of innovative approaches, in changing institutional and policy contexts, and some approaches had only been adopted in the latter part of Phase II (2007-2008). This meant that the evaluation team focused on looking for indications of likely future sustainability.

### 6.3.1 Capacity-building as an early sign of sustainability

The evaluation team found indications of likely future sustainability in relation to how capacity-building had been addressed. In Ecuador, by supporting the creation of a 'Gender and Economics' diploma and 'Gender and Fiscal Policy' academic course, a consciously articulated programme approach had achieved results in terms of institutionalising academic courses on GRB, which was a significant contribution to sustaining GRB, which could continue and expand beyond the programme's lifetime. In this case, the programme acted as a catalyst, helping other actors to develop their own capacity-building initiatives, tailored to need. In Mozambique individuals who had participated or been involved in the delivery of GRB training had developed an informal network of trainers. Members of this informal group facilitated a seminar on gender and aid effectiveness and were contracted by the national civil service training institution as facilitators for the 2008 training of Permanent Secretaries, National Directors and planners. However, it was not possible to conclude that the capacity-building support resulted in the formation of this group, as illustrated in Senegal, where investment in capacity-building had not yet produced a similar critical mass of potential GRB trainers. All of the country studies therefore mentioned the need for approaches and materials to be properly documented and for monitoring data to be collected and utilized to assess whether capacity-building interventions were contributing to sustainability. In the absence of these monitoring data, the evaluation team could document reports of these different outcomes but not examine the possible reasons for these differences. Nevertheless, the evaluation team in Mozambique noted that members of the informal group thought that ongoing, systematic support from UNIFEM would increase the likelihood of their training activities becoming sustainable.

### 6.3.2 Institutional developments as early signs of sustainability

Evaluation teams also noted a range of institutional developments that were thought likely to signal future sustainability:

In **Ecuador**, once the Gender Unit of the Ministry of Finance had been identified as a key partner, the programme invested considerable resources in providing support. This Unit currently exists *de facto* rather than *de jure*, but evaluators agreed with the programme team's assessment that the Unit will play a key role in institutionalising accountability for GRB within the Ecuadorian government, and UNIFEM's investment will hopefully lead to sustainability as the Unit becomes a constant advocate for gender equity and GRB.

In **Morocco**, the Ministry of Justice was put forward as an exemplar, having carried out key preparatory work in the form of a gender audit of the judicial system in 2008. The country study drew attention to the fact that the ministry is also institutionally very well equipped, with a strong gender unit and eight gender focal points representing all directorates that are also called to play a role in upstream programming.

In **Senegal**, the programme developed a wide network of contacts through engagement with a range of actors at different times. Although many contacts had not been sustained and opportunities to ensure the continuation of GRB work had been missed as a result, the evaluation team saw opportunities for reviving engagement with a wide range of stakeholders. This would contribute to sustainability by capitalising on independent initiatives, such as the gender budget analysis produced by a planning department that had formerly had contacts with the programme, or capitalising on currently disparate interest amongst well-positioned individuals in becoming GRB trainers.

## Key findings

**Sustainability may be too early to judge.** Given the relative newness of the programme and the innovative nature of some of the approaches used, it is too early to say how sustainable the programme interventions have been.

**Sustainability indicators are absent and not monitored.** There are early signs of sustainability in capacity-building, particularly in Ecuador and, to a lesser extent, in Mozambique. Lessons can be drawn from this. However, it is important to move to a position where these anecdotal examples can be backed up with evidence from monitoring data and lesson learning.

**Early signs of potential sustainability** through institutional developments were picked up in this evaluation. These include the formalization of a Gender Unit in the finance ministry in Ecuador to the strengthening of gender focal points in the justice ministry in Morocco.

# 7. Programming strategies

This section reviews the key approaches used by UNIFEM to achieve results, assessing the comparative usefulness of different approaches. How approaches were implemented is examined, and difficulties and challenges are identified.

## 7.1 Capacity-building

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Overall, the four country studies provide strong evidence that the approaches used for capacity-building in the programme were effective. Some of the key results achieved in the programme can be attributed to the appropriate and well-targeted workshops and training used. The clearest evidence of sustainability of interventions supported by the programme comes from the capacity-building efforts, particularly those in Ecuador, as discussed in section 6.3 above. Nonetheless, there are some factors in the programme that have limited the effectiveness of the capacity-building efforts and from which lessons can be learned.

### 7.1.1 Capacity-building approaches and the theory of change

In Senegal, once the GRB Programme focused on one sector, the approach to capacity-building became more targeted and systematic, with small working group sessions with both decision makers and technical staff backed up with technical support timed around specific meetings that formed part of the day-to-day responsibilities of sector staff. This was in line with the theory of change, which defined that capacity-building should fit with the budget cycle.

In Mozambique, the programme trained senior staff at provincial and national levels, and sectoral National Directors of Planning recognised the importance and potential influence of their decision-making roles at different

territorial levels and across whole sectors. UNIFEM staff said that these changes were made as the programme learned more about which actors could effect change. This was in line with the theory of change, which defined that technical and political decision makers, who shaped policy-making and budget processes, should be targeted.

The evaluation teams also found that the capacity-building strategies were built, in an appropriate way, on the experience developed in Phase I of the programme. In Ecuador, training courses were developed with initial expert guidance from the UNIFEM team, provided in Phase I of the programme. In Morocco, the workshops in Phase II benefited from the Handbook on GRB, which was developed during Phase I and eventually published in 2006. In Mozambique, the manual used in a Training of Trainers workshop in Phase I was a direct translation of an existing manual and formed the basis of materials developed in Phase II by individuals who formed part of the informal group of trainers, who each developed training materials specific to the Mozambican context, working on the basis of their own areas of expertise in relation to GRB.

### 7.1.2 Capacity-building approaches and changing commitments to GRB

There is evidence in all country studies that those who participated in the capacity-building interventions found that the materials were relevant and the approach effective, and that this helped to change attitudes and build commitment. Focus group interviewees in Ecuador highlighted the personal impact that capacity-building activities had had in their lives, increasing their own understanding of gender roles and prompting them to take a lead on GRB within their workplace. Several of the key individuals working on GRB in Ecuador, including those in the Gender Unit of the Ministry of Finance, credited their understanding of gender and GRB to the courses supported by the programme. The Gender Unit is now seeking to make gender sensitivity training a standard part

of the training programme for all ministry employees. At a higher level, the National Council for Women in Ecuador is in talks with the National Secretariat of Human Resources to make gender training a requirement for all public servants.

In Mozambique, the main organization contracted for capacity-building, Forum Mulher, developed new links with government planning and finance staff and built the organization's capacity to engage in discussion of the technical content of GRB. This contributed to the organization being able to engage in the national process for PRSP monitoring.

### 7.1.3 Limitations in capacity-building approaches

Despite the successes of the approach to capacity-building, there were two key factors that limited the overall success of the approach:

The lack of coordination in the approach used, and

The lack of monitoring and documentation of the approaches used.

There are several examples from the country studies of an uncoordinated approach to capacity-building. In Senegal, a number of informants, from both government and civil society organizations, said that UNIFEM had not laid out a clear, medium-term training programme. Instead support was provided through different training workshops, with participants being unclear about when the next workshop might occur, changes in the groups targeted and a lack of clarity as to the linkages between the different workshops. At the programme level, whilst there were efforts to use Morocco as an example of good practice for learning, there is no clear evidence that demonstrates a coordinated approach to capacity-building. In Mozambique, although a range of activities characterised as "GRB training" were undertaken, materials were not held centrally, and no mechanism was established to ensure the consistency and quality of the independent activities carried out by different actors.

All the country studies identified the lack of collection of monitoring data and the lack of follow-up with workshop and training participants. Evidence from several of the studies suggests that this failure made it difficult to evaluate the outcomes of the interventions and probably limited effectiveness. Without monitoring data, it was impossible for the evaluation team to assess different opinions voiced about the amount of capacity-building provided. In Senegal, despite a shift to a more focused approach with technical staff from the agriculture sector, these staff voiced doubts about their ability to develop gender-sensitive indicators after only one workshop on the subject and thought that more capacity-building support would be beneficial. UNIFEM staff felt that a large number of workshops had been provided, but civil society actors reported that there had been insufficient capacity-building. However, no data were compiled about how often CSO members had participated in trainings or the potential demand for such training. For the Morocco study, data on workshop participants were assembled for the purpose of the evaluation and revealed that discontinuity in some of the individual participants' attendance was an issue. Several interviewees said this was hampering the development of their capacity to apply GRB.

Lack of follow-up data also meant that it was not possible to make informed judgements about limiting factors in the effectiveness of capacity-building as an approach. In Mozambique, focus group participants, selected because they had participated in at least one training event, had not remained involved in GRB activities. The anecdotal evidence from the focus group suggested that individuals had developed the capacity to recognise the relevance of policy and budget issues to advancing gender equality but had not necessarily had institutional roles or channels through which to take this technical knowledge forward. In Morocco, responses from the focus group interviewees revealed doubts about the extent to which the workshops would enable systematic and comprehensive application of GRB concepts, with constraints identified as being limited political commitment within ministerial departments, rather than a lack of technical knowledge on the part of participants.

## Key findings

**The programme's theory of change informed the capacity-building approach.** Capacity-building approaches in Phase II largely evolved in line with the theory of change, building on experience in Phase I. All four countries benefited in varying ways from the continuity of focus on capacity-building.

**Capacity-building approaches were significant in developing personal and institutional commitment to GRB,** which contributed to the effectiveness and in some cases sustainability of the programme. In both Ecuador and Mozambique, the signs of sustainability can be attributed to a consistent focus on capacity-building.

**Greater assessment of the impact, targeting, value and demand for capacity-building could have guided the development and delivery of this programme area.** A lack of coordination and lack of monitoring and follow-up mean that different views on the amount of capacity-building provided and the weighting of technical capacity and political commitment could not be assessed. However, evaluation teams found indications of unmet demand for capacity-building, but also recognition that increased technical capacity alone would not achieve GRB.

## 7.2 Sector piloting

The main feature of this particular programme strategy was that very different approaches were taken in each of the four countries, with common aims of contributing to engendering budget processes and achieving budgetary allocations for women's priorities.

### 7.2.1 Common factors in selecting sectors

Choices of sectors were influenced by a combination of factors, which, in all cases, included perceptions of the importance of sector issues for women (based largely on partners' perceptions of priorities) and favourable institutional and policy contexts as described below:

**Ecuador** - The programme initially planned to undertake two pilots: in the Ministry of Education and the Ministry of Public Health, concentrating in priority areas within each sector—the Law to Eradicate Sexual Violence in the Educational Sphere and the Free Maternal Health and Child Assistance Law. The choice was based on extensive discussions with programme partners, taking into account women's priorities and national context. However, engagement with the Ministry of Public Health ceased when the legal framework for financing the law changed and the continuity of government funding to free maternal and child health became uncertain.

**Morocco** - Sectoral pilots were chosen according to whether they 'lent' themselves to GRB: i.e. where budget allocations were targeted towards individuals, where women constitute a large share of beneficiaries (such as in education and training), MDG areas (such as literacy) and where girls and women are particularly lagging behind. In all, 14 programmes were covered in the sectoral pilots.

**Mozambique** - In Phase I, sector priorities had included violence against women in part because this was an existing priority for a key implementing partner, Forum Mulher and in part because it was argued to be a clear priority for women. The initial health sector focus was on gendered care-related issues in the context of HIV and AIDS. However, when progress proved impossible, in a context of multiple donors bringing complexities, in terms of budget processes and approaches to gender work, the focus of health sector work was changed to the provision of health-related services for victims of violence, bringing greater coherence to the programme's approach across the two sectors.

**Senegal** - The choice of the agriculture sector was influenced by the economic and social contexts and the importance of agriculture to women, as well as by institutional factors identified as the level of engagement of the sector with the programme and, according to agriculture sector staff, to recommendations made by the Ministry of Economy and Finance.

### 7.2.2 Elements of effective approaches

Once sectors were selected, the approaches used varied in each country. Whilst there is evidence of outcomes achieved through sector piloting, it is difficult to establish the effectiveness of the approaches used due to variations between countries and because of the lack of effective monitoring of progress. Furthermore, in Ecuador and Senegal, the selection of sectors was only made in 2007, meaning that implementation had been underway

for a relatively short time. However, there are a number of examples of effective approaches highlighted in the country studies:

In Mozambique, the provision of long-term technical assistance in 2008, by staff from the ministries of planning and finance, was key to increasing staff capacity in each sector, with preparation of an issues paper and costed sector gender plan in the interior ministry being key contributions to achieving gender budget allocations.

In Senegal, in the second half of 2008, a formal agreement with the agriculture ministry was established that included an action plan for a six-month period and covered a range of technical assistance from UNIFEM. The ministry staff said that the agreement had made collaboration more effective as it clearly mapped out the dates of technical support missions based on agreed activities.

In Morocco and Ecuador, expert GRB consultants were used to advance institutional preparedness to carry out budget analysis. In Morocco, this included identification of gender-sensitive indicators across 14 sectors and in Ecuador included establishing a gender indicator for all of the Ministry of Education's social investment projects, plus a gender matrix to assess the gender impact of investment programmes, which was regarded as a step towards institutionalising changes within the Ministry.

### 7.2.3 Limitations to effective approaches

What is clear from the country studies is that there were institutional factors that limited the effectiveness of the approaches used. These factors included:

Selected sectors' positioning in relation to public finance management reform

Engagement of sector planning and finance functions

Engagement of sector decision makers

#### ***Sector positioning in relation to public finance management reform***

As reported above, a set of factors covering women's priorities and the technical and policy contexts guided the selection of sectors for sector pilots. However, evaluation teams found that whilst these were valid criteria for select-

ing sectors, the implications of each sector's positioning in relation to public finance management reform were not taken into account and therefore not foreseen in terms of the length of time and resources needed to effect change. For example, in Senegal, the agriculture sector did not have a sector strategic plan (in contrast to the education and health sectors), which meant that the programme needed to invest time and resources not only in supporting capacity for planning and budgeting in the new medium-term expenditure framework, but also in supporting the development of the sector strategy that would define the objectives that shaped whether results-based budgeting could be progressed. This strategic planning process was lengthy and was still underway at the time of the evaluation. In Morocco, prioritising capacity-building resources for the sectoral pilots did not take into account different sectors' progress in adopting budget reform.

#### ***Engagement of sector planning and finance functions***

In Senegal, sector piloting was effective because it was anchored in the department responsible for planning and budgeting within a medium-term expenditure framework. In contrast, in Mozambique, the primary motivation was the opportunity to engage with sector-level staff on moves to performance-based budgeting, providing an opportunity for planning and finance ministry staff to act as long-term technical advisers to pilot sectors. However, in practice, these technical advisers engaged with gender focal points more than sector planning and finance staff. As discussed above (section 6.2) this was effective in producing short-term results but less effective in institutionalising commitment to change. In Morocco, in the analysis of the evaluation team, the technical focus of engagement with sector planning and finance staff also needed to be reassessed. Specifically, the focus on developing capacity to identify gender-sensitive indicators needed to be combined with support to capacity for gender analysis in assessing the impact of policy implementation and for gender-sensitive data collection and information systems to provide the basis for analysis.



### **Engagement of sector decision makers**

The importance of gender-sensitive ministers was illustrated by the use of ministerial interventions to ensure gender budget allocations for activities addressing violence against women in Mozambique (as discussed in section 6.2). Senegal provided an example where key decision makers can be a block on the sector pilot approach. As reported above, the 2008 formal agreement within the agriculture sector was seen as effective by sector staff. However, a change of director in the department with which the agreement was signed made it difficult to negotiate renewal of the agreement despite enthusiasm from technical staff and a gender-sensitive Minister (who had been a previous director of that department i.e. understood the issues involved in detail and knew the programme). At the time of this evaluation, UNIFEM had not yet succeeded in mobilising these allies, within and above the department, to achieve renewal of the agreement.

## **Key findings**

**The four countries adopted effective approaches to selecting sectors** based on perceptions of women's priorities and the institutional and policy contexts.

**Approaches varied depending on context.** Elements of effective approaches included use of long-term technical assistance provided by staff of the planning and finance ministries (Mozambique), formal agreements laying out agreed support and commitments (Senegal) and use of GRB expert consultants to build sector preparedness of budget analysis (Morocco and Ecuador).

**Limitations to the effectiveness of sector pilots** included lack of analysis of selected sectors' readiness and progress in relation to public finance management reform (Senegal, Morocco), how planning and finance staff within sectors were engaged (Mozambique, Morocco) and positioning in relation to sector decision makers (Senegal).

## **7.3 Evidence-based advocacy**

This is the strategy that produced the fewest tangible results and was probably the least well developed in the programme. The main results achieved were relatively isolated. Examples include the materials produced in Ecuador, agreements made on future approaches in Morocco and engagements with established PRSP monitoring mechanisms in Mozambique. What was lacking in the programme and in the individual country studies was any evidence that these individual approaches fit into a broader, clearly defined strategy. The main limitations of the effectiveness of evidence-based advocacy identified relate to the lack of consistency in the approaches used, the absence of an overall guiding framework for the approaches taken and the failure to assess progress.

### **7.3.1 Elements of effective approaches**

There is some evidence in the country studies of the effective approaches from which lessons can be drawn. For example:

In Ecuador, the programme was successful in creating a relevant base of evidence to be used for advocacy and to generate political will for GRB, including civil society analyses of the implications of health and education legislation, consultancy reports and research papers. Whilst the civil society budget analyses were widely disseminated, other evidence providing a potential base for advocacy was disseminated in a more limited way through personal contacts or specific meetings.

In Mozambique the programme achieved success in engaging with the gender working group in the coordination mechanism for PRSP monitoring, establishing channels through which advocacy messages could be promoted.

### **7.3.2 Limitations to effective approaches**

There is much stronger evidence that the effectiveness of evidence-based advocacy was limited by:

The lack of a strategic approach to engaging civil society actors in developing advocacy priorities

The failure to monitor progress against objectives.

The approach used to engage with civil society actors does not appear to have been informed by a rights-based approach. The Mozambique country study identifies that the programme did not define a clear strategy for identifying advocacy priorities informed by a range of representatives of women's priorities. Advocacy priorities from a gender perspective were identified through the programme's links with the national women's network, but the role of pro-poor budget groups, as identified in the theory of change, was not realised in practice. In Senegal, the decision to drop the programmatic focus on civil society meant that there was no coherent strategy for building bottom-up advocacy for GRB and gender equality goals or linking actors in civil society to accountability institutions in order to amplify demand for change. In Morocco, efforts were only made, as Phase II proceeded, to negotiate a clearer role for civil society organizations in GRB, with such organizations advocating for women's priorities and monitoring government progress in achieving policy objectives. On a positive note, these negotiations appear to have resulted in a much clearer consensus for Phase III.

Furthermore, in Mozambique, although the programme engaged with the PRSP coordination mechanisms, these links remained focused on the working group that had a gender remit and did not engage with budget and public finance reform groups or UN agencies that were advocating with these actors.

In Ecuador, programme staff argued that placing consultants within government institutions was an efficient way to institutionalise knowledge. The consultants created important sources of information through examination of the national budget and national development plans as well as serving as advocates for GRB within the institutions where they were placed. However, a major limitation in assessing these claims is the failure to document

successes or critically examine approaches used in order to identify the key factors for effective replication.

## Key findings

**This programme strategy was the least well developed**, with isolated examples of successful activities, principally in Ecuador.

**Examples of effective approaches** were production of budget analysis by civil society organizations, consultants or academics and engagement with mechanisms through which advocacy messages could be channelled, such as PRSP coordination mechanisms in Mozambique.

**Civil society actors were not systematically engaged as advocates** for women's priorities, indicating that programme decision-making was not informed by a human rights-based approach in any of the four countries.

**The lack of monitoring of the advocacy approach limited the programme's ability to demonstrate success** even where considerable effort had been invested, such as in Ecuador.

## 7.4 Partnerships

The approach set out in the programme log frame and in the underlying theory of change required UNIFEM to engage with a wide range of partners in order to achieve the ambitious outcomes envisaged. However, the programme had only limited financial and human resources (as discussed below in section 8) to be able to achieve the outputs envisaged and had to work in a complex and changing context. In order to ensure that women's priorities and key gender equality issues were the focus of the work, the programme needed to maintain its existing linkages with national women's machineries and with civil society organizations. For influencing the planning and budgeting processes, as well as the identification of priorities and allocation of resources in selected sectors, the programme was required to embark on and maintain technical relationships with a range of new partners, including

ministries of planning and finance and sectoral ministries. It was also envisaged that the programme would continue to engage with both existing and new partners to ensure accountability, looking to gender equality advocates on the one hand and seeking to build relationships with elected representatives on the other.

#### **7.4.1 Mechanisms for engaging and coordinating programme partners**

The steering committee structures established in Morocco and Senegal, as a vehicle intended to promote and sustain partnerships, did not function as effectively as originally intended. The Morocco case study concludes that the steering committee did not function with the membership planned at the outset, and there was no follow-up to ideas for including new partners. In Senegal, UNIFEM handed over control of the steering and advisory committees before members regarded the committees as effective enough to motivate their investment of time and effort, resulting in the approach being limited.

#### **7.4.2 Partnership approaches with planning and finance functions**

In Morocco, the Ministry of Economy and Finance was the key partner. This positioned the programme well by providing influence over a number of sectoral ministries, through the Gender Report mechanism, coordinated by the Directorate for Studies and Financial Forecasting (DEPF), in collaboration with the Directorate of the Budget. The approach has been to engage primarily with the gender unit within DEPF, which has led on implementation of programme activities and monitoring processes, such as the midterm review.

In Ecuador, the partnership with the Ministry of Finance has also been through a Gender Unit, created in 2007, with UNIFEM providing capacity-building support through the provision of long-term consultancy to the ministry. During Phase II, planning and finance functions have undergone major institutional change, with the former Ministry of the Economy and Finance being reformulated as the Ministry of Finance, retaining budget remits and

policy planning functions falling to the National Secretariat of Planning and Development (SENPLADES) and the newly formed Ministry for Economic Policy Coordination (MCPE). UNIFEM's partnership approach with regard to policy planning has been to include SENPLADES in formal programme agreements with the government and provide long-term technical assistance by embedding consultants within the Secretariat. This has also responded to SENPLADES' increasing importance as the body responsible for advancing performance-based budgeting.

In Mozambique, the Ministry of Planning and Finance was divided into two separate ministries of Planning and Development (MPD) and Finance (MF) at the start of Phase II. The programme's existing links, developed through engagement with the national PRSP drafting process, meant that it retained closer contacts with the policy planning functions and more restricted links with the finance functions, in particular the national budget department. Whilst the programme did carry out activities that involved the finance ministry, in particular engaging one staff member to provide long-term technical assistance to the health sector, the programme did not develop more wide-ranging direct partnership links with the Ministry of Finance. This meant that the programme was well positioned to influence processes led by MPD (in particular the introduction of the medium-term expenditure framework) or in which MPD had influence (such as the drafting of the budget call circular letter), but was less effectively positioned to influence the Ministry of Finance.

In Senegal, the programme began Phase II with an institutional entry point within the Ministry of Finance (MF) that was situated on the policy planning side of the ministry i.e. the PRSP Monitoring Unit. However, the programme learned that this Unit was seen institutionally as a short-term body staffed by consultants, which limited its institutional influence. Furthermore, the decision, following the midterm review, to engage with the budget call circular led to a shift in focus to the National Budget Directorate, where a partnership approach included lobbying of individuals with decision-making remits and their inclusion in capacity-building activities, such as

workshops or study visits. The evaluation team found that this shift led to a lack of consistency in points of engagement with the policy planning side of the ministry, where previous contacts were not followed up with departments responsible for medium-term planning.

#### **7.4.3 Partnership approaches with national women's machineries**

The increased focus on achieving change in budget processes during Phase II meant that UNIFEM's partnerships with national women's machineries no longer held the focal position of Phase I, except in Ecuador, where the programme maintained a relationship with the National Council for Women (CONAMU) as a key partner for implementation of programme activities. In Mozambique, UNIFEM identified the National Council for the Advancement of Women (CNAM) as its programme partner because of its role identified in national gender policy and disbursement of funding to other sectors. However, this approach was questioned by other ministries, which regarded the Council as part of the Ministry of Women and Social Action. In Senegal, the programme initially had strong links with the gender focal point in the Ministry of the Family and National Solidarity, the part of government responsible for advancing gender issues, but shifted the primary institutional focus to the Ministry of Economics and Finance in order to engage directly with that part of government responsible for planning and budgeting. The approach used to maintain links with the national women's machinery was to include key staff in workshops and study visits. In discussions with the evaluation team, these staff argued that the national women's machinery should retain a more central implementing role. In the assessment of the evaluation team, this approach did not recognise the adaptation expected in the new national strategy for gender equality and equity, presenting the programme with a communications challenge with this partner. In Morocco, an institutional transition, with a shift to departmental level, meant that the women's machinery was largely unable to participate effectively in the GRB Programme.

#### **7.4.4 Partnership approaches with other gender equality advocates**

The programme in Ecuador was perhaps the most successful in developing and maintaining partnerships with a wide range of actors, including civil society pro-poor budget advocates. The country study concludes that the drivers for this diverse and committed approach to partnerships were the scale of change required to establish GRB in Ecuador and the unstable political context. CSOs were involved in delivering on key programme activities, especially on budget analysis. The programme found a way to widen the pool of actors with which it engaged by offering small grants to institutions that submitted appropriate proposals. Individual scholarships for study were used as a further approach to widen the pool of individuals embraced by the programme (including individuals from civil society and government).

In Mozambique, the collaboration with an experienced civil society partner from within the region was important in achieving change. At the country level, the theory of change recognised CSOs as a channel for bottom-up advocacy for gender equality and accountability to poor women, and programme staff initially responsible for the programme reported that they used delivery by southern organizations as a route to understanding the power relationships between different actors engaged with policy and budget decision-making. However, there were dilemmas in the programme in striking the right balance between a partnership approach, which defines the role played by CSOs, from a rights-based perspective and the reality of operational requirements, where CSOs were frequently contracted to provide programme support activities.

In Morocco, there was disagreement on the part of the government as to the role of CSOs in the process because of the absence of a strong culture of civil society and parliamentary engagement in public accountability processes. The programme was, however, able to facilitate negotiations that resulted in a consensus on their role in advocacy and accountability, positioning the programme well in relation to civil society partnerships for Phase III.

In Senegal, the change of focus to working more closely with key government ministries in Phase II of the programme, following the midterm review process, left many civil society partners unclear about their role, with a view that there were high levels of unmet demand for capacity-building amongst civil society actors and that there had been a lack of clear communication on why workshops had not continued.

While parliamentarians were identified as key stakeholders in ensuring accountability in GRB, few of the country studies identify any successes in taking this partnership forward for a variety of reasons. In Senegal, UNIFEM began to engage with Parliament from 2007 and staff identified MPs as a focus for advocacy activities. UNIFEM's own reporting on progress indicates a demand from parliamentarians for engagement, a demand that could provide a platform for future activities. In Morocco, no activities were held with parliamentarians as the Ministry of Finance did not have the mandate to invite parliamentarians to training activities. As MPs have not met since the dissolution of the Ecuadorian Congress, the programme did not use parliamentarians as an entry point. In Mozambique, a working session with parliamentarians was held in 2006 at the time of year when they are required to comment on the government's budget submission, although there is limited evidence of other activities.

As suggested in the Mozambique country study, the programme lacked a clear strategy for identifying key gender priorities, with links defined to actors responsible for leveraging accountability for gender equality and channels identified through which advocacy objectives could be achieved. For Mozambique, it is concluded that the programme should identify its engagement with the different actors responsible for leveraging accountability to gender equality, i.e. women's networks, parliamentarians and the national women's machinery, from a perspective of partnership and in terms of a human rights framework, identifying the actors who have responsibilities to fulfil rights and the accountability and monitoring mechanisms that enable rights claimants to ensure that obligations are fulfilled. A good example comes from the Morocco

country study, which concludes that there is now a strong consensus that NGOs need to be more involved in the GRB process through mobilization and popularization, advocacy and monitoring the integration of gender approaches in the government budget. The country case study acknowledged that this consensus required considerable effort and time on the part of programme staff.

#### **7.4.5 Partnership approaches with UN and other development partners**

Despite some successes, there are a number of examples highlighted in the country studies where UNIFEM missed opportunities to engage with donors working on public financial management reform processes or failed to follow-up on ongoing work on GRB.

An exception was in Ecuador, where UNIFEM was successful in establishing a partnership with German Technical Cooperation (GTZ), the largest donor agency in the country working on fiscal responsibility. The approach involved signing a formal agreement for collaboration among UNIFEM, the Ministry of Finance and GTZ (August 2008-August 2009, with a budget of US\$71,500), collaboration on setting up a GRB website for the Andean region ([www.presupuestoygenero.net](http://www.presupuestoygenero.net)) and encouraging a stronger gender focus in GTZ's work more generally, including advocating for GTZ staff to take up the diploma course of study on GRB, offered by the academic body, FLACSO.

UNIFEM in Senegal engaged with other donors through the coordination mechanism set up during the drafting of the PRSP, which was instrumental in ensuring that gender issues were included. However, due to lack of access, UNIFEM did not participate in groups set up by donors to advance the aid effectiveness agenda, which reduced their access to information on support to public sector and public finance management reform. This made it more difficult for the GRB Programme to build alliances with other donors supporting the government in these major reform processes. UNIFEM could not therefore situate its programme support in the wider context and make an as-

assessment of its resources and inputs in comparison with the overall support required to effect change.

UNICEF's experience in Mozambique provided UNIFEM with an example of how budget and public finance management groups were important channels for advocacy. UNICEF began to participate in these groups in 2007, advocating for a focus on the human development outcomes of budgeting processes. In 2007 and 2008, UNICEF supported the production and publication of budget analysis that was widely disseminated through civil society channels, timed to influence parliamentarians as they scrutinised the government's annual budget submission. The Mozambique country study concluded that both UNIFEM and UNICEF acknowledged that lack of interaction over this work meant that the potential opportunity to ensure that gender perspectives were fully included in this initiative was not sufficiently explored.

The Morocco country study concludes that, in the area of budget reform, UNIFEM could have made more use of potential linkages with key donor support programmes: the World Bank has supported budget reform since the beginning and includes technical assistance on RBM methodology and handbooks and work on performance indicators that do not include the gender dimension. The GRB Phase II programme document identified the World Bank as a potential key partner, but it seems that UNIFEM has yet to follow-up on this. Systematic situation analysis at the start of Phase II (as well as periodically during Phase II), with particular attention to the respective roles of different donors and government institutions in relation to planning and budgeting, and then following up this analysis with concrete proposals for joint action (especially with regard to the National Gender Equality Strategy and the work of the World Bank on budget reform) would have helped to better leverage UNIFEM's limited resources.

## Key findings

**Successful and strategic engagement with a wide range of key partners is critical to effect change.** Ecuador provides a clear example of a programme that successfully maintained an engagement with a wide range of partners driven by a rapidly changing context.

**Overall, UNIFEM successfully shifted its engagement to ministries of planning and finance.** However, there was significant variation in the extent to which each country engaged with policy planning or finance functions. This was in part driven by different—and changing—institutional contexts. In Morocco and Ecuador, the option of engaging with a specific gender unit within the planning and finance functions of government proved effective. In Mozambique, links with the planning functions forged during the PRSP drafting process were effective but reduced the programme's impact on the finance function's recognition of the budget as more than a simple technical tool, with no gendered implications. In Senegal, shifts of the programme entry point, from planning to finance functions, were effective in contributing to short-term change (the budget call circular letter) but left the programme with no clear approach to engagement with planning departments.

**Partnerships with national women's machineries became less central** to the GRB Programme in Phase II than in Phase I. The success of partnership approaches depended largely on the context and strength of the institutional remit of the national women's machinery, with Ecuador providing an example of success, where CONAMU was strong and vibrant, but Morocco, Mozambique and Senegal illustrating how ill defined or evolving institutional remits limited the effectiveness of partnerships.

**Partnerships with other gender equality advocates focused on civil society organizations** with little engagement with other key actors like parliamentarians. In Ecuador, CSOs were effective, key partners. Morocco, Mozambique and Senegal made different decisions on the challenging question of balancing the operational challenges of engaging with CSOs as implementing partners and the rights-based perspective of CSOs as integral partners who must be engaged despite their operational weaknesses.

**Other key partnerships were not properly explored.** There are examples from Morocco, Mozambique and Senegal where opportunities were missed to engage with donors and with public sector and public finance management reform within the wider aid effectiveness agenda. This limited the programme's understanding of and influence on public financial management reform processes.

# 8. Programme management

This section assesses how effective UNIFEM has been in ensuring adequate human, financial and technical resources for the programme. In assessing effectiveness, the evaluation team examined resources in terms of institutional systems and organizational assets of personnel and funding. There is evidence from all the country studies that the programme faced challenges, particularly in ensuring adequate human and technical resources to lead the development of the programme approach and to ensure that it was consistently implemented throughout Phase II. At the same time, a number of the country studies draw attention to what was achieved with very limited resources and often in difficult contexts, highlighting the commitment and expertise that the programme did succeed in bringing to the GRB interventions. It is important to view the limitations in the effectiveness of the programme management from the perspective of providing ways forward that build on the successes that have been achieved.

All of the country studies provide evidence of weaknesses in the way that the programme was planned, managed and reported on, with a particular focus on the **use of the logical framework and reporting**. There is very limited evidence that the global logical framework was effectively used at the country level, either to develop a shared understanding with stakeholders of the programme objectives as a management tool to establish a baseline and milestones to assess progress in implementation or as a monitoring and evaluation framework for lesson learning and measuring impact. Evidence of this is contained in the following examples:

In **Ecuador** lack of a systematic, formal monitoring mechanism and of the collection of data meant that reporting was activities based, with no basis for an assessment of the progress towards results.

In **Morocco** the logical framework was used to report to the Belgian government, but the lack of monitoring mechanisms (apart from the annual workplan) meant that this was largely

activities-based reporting, with little basis for assessment of progress towards results.

In **Mozambique** the logical framework for the programme was closely based on the generic programme log frame and was not updated following the increased emphasis on policy and budget formulation. Reporting to the Belgian government used a standard format, organized around the three programme outcomes, and the information included in the reports documented activities rather than results, with no evidence available to support statements of change achieved.

In **Senegal** the logical framework was not a central tool for planning or interaction with partners, indicated by the fact that it was not translated into French. Lack of monitoring mechanisms and data has meant that programme reporting to the Belgian government has been input based rather than results-based.

There is some evidence that the **Midterm Review (MTR)** was used as a key moment to assess the progress that had been made in Phase II and to adjust the direction of the programme. The MTR process for the Global GRB Programme took place in each country in mid-2006 “through an internal and external process” with a Partners’ Meeting in Morocco in November 2006 to build on the findings of the MTR. The subsequent process in each of the countries differed considerably in scope and focus:

The **Ecuador** programme participated in a review with key national stakeholders and UNIFEM Resource People involved in GRB initiatives in five different countries of Latin America. The review was based on the project log frame and identified indicators, progress reports, workplans and stakeholder assessments. The findings contributed to the 2007 Working Plans and to refining the focus and scope of the programme.

In **Morocco**, the MTR was conducted by UNIFEM and Ministry of Economy and Finance teams, and it resulted in a fairly comprehensive yet concise report. However, those involved mentioned that the international character of the meeting meant that “internal” matters (such as the quality of the gender report workshops) could not be discussed, and

they noted that there had been no follow-up from the review recommendations in the second half of Phase II.

The MTR process in **Mozambique** was carried out by a consultant using interviews and a desk review, with a report for Mozambique completed at the end of 2006. In broad terms, the MTR recorded that the programme was engaging with all components of the logical framework and affirmed that the theory of change remained valid.

In the case of **Senegal**, the country level MTR took place largely after the meeting in Morocco through a consultancy. This consultancy produced a report that recommended a shift in engagement from work with CSOs to more direct engagement with the Ministry of Finance and identified the budget call circular as a key target, two recommendations that shaped the second part of Phase II of the programme.

At the headquarters level the Programme Manager coordinated the reporting to the Belgian government using the logical frameworks developed at the start of the programme. There is some evidence in the regular reporting that there was an increased use of output and outcome indicators as a means to encourage the implementing countries to report progress towards higher level goals. However, in the MTR the logical frameworks were used inconsistently: Morocco and Senegal made no reference to the logical frameworks, Mozambique reported against the logical framework in a descriptive rather than analytical way and Ecuador was the only country to comment on the need to revise the indicators in order to be more realistic.

Two problems can be highlighted with the logical frameworks and with the indicators that they contained. First, as discussed above, the limited use of the logical framework at the country level suggests that staff involved in implementation were not confident or experienced in using such management and monitoring and evaluation tools. While headquarters required reporting using this tool, there is little evidence to suggest that country level staff were supported in its use. Second, the quality of the indicators in the logical frameworks varies considerably, as was noted by the staff in Ecuador. In some cases the indicators are too specific so that regular reports contain

frequent repetitions of activities having been achieved. In others the indicators contain broad, unqualified statements, for example about documents or policies that should be produced “with a gender perspective,” with little indication of how such judgements can be objectively made in seeking to assess progress. It is clear that future support is required in developing indicators that are milestones towards achieving outputs or for measuring progress towards outcomes. This issue is discussed further in section 10 on lessons learned.

The weaknesses in planning and monitoring the programme were compounded by problems experienced in **staffing**. All of the country studies report that the approach used in the programme was a GRB coordinator with regular technical inputs from GRB consultants. In all cases, the technical inputs from GRB consultants were effective and of high quality, but all of the country studies, except Ecuador, reported frequent changes and gaps in staffing for the programme. As the evidence from the country studies demonstrates, these changes impacted on the effectiveness of the programme:

UNIFEM staff in **Ecuador** showed great commitment and dedication to the GRB Programme, as well as impressive capacity to build personal networks and “manage the politics” of institutional relationships within and between government departments. Partners noted that constant communications from the UNIFEM team had kept them abreast of the programme’s developments at all times.

The technical support available to staff in **Morocco** on GRB was principally the engagement of one international consultant making periodic visits. Although all inputs of technical support were clearly appreciated by programme staff, the level of technical support was not sufficient to support the country team in reflecting on the theory of change inherent in the programmatic logic.

Staffing for the programme in **Mozambique** changed significantly throughout Phase II, causing some lack of continuity in programme approaches, for example in relation to activities focused on budget analysis, as well as lack of lesson learning from experience of programme implementation.

Changes in personnel in **Senegal** reduced the effectiveness of the GRB Programme, both in terms of the development and communication of the overall theory of change for the



programme and in terms of decision-making for specific activities. During the period under evaluation, there were three different coordinators, plus a staffing gap meaning that a shift in programme approach took at least twelve months.

There is evidence from some of the country studies that the **financial arrangements** used by UNIFEM had an impact on the effectiveness of the programme management. The programme management arrangements were that funding came directly from UNIFEM's New York headquarters, with reporting going through the same route. National-level programme activities fell under the general responsibility of the Regional Programme Director. Three of the country studies provide evidence that these arrangements limited the effectiveness of their work:

UNIFEM staff in **Ecuador** briefly noted that financial cycles in part impacted on the timing and continuance of consultancies.

Centralised financial management and contractual arrangements limited the effectiveness of interaction in **Mozambique** between the programme and its implementing partners. Effectiveness was increased during Phase II as UNIFEM established a country office.<sup>8</sup>

In **Senegal**, UNIFEM's financial management systems were cited as a contributing factor to some features of programme decision-making, in particular delays in authorising programme activities that staff and partners thought reduced the programme's effectiveness.

## Key findings

**Programme planning and management could have been stronger in all of the countries.** There is very limited evidence that the logical framework was effectively used at the country level either to develop a shared understanding with stakeholders of the programme objectives, as a management tool or as a monitoring and evaluation framework for lesson learning and measuring impact.

**Variable quality of the indicators and lack of confidence in using the logical framework for assessing progress towards results** meant that reporting focused primarily on activities or was descriptive rather than analytical.

**Weaknesses in planning and monitoring the programme were compounded by frequent changes in staff.** While the technical inputs from GRB consultants were generally regarded as high quality, all the country studies except Ecuador reported frequent changes and gaps in staff to coordinate the programme activities.

There is evidence from some of the country studies that the **financial arrangements used by UNIFEM had a negative impact on the effectiveness** of the programme management.

<sup>8</sup> Mozambique is the only country under this programme that does not have a UNIFEM Regional Office based in the country.



# 9. Conclusions

## Positioning the GRB Programme well

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The evaluation team found that **the GRB Programme was relevant** to the countries where it operated, and that each programme had succeeded in positioning itself appropriately in relation to overarching policy frameworks for poverty reduction and national development and in relation to national gender policies. Ongoing capacity to be able to carry out **detailed political, policy and institutional analyses for each context was needed**. These analyses could have helped the programme in adapting the overall approach and the theory of change to the local circumstances, in particular as these changed during the life cycle of Phase II. Furthermore, institutional analyses could have helped in identifying opportunities to build on the work of other donors and in ensuring that UNIFEM was fully aware of different sectors' progress in relation to public finance management reform when making its selection of focus sectors. Findings from documented institutional analyses could also have contributed to building consensus amongst different institutions on changes of programme entry points. In countries where studies were carried out, dissemination and application of findings were limited, resulting in missed opportunities.

## Ensuring that programme priorities remain relevant

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The evaluation team found that UNIFEM was not sufficiently analytical in assessing whether its sources of information for identifying poor women's priorities were adequately diverse. All programmes used government sources, only some of which were based on participatory processes, such as PRSP drafting. Not all programmes used civil society channels as a source of data, analysis and opinion on women's priorities, which could have

served to "triangulate" information, pick up new issues and ensure that analysis from government sources is rounded.

## Keeping stakeholders on board with the programme objectives

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The lack of more detailed contextual analyses was compounded by missed opportunities to use the logical framework at the country level to develop a shared understanding with stakeholders of the programme objectives and to establish a baseline and milestones to assess progress in implementation. Ecuador provides an example of how useful this approach can be. Here the midterm review was based on the project log frame and was used to identify indicators and workplans on the basis of stakeholder assessments. The review findings contributed to defining the 2007 workplans and to refining the focus and scope of the Programme. As a result of this approach, in Ecuador the key stakeholders felt informed about the programme aims and progress and generally expressed satisfaction with the commitment and technical expertise that the team brought.

## Learning from good results and recognising gaps

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The programme was able to achieve significant results against Outcomes 1 and 2, particularly the inclusion of gender in Budget Call Circular Letters in all four countries and the development of gender-sensitive indicators and gender-responsive budget allocations in sectoral piloting work. It is important to note that whilst all countries achieved these results, they were achieved to different extents. This means that the programme has opportunities for learning

by sharing experiences in each country, for example, about the form in which gender issues were incorporated in call circular letters. In contrast, for Outcome 3, while all of the interventions generally produced some form of knowledge products, in all cases the country studies note that this was the area where least progress was recorded and where there was least demonstrable progress.

### **Successful strategies have yielded results**

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Although the evidence to support the claims for achieving these results has not been systematically collected or analysed by the programme, there is sufficient material in the country studies to begin to identify which programme strategies have been successful and what factors have affected their success. There is also evidence in all of the country studies of strategies that have been less successful and the factors that have limited their effectiveness.

### **Engagement with advocates for gender equality is key**

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A key factor in the success of programme strategies has been engagement with advocates for gender equality, principally national women's machineries, gender focal points and civil society women's organizations, in order to build sustained capacity. In Ecuador, the national women's machinery was well established and influential. In Ecuador, Morocco and Senegal, gender advocates were embedded in planning and finance functions (Gender Units in finance ministries in Morocco and Ecuador, and gender focal staff in sector planning and finance departments in Senegal). In Mozambique, change was achieved through sector-level gender focal staff mobilising the most senior decision makers. Whilst all these institutional routes led to results, the most effective appears to be where gender and planning/finance remits are combined institutionally.

### **CSOs are crucial advocates for gender equality**

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Programmes had different degrees of success in engaging with civil society advocates for gender equality, with Ecuador being an illustration of success. Fuller application of a rights-based approach to programming could have led to more clearly articulated approaches about the importance of civil society actors as channels for representing women's priorities and opinions to government decision makers. This may have guided staff to persist with support to CSOs, even when, for example, they did not fulfil all their contractual obligations as implementing partners, such as in Mozambique, or when capacity-building efforts appeared to be producing little immediate result.

### **A rights-based approach forms a robust framework**

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A rights-based perspective was also applied usefully in Mozambique to inform the identification of women's priorities in sector-level work to achieve gender-responsive budget allocations (Outcome 2). The choice of violence against women was a pragmatic option that was highly likely to address vital women's rights and was later validated in CEDAW reporting. In the absence of comprehensive analysis of women's priorities, this identification of violence against women as a key issue provided a focus for an issues paper that informed sector work, which was successful in achieving more gender-responsive budget allocations during Phase II.

### **Planning and finance ministries are critical programme targets**

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A further key factor in the success of programme strategies has been in engaging with planning and finance func-

tions of government. All programmes successfully developed partnerships with both these functions, although there were different emphases on whether principal entry points were through policy planning functions or finance functions. Institutional changes meant that entry points also needed to be reassessed throughout the programme. However, the most effective institutional option appeared to be where gender and planning/finance remits are combined, illustrated by the Gender Units in finance ministries in Morocco and Ecuador and the gender focal point in a sector-level planning and finance department in Senegal.

### Capacity-building leads to commitment and sustainability

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The programme strategy of capacity-building was central to achieving results, starting with awareness-raising, moving to developing technical capacity for gender analysis and policy development and then providing ongoing and direct support. Early indications of potential sustainability of GRB work were identified in relation to capacity-building, with some training events advanced by actors other than UNIFEM in Mozambique and the development of an academic course in Ecuador as a result of their contact with the programme. Capacity-building was also a key route to creating commitment to GRB, with early indications of increasing interest amongst potential GRB trainers, changes in political will in planning and finance functions and sector ministries as well as increased commitment to advocacy for GRB amongst civil society actors who had participated in workshops.

However, the strategy for capacity-building also provided examples of limited effectiveness. In particular, country level experience revealed that UNIFEM had not been successful in developing and communicating an overall approach to capacity-building. Activities that were seen as piecemeal and unpredictable in some instances were said to have resulted in reduced commitment to GRB. Furthermore, the lack of monitoring and follow-up meant

that different perspectives on the role of capacity-building could not be reconciled using evidence.

### Donor partnerships are key to maximising programme leverage

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The programme strategy of partnership was also central to achieving results, but similarly it also provided examples of factors that have limited effectiveness. Already noted, partnerships with national women's machineries, other gender advocates, planning and finance functions and sector ministries were all essential components of the strategies that contributed to achieving results. However, in general, the lack of effective partnerships with other development actors, in particular donors supporting public sector and public finance management reform, meant that UNIFEM was less effective in positioning its support and leveraging complementary support to enhance its efforts.

### Limitations in programme management

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Finally, the country studies also provide evidence of common limitations in UNIFEM's programme management. The lack of monitoring and evaluation mechanisms has been mentioned as a consistent constraint throughout this evaluation, although the midterm review mechanism appears to have been one component of the monitoring mechanism that did lead to concrete change in the focus of programme activities. All programmes were negatively affected by gaps in staffing for the GRB Coordinator post that was introduced in Phase II. A lack of institutional learning systems compounded the effects of changes in staff. UNIFEM's corporate financial decision-making systems were also perceived to have impacted negatively on the programme, in particular in relation to slowing decision-making.



# 10. Lessons learned

The shift in programmatic logic between Phases I and II recognised the importance of the technical, institutional and political components of change in policy and budget processes and content. This meant that the theory of change for Phase II included:

Support to increase capacity so that key individuals had the skills and knowledge to undertake activities to promote political demand, relations and commitment for GRB and gender equality;

Work to change institutional procedures, norms and incentives in ministries of finance and planning, as well as line ministries, to enable GRB; and

Engagement with political decision makers in advocating for change.

The experience in Phase II demonstrates that achieving systematic change in each of these components—technical, institutional and political—requires a high level of support to staff, in particular to ensure sufficient analysis of institutional and political contexts and to achieve an approach that has an overall coherence and strategic approach, avoiding one that is focused only at the level of change in specific instruments (the budget call circular, the Gender Report).

Supporting staff to keep the strategic objectives of their work in mind is important in embedding a human rights-based approach and retaining a focus on the gender equality and human development outcomes of GRB work. The technical complexity of public finance reform processes and specific GRB instruments can distract from this overarching focus. However, pragmatic decision-making, such as the selection of violence against women as a focus for sector work in Mozambique, can contribute to achievable ways forward that contribute to a human rights-based approach. UNIFEM's experience also illustrates the importance of articulating explicit approaches to engaging with a spectrum of gender advocates, with

these approaches spelling out how each set of actors contributes to ensuring that women's rights and perspectives are central to GRB work, will contribute to guiding staff when faced with practical choices in the face of the real context, and where some of these advocates may not produce the short-term results required, in terms of plans, proposals and financial reporting.

However, applying a human rights-based perspective should not be seen as a rationale for support to gender advocates and institutions regardless of whether they can advance GRB goals. Experience in Phase II also showed that UNIFEM needs to be skilled in identifying changing institutional entry points based on learning about which institutions are important because of their policy role or effective because of their influence and ability to get things done in practice. In Ecuador, this meant that the national women's machinery was an effective entry point. In Morocco, Mozambique and Senegal, the institutional context meant that it was more effective to engage with planning and finance functions. However, even when this decision has been made, based on analysis of the context and learning from implementation, programmes will need to remain alert to ongoing institutional changes, ensuring that they understand the institutional remits for policy planning and for budgeting, and achieve a balance in their engagement with both "sides" of that equation. UNIFEM has the tools to deal well with the complexities of continual institutional change, including institutional analysis that documents knowledge that may currently be held in staff members' heads, formal agreements with sector departments or coordination ministry decision makers and so on.

Ambition in programmatic aims needs to be tempered with realism about investments required in terms of time, timescales and human resources. This requires an understanding of overall reform processes in order for UNIFEM to situate the scale and timing of its inputs and form an

impression of the programme's significance in relation to the overall extent of change. Partnerships with donors are essential as sources of information and as channels of influence. In some cases, the GRB Programme was effective in engaging with national coordination for that formed part of the aid effectiveness agenda. However, it is important to ensure that these contacts are not confined solely to the forums that address gender equality. Government and donor actors who focus on budget processes and public finance management reform are less obvious allies and are likely to take more time to come on board to gender equality priorities but are essential partners if commitment to GRB is to be mainstreamed across national processes and plans. UNIFEM may be well advised to use the channels made available by other UN agencies in order to gain access to, and influence over, these “non-traditional” allies that fall outside the sphere of gender equality advocates.

UNIFEM's experience in Phase II provides examples of the constraints that result from the lack of an effective monitoring and evaluation mechanism. With a functioning M&E system, programmes will be able to evidence their choices when navigating the complex paths between sometimes competing institutions and provide themselves and their partners with information that validates whether effort invested in changing long, complex national processes is worthwhile. It is also important to monitor progress in achieving real change for poor women through developments in budget processes and allocations.

Bringing these lessons together requires both consideration of the achievements of the Phase II programme and a reconsideration of implicit assumptions and conclusions reached through the evaluation analysis. Diagram 10.1 is an attempt to revise the logic model for the programme (Diagram 5.1) and to the proposed theory of change (Diagram 5.2) in section 5.1 above, setting out an illustrative impact pathway for the GRB Programme. The impact pathway seeks to illustrate the importance of the linkages among different elements of the programme and draws on the conclusions from the evaluation, particularly the successful strategies and experience in the country stud-

ies, to suggest causal pathways. In the impact pathway, a distinction is made between the outputs, where those implementing are more directly responsible for delivery, and the outcomes, where other key stakeholders are responsible for achieving results. The diagram highlights the potential complexity of making progress towards these outcomes, acting both as a guide for implementation and as a note of caution about the need for realistic ambitions.

## Key lessons

Achieving systematic change in such a complex programme requires **a high level of support to staff** to ensure an understanding of changing contexts and to ensure overall coherence and strategic approach.

The approach taken needs to be **embedded in a human rights-based approach** and needs to retain a focus on the human development and gender equality outcomes of GRB work. The approach needs to be clearly articulated, setting out how each set of **gender advocates can contribute to ensuring that women's rights and perspectives are central to GRB work**.

Skills are needed in **identifying changing institutional entry points** based on learning about which institutions are important because of their policy role or effective because of their influence and ability to get things done in practice.

**Ambition in programmatic aims needs to be tempered with realism** about investments required in terms of time, timescales and human resources, balancing an understanding of overall reform processes with pragmatic assessments the programme's significance in relation to the overall extent of change.

**An effective M&E system** is key to providing evidence of what works and validating whether effort invested in changing long, complex national processes is worthwhile. It is also key to assessing real change for poor women.



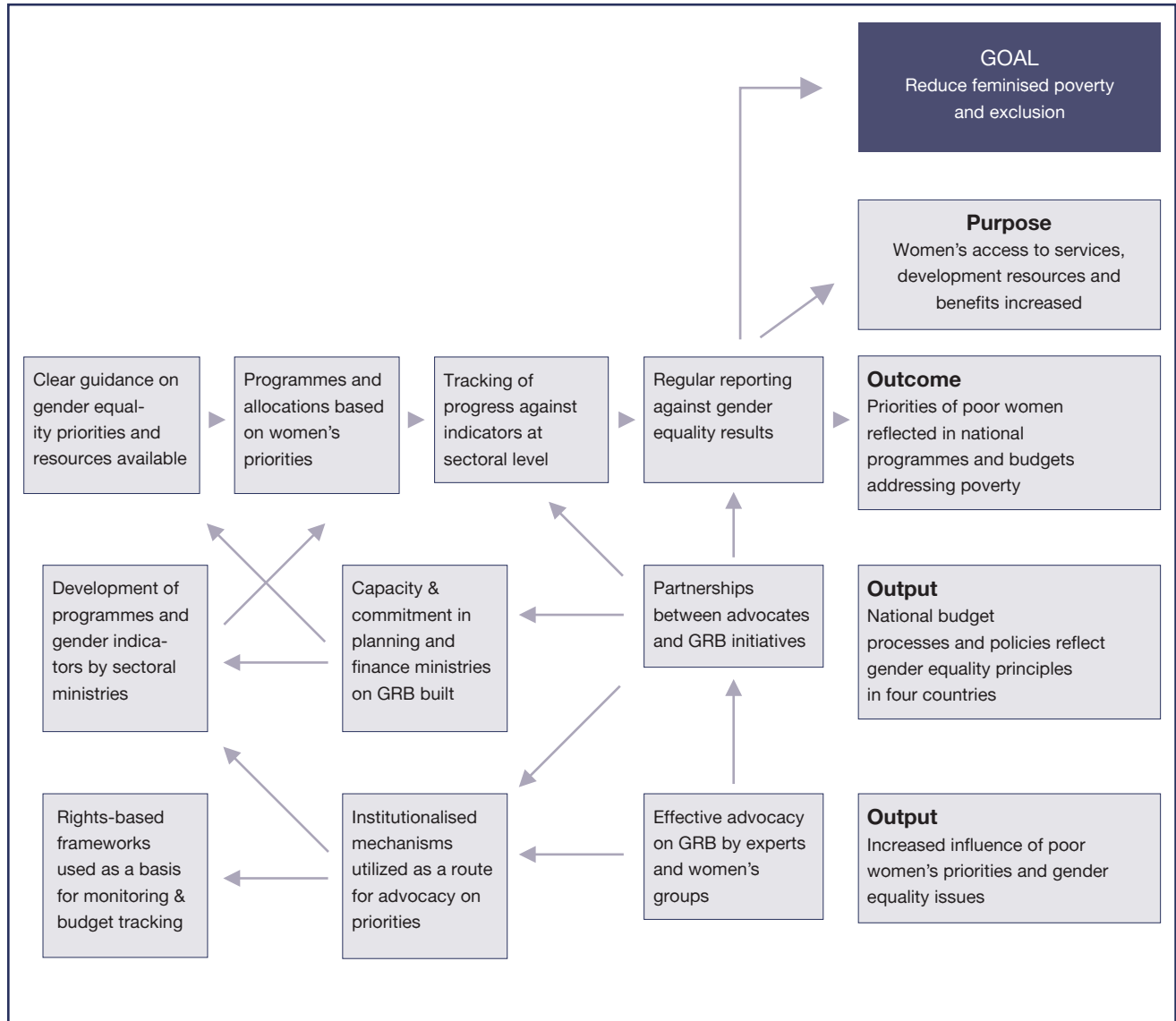


Diagram 10.1 - Illustrative Impact Pathway for GRB Programme



# 11. Recommendations

There are three sets of recommendations, focused on the three evaluation criteria used: relevance, effectiveness and sustainability.

## Relevance

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**The GRB Programme should invest in capacity for the analysis of the context within which it operates and the priorities of its intended beneficiaries**, in particular ensuring that analysis of the policy and institutional environment is documented and communicated. This should provide the following programme gains: improved understanding of institutional entry points, providing evidence that contributes to building consensus amongst different and changing institutional partners, enabling programme staff to make informed judgments of how complex reform processes are likely to play out in different sectors within or beyond the programme life cycle and helping identify potential synergies with other donors.

**The GRB Programme should be more analytical when assessing sources on women's priorities.** Identification of women's priorities should aim to draw on a range of actors, with different roles to play in ensuring that women's opinions are represented in decision-making fora. The human rights conventions and their reporting mechanisms, in particular, CEDAW, could be used as they provide a means for identifying women's priorities and support analysis of the power relationships, both within government and between government and citizens, which enable or prevent women from claiming their rights.

## Effectiveness

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**Cross-country learning should be facilitated by UNIFEM HQ as an ongoing monitoring process.** The GRB Programme has achieved significant results in terms of achieving its objectives, influencing national budget processes (Outcome 1) and improving budget allocations and analysis (Outcome 2). Countries' comparative advantage could be identified and communicated so that others can learn—for example, from Morocco for gender budget analysis, from Mozambique for the gender content of Budget Call Circular Letters, and from Ecuador for institutionalising capacity-building. UNIFEM's headquarters staff could facilitate this learning process at both national and cross-country levels, and opportunities for this sharing should be made a regular part of the implementation process.

**Flexible and opportunistic programming is critical to effective GRB implementation, and this should be expected and supported.** UNIFEM's experience demonstrates that choices about institutional entry points are context specific (and are not fixed, even within the life cycle of one programme phase in one country). Support could be given with some indicative guidance drawn from Phase II, for example, that work to improve the gender sensitivity of budget allocations can be carried out even when sex-disaggregated data and gender-sensitive indicators are not fully in place (though both of these are important for GRB in the medium-term) or that, if the context is favourable, a combination of gender and planning/finance remits seems to be effective for advancing GRB, e.g. through establishing or supporting Gender Units in finance ministries. Log frames and indicators could also be reviewed in order to allow for implementation in often fast-moving policy and political contexts.

**Building and sustaining partnerships requires a conscious and sequenced strategy.** To ensure access to all areas of engagement for GRB, UNIFEM should map the range of government, civil society and donor partnerships that the programme requires and then proceed systematically to develop those partnerships assessing the most strategic relationships and sequencing their development according to opportunities and resources.

**Approaches to staffing the GRB Programme should be reviewed.** High staff turnover meant that programmes often suffered delays in adapting strategies and maximising their effectiveness. Staff changes and vacant posts weaken an already stretched organization of programme administration and in some cases hindered decision-making as there was often short institutional memory both amongst staff and in supporting documentation. UNIFEM should review how such programmes are staffed and supported to reduce or eliminate staff turnover and to ensure systems are in place to retain the programme memory and to ensure that a decision trail is in place, minimizing disruption to the programme.

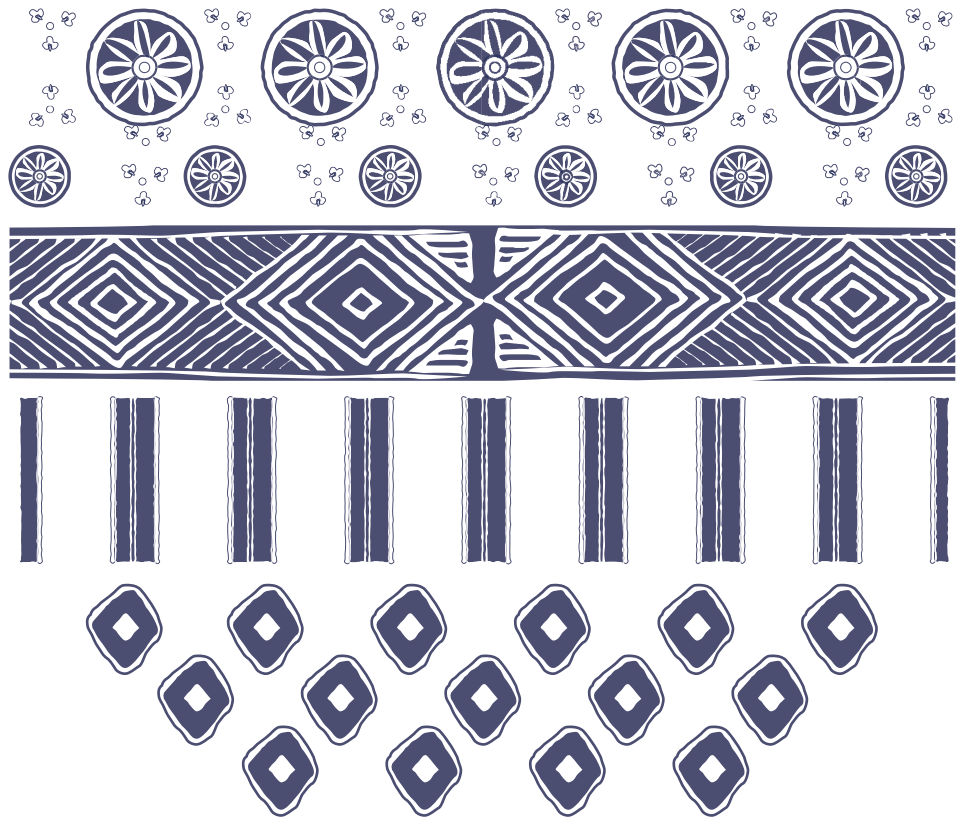
## Sustainability

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**Capacity-building is a route to sustainability, and partners need to see a medium-term commitment from UNIFEM.** UNIFEM should ensure that partners are aware of a coherent, medium-term approach to capacity-building and that monitoring data provides evidence of the effectiveness of different capacity-building approaches. One approach is to aim for institutionalization of provision of GRB capacity-building, e.g. in academic courses, civil service training courses etc. Another shorter term approach is to ensure that capacity-building efforts include follow-up with beneficiaries to assess the effectiveness and utilization of skills and to provide further support where required. However, different contexts may mean that a range of uncoordinated capacity-building activities emerge supported and carried out by disparate actors. UNIFEM could consider adopting a quality assurance role for GRB capacity-building both in terms of resources/materials development and courses. This could draw in regional or international resources to provide technical inputs to training implemented by other actors, encouraging coordination and systematic prioritization of training and promoting realistic but effective approaches to monitoring and evaluation.

## Evaluation Report

# UNIFEM's Work on Gender-Responsive Budgeting



Annexes



# Annex 1

## Terms of Reference for the Corporate Evaluation of the Programme Portfolio UNIFEM's Work on Gender-Responsive Budgeting

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### 1. Background

Gender-responsive budgeting (GRB) has become an internationally acknowledged tool for achieving gender equality. This tool was first pioneered in Australia in 1984, with a federal government assessment of the budget's impact on women. A decade later, the concept was endorsed by the UN's Fourth World Conference on Women and the Beijing Platform for Action in 1995. Presently, more than 90 countries all around the world pursue a variety of GRB initiatives that span civil society, government and international organizations.

Responding to the demand from countries to introduce or institutionalise GRB, the United Nations Development Fund for Women (UNIFEM) contributes extensively to building interest, capacity and commitment to incorporate a gender equality perspective in budgetary processes and practices. Since 2001, UNIFEM has supported GRB initiatives in more than 35 countries and has positioned itself as a leading player in GRB in the UN system.

UNIFEM's global programme, "Strengthening Economic Governance: Applied Gender Analysis to Government Budgets", launched in 2001, provided technical and financial support to gender budget initiatives in Latin America, Africa and Asia-Pacific. The first 4 years of the programme focused on making gender budgeting tools and methodologies available, increasing stakeholders' capacity to advocate and carry out gender budget analysis, improving budgeting and planning processes to enhance gender equality and increasing resource allocations to support gender equality.

The second phase of the programme, implemented in 2005-2008, aimed to ensure that poor women's priorities were adequately reflected in national budgeting processes. Initiatives were put into action in Morocco, Senegal, Mozambique and Ecuador. In these four countries, the programme sought to transform budget execution processes and policies, making them more responsive to principles of gender equality. The programme also aimed to make concrete changes for resource allocation towards women's priorities.

The global programme inspired numerous GRB initiatives, which took shape differently and stretched beyond the scope of the original programme. Currently, UNIFEM's GRB programming consists of a portfolio of cross-regional, thematic, regional and country level programmes that span across different countries and local communities all over the world.

UNIFEM's GRB initiatives operate on different levels and vary in their objectives, but they are united in their ultimate goal: to contribute to the realization of women's rights and gender equality through changes in budget priorities as well as increased women's participation in budgetary debates and decision-making.

### 2. Justification and purpose of the evaluation

In order to assess the effectiveness and relevance of UNIFEM's work in key areas, UNIFEM undertakes a number of strategic corporate evaluations every year. Corporate evaluations are independent assessments that analyse UNIFEM's performance and contribution to the critical areas of gender equality and women's empowerment. They are considered strategic because they provide knowledge on policy issues, programmatic approaches or cooperation modalities.

The evaluation of UNIFEM's work on GRB is a corporate evaluation, and it is undertaken as part of the annual evaluation plan of the Evaluation Unit in 2008. The justification for its selection as a corporate evaluation is based on the existing commitment of donors to fund the programme (the Belgium government), its relevance to the UNIFEM Strategic Plan (2008-2011), its potential for generating knowledge on the role of GRB for greater accountability to women and advancement of the gender equality agenda, the size of investment allocated to this area of work in the last years and its geographic coverage.

In particular, the relevance of this evaluation is remarkable considering that UNIFEM's Strategic Plan has placed a specific focus on **increasing the number of budget processes that fully incorporate gender equality**, defining it as one of the key eight outcomes to which the organization aims to contribute by advancing the goal of implementation of national commitments to gender equality and women's empowerment. It is therefore expected that this evaluation will bring significant evidence and understanding of the factors that enable or hinder successful implementation of GRB processes.

This evaluation is an independent external evaluation, which has both summative and formative components. It seeks to be a forward looking and learning exercise, rather than a pure assessment of GRB programming in UNIFEM. The evaluation deploys a theory-driven approach and aims to assess critically what conditions and mechanisms enable or hinder UNIFEM's work in increasing gender equality in budget processes and practices, as well as evaluate UNIFEM's overall approach to GRB programming. The principal objective is to inform and support UNIFEM's strategy on GRB.

The corporate evaluation will be conducted in different stages. **Stage 1** will constitute a preliminary rapid assessment of GRB initiatives that will aim to clarify the scope of evaluation. **Stage 2** will focus on the *Global GRB Programme: Phase II* as a case study and will assess the programme's results at country level. **Stage 3**, building on the findings of the first two stages, will aim to evaluate

the overall appropriateness (effectiveness, relevance and sustainability) of UNIFEM's approach to GRB programming.

The evaluation will have the following objectives:

To assess UNIFEM's GRB thematic strategy and its technical and political effectiveness in promoting gender equality;

To support GRB programming by consolidating and testing the theories of change that underpin UNIFEM's work in this thematic area;

To identify enabling and disabling factors that affect the implementation of GRB Programmes;

To evaluate progress towards GRB programming outcomes and outputs at country level through a case study of the *Global GRB Programme: Phase II*;

To inform UNIFEM's learning on effective strategies, models and practices in promoting gender accountability in budgetary policies and practices;

To support the selected GRB Programmes in their programming and evaluation by updating their theories of change, identifying indicators and providing monitoring tools.

It is expected that the results of the evaluation will be used as significant inputs for:

UNIFEM's thematic strategy, reflection and learning about work on GRB programming;

The design and implementation of the third stage of the Gender-Responsive Budgeting Programme;

Improving the monitoring and evaluation systems of UNIFEM's current GRB Programmes and preparing the impact evaluation of the selected countries.



### 3. Description of UNIFEM's GRB programming

UNIFEM's GRB programming portfolio supports activities at global, regional, national and local levels to achieve gender equality through research and capacity-building, policy advocacy, networking and knowledge sharing. The Global GRB Programme supports the development of tools for applied gender analysis of expenditure and revenues for adaptation and utilization at the country level. It also promotes women's participation in economic fora and economic governance bodies, and it advocates for debate among international institutions on gender and economic challenges. The country-level initiatives for GRB include the examination and analysis of local, national, and sectoral budgets from a gender perspective and study of the gender-differentiated impact of taxation policies and revenue-raising measures. These efforts seek to promote dialogue among civil society, parliamentarians and officials responsible for budget policy formulation and implementation around gender equality, poverty and human development.

UNIFEM's recent GRB initiatives include:

*The Gender-responsive Budgeting Programme: Phase I, 2001-2004, and Phase II, 2005-2008* (the Belgian government-funded programme, with a budget of more than 5 million Euros over two phases of the programme);

*UNIFEM's Local Level Gender-responsive Budgets Programme: 2003-2006* (funded by the European Commission, provided support of 700,000 Euros to local initiatives in India, Morocco, Uganda and the Philippines);

*Gender Equitable Local Development* (joint thematic programme with UNCDF, UNIFEM and UNDP launched in 2008; with the budget exceeding US\$6 million);

*Application of GRB in the context of Reproductive Health* (joint thematic programme with UNFPA; US\$730,000; 2006-present);

*GRB and Aid Effectiveness: 2008-2011* (the European Commission-funded thematic programme; Euros 2.61 million);

*Engendering Budgets: Making visible women's voluntary contributions to national development in Latin America* (joint programme with UNV; US\$365,500; 2005-2007);

*Strengthening local democratic governability: Latin American gender responsive budget initiatives* (joint programme with AECID; \$1, 400,000; 2006-2009);

Independent regional and country level programmes, projects and activities that are inspired by cross-regional and thematic programming but as such are not directly funded by these programmes.

### 4. The Scope of Evaluation: Evaluation Questions

Regarding the geographic scope and time-frame, **Stage 1** will do an overall scanning of UNIFEM's work in all regions. **Stage 2** will focus its analysis on the *GRB Programme: Phase II* in Ecuador, Morocco, Mozambique and Senegal, covering the time-frame 2005-2008. **Stage 3** will have a global perspective and will explore GRB initiatives in different regions, including Latin America, Central and Eastern Europe, Africa, Asia and Arab States from 2004 to 2008. It is expected that the final geographic focus of the evaluation for **Stage 3** will be defined after preliminary literature and desk reviews and consultations with the programme staff.

The evaluation will address the following key questions:

What approaches does UNIFEM deploy in GRB programming and what underlying assumptions and theories support these programmes?

What are the results of the *GRB Programme: Phase II*? Why and how were these results achieved? What are the good practices, lessons learned and challenges?

What evidence exists to support claims that UNIFEM's GRB programme portfolio is contributing to gender equality and making an impact on the advancement of women's rights?

What key indicators, processes and variables are strategic for tracking and measuring progress in GRB processes?

How do the political, economic, social and institutional contexts affect UNIFEM's GRB work and the achievement of expected results?

What support does UNIFEM provide to its partners working on GRB to achieve results at the country, regional and global levels? To what extent has the national ownership of GRB initiatives been achieved?

How effective, relevant and potentially sustainable are approaches in GRB programming with a view to recommending future directions?

It is expected that the evaluation team will develop an evaluation matrix, which will relate to the above questions, the areas they refer to, the criteria for evaluating them, the indicators and the means for verification as a tool for the evaluation.

## 5. Approach to Evaluation

In order to use available resources effectively and to avoid duplication, the corporate evaluation builds on previously planned evaluations as well as the ample research on GRB already conducted by UNIFEM. As noted previously, the evaluation is carried out in two stages, which differ in their geographical scope and timeframe. We propose that these different stages of the evaluation could be combined by deploying a theory-driven approach to evaluation. The different stages of evaluation will inform each other by identifying, testing and mapping the underlying theories and practices, which enable or obstruct transformative change.

We understand a theory-driven approach as an evaluation methodology that focuses on uncovering the underlying assumptions held about how the programme is believed to be working to achieve its outcomes and then testing these assumptions on the ground once they have been made public. Like any planning and evaluation method, the theory-driven evaluations require the stakeholders to be clear on long-term goals, identify measurable indicators of success and formulate actions to achieve goals. However, its focus on causal relations among resources,

activities, outcomes and the context of intervention makes this method particularly suitable for the assessment of complex programmes, such as UNIFEM's GRB programming. The theory-driven approach makes the programme transparent, allowing the stakeholders to see how it is thought to be working from multiple perspectives. It helps to identify critical areas and issues on which the evaluation should focus. Overall, a theory-driven approach by mapping a process of change from beginning to end establishes a blueprint for the work ahead and anticipates its effects, and it reveals what should be evaluated, when and how.

### Stage 1: Preliminary desk reviews and consultations

The evaluation will start with a rapid scan of the GRB initiatives in the period 2004-2008 and focus groups with the programme staff to identify the key models and theories of change deployed in GRB programming. This preparatory part of evaluation will aim to assess the evaluability of the GRB Programmes/projects/activities and clarify the focus of overall assessment of GRB strategy, referred to below as Stage 3.

### Stage 2: Evaluation of the GRB Programme

This stage will focus on a case study of the *GRB Programme: Phase II* in Ecuador, Morocco, Mozambique and Senegal. Although the former evaluation has been planned as a separate final evaluation, the corporate evaluation will use *the Phase II* as a site for in-depth analysis of the programme theories. During this stage, the key theories of change and their indicators will be constructed and the programme's progress towards its outcomes assessed. The evaluation will be summative and will focus on the results (at the output and outcome levels) as well as on process issues (partnerships and effective management for the achievement of results). Responding to the needs identified by the *GRB Programme: Phase II*, this stage will pay particular attention to the assessment of the effectiveness of GRB implementation strategies used.

### Stage 3: Mapping and assessment of overall UNIFEM's approach to GRB programming

Building on the findings of Stages 1 and 2, the third part will analyse UNIFEM's GRB programming portfolio since 2004 and will aim to assess the validity of UNIFEM's GRB approach based on the results achieved and identify possible constraints. It will involve a comprehensive mapping of UNIFEM's work on GRB and the development of a typology of GRB programmes/projects according to their theories of change. It has to be noted that Stage 2 mostly captures GRB initiatives at the national level, therefore, the theories of change for local and sectoral initiatives in Stage 3 will be constructed drawing on recently conducted evaluations and semi-structured telephone interviews. Depending on the results of initial scanning, a few field visits may be included in this stage of the evaluation. The data analysis will draw connections between GRB programming and UNIFEM's corporate strategy and will assess the coherence and effectiveness of GRB programming.

The third stage of evaluation will have three main purposes:

To assess the extent of UNIFEM's contribution to raising awareness and capacity-building about gender budgets, as well as increasing gender equality in budgetary processes at country, regional and cross-regional levels.

To extract good practices and inform UNIFEM's strategic guidance for future programming on GRB.

To propose a typology of GRB Programmes and develop data capture systems and monitoring tools at a country level for different "types" of programmes/projects. The developed tools will be used to enhance programming by tracking the progress of different "types" of GRB Programmes and projects.

## 6. Methodology

The GRB programming at UNIFEM constitutes a complex programme and project portfolio aimed at promoting gender equality in budgetary processes at country, regional and cross-regional levels. The proposed evaluation approach will take account of this complexity by

combining qualitative and quantitative research methods within a theory-driven approach. The key components of the evaluation design will include literature and desk reviews, case study and global mapping/systemic review of UNIFEM's GRB initiatives.

### Desk and literature reviews (Stage 1)

We propose to begin the process of evaluation by developing a framework of project and programme theories. This step will begin with a mini literature review of key academic and grey literature on underlying aspects of the programmes. The grey literature reviewed will include programme documents, reports, reviews and previous evaluations of UNIFEM's GRB Programmes. Here the evaluators will aim to identify the underlying assumptions (programme theories) that the stakeholders have made about how GRB Programmes are supposed to work. The document analysis will be supported by focus groups and consultation with key programme staff. The desk review will focus on a variety of GRB initiatives, including regional, national, local and thematic programmes, projects and activities. The GRB Programmes will be explored in broad socio-economic and organizational contexts.

### A case study (Stage 2)

The programme theories will be refined and tested focusing on the in depth study of the *GRB Programme: Phase II*. Following the literature and desk reviews, theories will be further developed through a series of semi-structured interviews and focus groups with the GRB Programme management staff, regional and country offices and partners. The consultative element of this stage is crucial for building up a consensus about the programme's overall rationale and desired outcomes and, more specifically, how these work (the generative mechanisms). The good practices and their supporting mechanisms will be mapped and grouped according to the specific programme strands. Finally, surveys of beneficiaries and content analysis of budget policy papers will be conducted to assess the effects of the programme. Data from different research sources will be triangulated to increase its validity.

### Typology and Overall Assessment (Stage3)

The second stage of corporate evaluation will focus on the analysis of secondary data and telephone interviews to evaluate the effectiveness, relevance and sustainability of UNIFEM's GRB approach. Here the semi-structured telephone interviews conducted with key stakeholders will be an important tool for data collection as the available programme/project documents may not provide enough evidence to map the theories of change and propose data capture and monitoring systems for different "types" of projects. If the evaluators identify the need, a few country visits may also be conducted.

The proposed approach and methodology have to be considered as flexible guidelines rather than final standards, and the evaluators will have an opportunity to make their inputs and propose changes in the evaluation design. It is expected that the Evaluation Team will further refine the approach and methodology and submit their detailed description in the proposal and Inception Report. In addition, the refined approach and methodology by the Evaluation Team should incorporate Human Rights and Gender Equality perspectives.

The United Nations Evaluation Group is currently preparing a system-wide guidance on how to integrate Human Rights and Gender Equality in evaluation. This evaluation has been selected for piloting the guide, and that will require approximately three additional person days from the Evaluation Team for the initial briefing and review of the draft guide, piloting process and feedback on the guide.

## 7. Management of the evaluation

This independent evaluation will be managed by the UNIFEM Evaluation Unit. During the evaluation process, it will consult with the GRB Programme unit, Directorate, Geographical and Thematic sections, Subregional offices and key external partners. An advisory panel and a reference group will be constituted in the beginning of the evaluation to guarantee the quality assurance of the study. Coordination in the field including logistical support will be

the responsibility of GRB Programme management and relevant Geographical Sections, Regional and Country Offices.

This evaluation is consultative and has a strong learning component. For the preparation of this ToR, an initial identification of key stakeholders at national and regional levels will be conducted in order to analyse their involvement in the evaluation process. The management of the evaluation will ensure that key stakeholders will be consulted.

After the completion of the evaluation, the final stage of the process will take place, including the dissemination strategy for sharing the lessons learned and the management response to the evaluation results. These activities will be managed by the Evaluation Unit in close consultation with the GRB Programme unit and other relevant units.

The UNIFEM Evaluation Unit may participate in the country missions in collaboration with the evaluation team.

## 8. Time-frame and products

The evaluation will be conducted between September 2008 and January 2009. Approximately 200 person days will be required for the conduction of this evaluation.

Product / Activity	Estimated dates
<b>Stage 1 Key product – preliminary models and programme theories identified and the scope of Stage 3 defined</b>	
<p><b>Inception report</b> of the evaluation team, which includes the evaluation methodology and the timing of activities and deliverables.</p> <hr/> <p><b>Summary report</b> of rapid scanning and evaluability assessment, including set criteria for selection of initiatives to be evaluated.</p>	<p>28 September – 7 October 2008</p> <hr/> <p>17 October 2008</p>
<b>Stage 2 Key Product – the Evaluation Report for the GRB Programme: Phase II</b>	
<p><b>Data collection</b> (including field work)</p> <hr/> <p><b>Progress Report</b> of the Field work to UNIFEM's Evaluation Unit and key internal and external stakeholders.</p> <hr/> <p><b>Power Point presentation</b> on preliminary findings, lessons learned and recommendations.</p> <hr/> <p><b>Draft full report</b> highlighting key evaluation findings and conclusions, lessons and recommendations. The format of the evaluation report will be agreed with the evaluators.</p> <hr/> <p><b>Final evaluation report</b> and five-page <b>executive summary</b></p>	<p>7 October – 15 November 2008</p> <hr/> <p>31 October 2008</p> <hr/> <p>17 November 2008</p> <hr/> <p>3 December 2008</p> <hr/> <p>15 December 2008</p>
<b>Stage 3 Final Report for the Corporate Evaluation, which builds on Stage 2 but also has additional components</b> (*would start in parallel with Stage 2)	
<p>Assessment of the overall GRB approach, including the typology of the programmes, and development of monitoring tools.</p> <hr/> <p>Final report on the assessment of overall GRB approach, which builds on the findings of Stage 1.</p> <hr/> <p>Dissemination event/web podcast/video of evaluation results using new media/video/ alternative methods.</p>	<p>15 -31 December 2008</p> <hr/> <p>15 January 2009</p> <hr/> <p>17 January 2009</p>

## 9. Team composition

An international team of consultants supported by local experts and research/technical assistance and the Evaluation Unit will undertake the evaluation. There will be four to six team members with experience linked to evaluation, gender equality and economic policy with specific knowledge of GRB and public financial management systems. There will be one evaluation team member for each country at Stage 1, one of whom will be a team leader. The Evaluation Unit may post the Task Manager of the corporate evaluation as a team member, who will be involved in the conduction of the evaluation.

The composition of the team should reflect substantive evaluation experience in gender and economic policy areas. A team leader should demonstrate capacity for strategic thinking and expertise in global GRB issues. The team's experience should reflect cross-cultural experience in development. The team also should include national experts.

### a. Evaluation Team Leader – International Consultant

At least a master's degree; PhD preferred, in any social science.

10 years of working experience in evaluation and at least 5 in evaluation of development programmes. Experience in evaluation of large programmes involving multi-countries and theory-driven evaluations.

Proven experience as evaluation team leader with ability to lead and work with other evaluation experts.

5 years of experience and background on gender equality and economic policy with specific knowledge of GRB and public financial management systems and public sector reform.  
Experience in working with multi-stakeholders essential: governments, CSOs and the UN/multilateral/bilateral institutions. Experience in participatory approach is an asset. Facilitation skills and ability to manage diversity of views in different cultural contexts.

Experience in capacity development essential.

Familiarity with any of the specific countries covered by the programme is an asset.

Ability to produce well-written reports demonstrating analytical ability and communication skill.

Ability to work with the organisation commissioning the evaluation and with other evaluation stakeholders to ensure that a high-quality product is delivered on a timely basis.

Fluent in English.

The Evaluation Team leader will be responsible for coordinating the evaluation as a whole, the evaluation team, the workplan and the presentation of the different evaluation products.

### a. Evaluation Team Members – Regional/National Consultants

At least a master's degree related to any of the social sciences.

At least 5 years experience in evaluation.

Familiarity with Morocco, Senegal, Ecuador and Mozambique is essential. Preference to be given to consultants familiar with most number of countries covered by the programme to be evaluated.

Good understanding of gender equality and economic policy. At least 5 years experience in this field. Familiarity with GRB is an asset.

Experience in working with at least two of the following types of stakeholders: government, civil society and multilateral institution.

Good analytical ability and drafting skills.

Ability to work with a team.

Fluent in English. Working knowledge of an additional language used in one of the countries essential (Spanish/French), in two or more countries is an asset.

## 10. Ethical code of conduct for the evaluation

It is expected that the evaluators will respect the ethical code of conduct of the United Nations Evaluation Group (UNEG):

**Independence:** Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.

**Impartiality:** Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project or organisational unit being evaluated.

**Conflict of Interest:** Evaluators are required to disclose in writing any past experience that may give rise to a potential conflict of interest and to deal honestly in resolving any conflict of interest which may arise.

**Honesty and Integrity:** Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations and scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.

**Competence:** Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.

**Accountability:** Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed while operating in a cost-effective manner.

**Obligations to Participants:** Evaluators shall respect and protect the rights and welfare of human subjects and communities in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.

**Confidentiality:** Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality while ensuring that sensitive information cannot be traced to its source.

**Avoidance of Harm:** Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation without compromising the integrity of the evaluation findings.

**Accuracy, Completeness and Reliability:** Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale so that stakeholders are in a position to assess them.

**Transparency:** Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.

**Omissions and wrong-doing:** Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.





# Annex 2A

## Evaluation Matrix

The following Evaluation Matrix provides more detail for the Summary Evaluation Matrix in section 2.1.3 of this report. It is organized by the five fields of investigation (focusing on results, contextualising the analysis, etc.) and correlates the objective of each area of investigation with

the evaluation criteria (efficiency, effectiveness, etc.), questions from the ToRs and evaluation components (process evaluation, outcomes assessment, etc.). The Matrix also includes indicators and means of verification for each objective of investigation.

### Field of investigation: Focusing on results

**Evaluation criteria:** **efficiency** (were the things done right?), **effectiveness** (were the right things done?), **sustainability** (effectiveness, degree of client satisfaction, partnership and ownership)

**Evaluation questions from ToRs:** What are the results of the GRB Programme: Phase II? Why and how were these results achieved? What are the good practices, lessons learned and challenges? What evidence exists to support claims that UNIFEM's GRB Programme portfolio is contributing to gender equality and making an impact on the advancement of women's rights? What key indicators, processes and variables are strategic for tracking and measuring progress in GRB processes in the short, medium and long-term?

Capacity-building approaches (individual, organizational, institutional)	Indicator	Means of verification
<p>Objective of this area of investigation: <b>to assess what capacity-building has been designed, delivered and monitored</b></p> <hr/> <p>Evaluation criterion: Efficiency Evaluation component: Process evaluation</p>	<p>Range of capacity-building approaches used Extent of changes through time in capacity-building approaches used (target groups, content, timing, etc.) Amount and type of information UNIFEM has available about capacity-building approaches used</p>	<p>Programme documentation Interviews with key informants Focus group meeting Web-based survey Literature review GRB categorization and mapping</p>
<p>Objective of this area of investigation: <b>to assess how capacity-building has made change possible</b></p> <hr/> <p>Evaluation criterion: Effectiveness Evaluation component: Outcomes assessment</p>	<p>Extent of GRB activities undertaken by different actors Degree of clarity in explanations of approaches used</p>	<p>Verbal or documented examples of change cited by GRB actors</p>
<p>Objective of this area of investigation: <b>to assess whether capacity-building will continue independently from UNIFEM</b></p> <hr/> <p>Evaluation criterion: Sustainability Evaluation component: Outcomes assessment</p>	<p>Number of GRB capacity-building activities underway or planned without direct, current UNIFEM involvement Number of GRB capacity-building activities incorporated into mainstream government training</p>	<p>Verbal or documented examples cited by GRB actors</p>

Sectoral piloting approaches	Indicator	Means of verification
<p>Objective of this area of investigation: <b>to assess what approaches UNIFEM has adopted in supporting sectoral pilots</b></p> <hr/> <p>Evaluation criterion: Efficiency Evaluation component: Process evaluation</p>	<p>Range, timing, selection and focus of sectoral piloting approaches used Extent of changes through time in sectoral piloting approaches used Amount and type of information UNIFEM has available about sectoral piloting approaches used</p>	<p>Programme documentation Interviews with key informants Focus group meeting Web-based survey Literature review GRB categorization and mapping</p>
<p>Objective of this area of investigation: <b>to assess how sectoral piloting has made change possible</b></p> <hr/> <p>Evaluation criterion: Effectiveness Evaluation component: Outcome assessment</p>	<p>Types of gender-responsive changes in sector planning and budgeting mechanisms and allocations Degree of clarity in explanations of approaches used</p>	<p>Verbal or documented examples of change cited by actors in the pilot sector or influencing the pilot sector</p>
<p>Objective of this area of investigation: <b>to assess whether sectoral pilots has resulted in long-term changes in relation to service providers and/or users</b></p> <hr/> <p>Evaluation criterion: Sustainability Evaluation component: Outcomes assessment</p>	<p>Range of examples of long-term changes in the provision or use of sectoral services</p>	<p>Verbal or documented examples of long-term change cited by actors in the pilot sector or influencing the pilot sector</p>
Evidence-based advocacy	Indicator	Means of verification
<p>Objective of this area of investigation: <b>to assess what advocacy initiatives have been undertaken related to GRB</b></p> <hr/> <p>Evaluation criterion: Efficiency Evaluation component: Process evaluation</p>	<p>Range of advocacy initiatives undertaken Extent of changes through time in advocacy approach, target and/or messages used Amount and type of information UNIFEM has available about evidence-based advocacy approaches used</p>	<p>Programme documentation Interviews with key informants Focus group meeting Web-based survey Literature review GRB categorization and mapping</p>
<p>Objective of this area of investigation: <b>to assess how evidence-based advocacy has made change possible</b></p> <hr/> <p>Evaluation criterion: Effectiveness Evaluation component: Outcomes assessment</p>	<p>Range of evidence-based GRB advocacy actions undertaken Number of examples of use of evidence from GRB advocacy in policy and budgeting processes Degree of clarity in explanations of approaches used</p>	<p>Verbal or documented examples of long-term change cited by actors engaged with GRB initiatives</p>
<p>Objective of this area of investigation: <b>to assess whether evidence-based advocacy has contributed to long-term changes in relation to achieving gender equality and/or fulfilling women's rights</b></p> <hr/> <p>Evaluation criterion: Sustainability Evaluation component: Outcomes assessment</p>	<p>Range of examples of long-term gender-responsive changes in content of policy and budgeting mechanisms and/or changes in actors involved (gender machinery, sectors, central planning and finance ministries, civil society, etc.)</p>	<p>Verbal or documented examples of long-term change cited by actors engaged with GRB initiatives</p>

UNIFEM's institutional and organizational arrangements	Indicator	Means of verification
<p>Objective of this area of investigation: <b>to assess UNIFEM's organizational, planning, monitoring and evaluation (PM&amp;E) and communication arrangements and financial performance in its GRB programming</b></p> <hr/> <p>Evaluation criterion: Efficiency Evaluation component: Process evaluation</p>	<p>Degree of clarity and consistency in institutional and organizational arrangements for GRB programming</p> <p>Extent of changes through time in institutional and organizational arrangements for GRB programming</p> <p>Number of planned GRB activities implemented</p> <p>Proportion of planned GRB Programme budget actually spent annually</p>	<p>Programme documentation</p> <p>Interviews with key informants</p>
<p>Objective of this area of investigation: <b>to assess UNIFEM's organizational learning in relation to GRB programming</b></p> <hr/> <p>Evaluation criterion: Effectiveness Evaluation component: Outcomes assessment</p>	<p>Range of examples of organizational learning cited by UNIFEM staff</p>	<p>Verbal or documented examples of learning cited by UNIFEM staff</p>

### Field of investigation: Contextualising the analysis

**Evaluation criteria: relevance, sustainability** (effectiveness, degree of client satisfaction, partnership and ownership)

**Evaluation questions from ToRs:** How do the political, economic, social and institutional contexts affect UNIFEM's GRB work and the achievement of expected results? How effective, relevant and potentially sustainable are approaches in GRB programming with a view to recommending future directions?

Situation analysis (as part of programme design)	Indicator	Means of verification
<p>Objective of this area of investigation: <b>to assess UNIFEM's understanding of the environment in which GRB programming was intended to occur</b></p> <hr/> <p>Evaluation criterion: Relevance Evaluation component: Needs assessment</p>	<p>Degree of completeness of situation analysis documentation</p> <p>Degree of completeness of UNIFEM staff's understanding of the contextual factors important in determining stakeholders' needs and priorities and/or strategy adopted, focus and outcomes of GRB programming</p>	<p>Programme documentation</p> <p>Interviews with key informants</p>
<p><b>Changes in external context during life cycle of the project</b></p>	<p><b>Indicator</b></p>	<p><b>Means of verification</b></p>
<p>Objective of this area of investigation: <b>to assess UNIFEM's ongoing understanding of the environment in which GRB programming was taking place</b></p> <hr/> <p>Evaluation criterion: Sustainability Evaluation component: Assessment of external factors</p>	<p>Degree of completeness of project reporting with regard to changes in the external context during the implementation of GRB Programmes</p> <p>Degree of completeness of UNIFEM staffs' understanding of which contextual factors are important in determining stakeholders' needs and priorities and how changes in external context influence GRB Programme strategies and expected outcomes</p>	<p>Programme documentation</p> <p>Interviews with key informants</p>

## Field of investigation: Ensuring partnership and ownership

**Evaluation criteria:** client satisfaction, sustainability (effectiveness, degree of client satisfaction, partnership and ownership)

**Evaluation questions from ToRs:** What support does UNIFEM provide to its partners working on GRB to achieve results at the country, regional and global levels? To what extent has the national ownership of GRB initiatives been achieved? How effective, relevant and potentially sustainable are approaches in GRB programming with a view to recommending future directions?

Ownership	Indicator	Means of verification
<p>Objective of this area of investigation: <b><i>to assess what GRB stakeholders say about UNIFEM's approach to GRB programming</i></b></p> <hr/> <p>Evaluation criterion: Client satisfaction Evaluation component: Process assessment</p>	<p>Range of GRB stakeholders with opinions about UNIFEM's approach to GRB programming Degree of positive comment on UNIFEM's approach to GRB programming</p>	<p>Interviews with key informants Focus group meeting</p>
<p>Objective of this area of investigation: <b><i>to assess what actions have been put in place/are planned to continue GRB programming beyond UNIFEM's involvement</i></b></p> <hr/> <p>Evaluation criterion: Sustainability Evaluation component: Outcomes assessment</p>	<p>Number of examples of GRB activities/ systems in place/planned without direct UNIFEM technical or financial support</p>	<p>Programme documentation Interviews with key informants Focus group meeting Web-based survey</p>
Partnership	Indicator	Means of verification
<p>Objective of this area of investigation: <b><i>to assess what actors involved in design, delivery or assessment of UNIFEM's GRB programming say about UNIFEM's approach</i></b></p> <hr/> <p>Evaluation criterion: Client satisfaction Evaluation component: Process assessment</p>	<p>Degree of informed comment on UNIFEM's approach to GRB programming from actors UNIFEM identifies as partners</p>	<p>Interviews with key informants Focus group meeting</p>
<p>Objective of this area of investigation: <b><i>to assess UNIFEM's approach to selecting and supporting partners</i></b></p> <hr/> <p>Evaluation criterion: Sustainability Evaluation component: Outcomes assessment</p>	<p>Number of examples of partnerships that UNIFEM identifies as successful Number of examples of partnerships that partners identify as successful Degree of clarity and consistency in (a) UNIFEM's and (b) partner's description of the partnership and most important elements of the partnership</p>	<p>Programme documentation Interviews with key informants Focus group meeting Web-based survey</p>

**Field of investigation: Identifying good practice****Evaluation criteria: efficiency, effectiveness, client satisfaction****Evaluation questions from ToRs:** What key indicators, processes and variables are strategic for tracking and measuring progress in GRB processes? How can the experiences of GRB programming provide recommendations for the future direction of GRB?

Developing good practice	Indicator	Means of verification
<p>Objective of this area of investigation: <b><i>to identify the features of practice that stakeholders identify as promising or good</i></b></p> <hr/> <p>Evaluation criteria: efficiency, client satisfaction Evaluation component: process assessment</p>	<p>Number of examples of promising or good practice identified by UNIFEM staff and other GRB stakeholders Degree of clarity in stakeholders' description and analysis of the practices identified as promising or good</p>	<p>Programme documentation Interviews with key informants Focus group meeting Web-based survey Literature review GRB categorization and mapping</p>
Sharing good practice	Indicator	Means of verification
<p>Objective of this area of investigation: <b><i>to assess mechanisms for sharing good practices</i></b></p> <hr/> <p>Evaluation criterion: Effectiveness Evaluation component: Overall theory of change</p>	<p>Number of mechanisms for sharing documented information on GRB programming Number of mechanisms in place for putting GRB actors in touch with each other for collaboration, learning and knowledge sharing</p>	<p>Programme documentation Interviews with key informants Focus group meeting Web-based survey Literature review GRB categorization and mapping</p>

**Field of investigation: Understanding the programmatic concept****Evaluation criteria: effectiveness, replicability****Evaluation questions from ToRs:** What approaches does UNIFEM deploy in GRB programming and what underlying assumptions and theories support these programmes? How well specified were the objectives? How well linked were the objectives and the strategies adopted?

Programmatic logic	Indicator	Means of verification
<p>Objective of this area of investigation: <b><i>to assess whether there is an articulated and shared understanding of why and how GRB programming contributes to gender equality and women's empowerment</i></b></p> <hr/> <p>Evaluation criteria: Effectiveness, replicability Evaluation component: Outcomes assessment</p>	<p>Extent to which UNIFEM staff and other GRB stakeholders can articulate a programmatic logic for GRB Range of opinions about why and how GRB programming contributes to gender equality and women's empowerment Degree of clarity and consistency with which UNIFEM staff and GRB partners describe the relationship between programme logic, activities, expected outcomes and indicators</p>	<p>Programme documentation Interviews with key informants Focus group meeting Web-based survey Literature review GRB categorization and mapping</p>



# Annex 2B

## Interview Record Form

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This form should be used to record key conclusions and other relevant data from each semi-structured interview with a GRB stakeholder.

**Name of person interviewed:**  
**Job title:**  
**Institution:**  
**Name of interviewer:**  
**Date of interview:**

### 1) Field of investigation: Focusing on results

Evaluation criteria: efficiency (were the things done right?), effectiveness (were the right things done?), sustainability (effectiveness, degree of client satisfaction, partnership and ownership)

#### 1.1) Capacity-building approaches (individual, organizational, institutional)

##### ***Assessment of what capacity-building has been designed, delivered and monitored***

*Key conclusions and other relevant data*

##### ***Assessment of how capacity-building has made change possible***

*Key conclusions and other relevant data*

##### ***Assessment of whether capacity-building will continue independently from UNIFEM***

*Key conclusions and other relevant data*

#### 1.2) Sectoral piloting approaches

##### ***Assessment of what approaches UNIFEM has adopted in supporting sectoral pilots***

*Key conclusions and other relevant data*

**Assessment of how sectoral piloting has made change possible**

*Key conclusions and other relevant data*

**Assessment of whether sectoral pilots has resulted in long-term changes in relation to service providers and/or users**

*Key conclusions and other relevant data*

**1.3) Evidence-based advocacy****Assessment of what advocacy initiatives have been undertaken related to GRB**

*Key conclusions and other relevant data*

**Assessment of how evidence-based advocacy has made change possible**

*Key conclusions and other relevant data*

**Assessment of whether evidence-based advocacy has contributed to long-term changes in relation to achieving gender equality and/or fulfilling women's rights**

*Key conclusions and other relevant data*

**1.4) UNIFEM's institutional and organizational arrangements****Assessment of UNIFEM's organizational, planning, monitoring and evaluation (PM&E) and communication arrangements and financial performance in its GRB programming**

*Key conclusions and other relevant data*

**Assessment of UNIFEM's organizational learning in relation to GRB programming**

*Key conclusions and other relevant data*



## 2) Field of investigation: Contextualising the analysis

Evaluation criteria: relevance, sustainability (effectiveness, degree of client satisfaction, partnership and ownership)

### 2.1) Situation analysis (as part of programme design)

**Assessment of UNIFEM's understanding of the environment in which GRB programming was intended to occur**

*Key conclusions and other relevant data*

### 2.2) Changes in external context during life cycle of the project

**Assessment of UNIFEM's ongoing understanding of the environment in which GRB programming was taking place**

*Key conclusions and other relevant data*

## 3) Field of investigation: Ensuring partnership and ownership

Evaluation criteria: client satisfaction, sustainability (effectiveness, degree of client satisfaction, partnership and ownership)

### 3.1) Ownership

**Assessment of what GRB stakeholders say about UNIFEM's approach to GRB programming**

*Key conclusions and other relevant data*

**Assessment of what actions have been put in place/are planned to continue GRB programming beyond UNIFEM's involvement**

*Key conclusions and other relevant data*

### 3.2) Partnership

**Assessment of what actors involved in design, delivery or assessment of UNIFEM's GRB programming say about UNIFEM's approach**

*Key conclusions and other relevant data*

**Assessment of UNIFEM's approach to selecting and supporting partners**

*Key conclusions and other relevant data*

**4) Field of investigation: Identifying good practice**

Evaluation criteria: efficiency, effectiveness, client satisfaction

**4.1) Developing good practice**

*Identification of the features of practice that stakeholders identify as promising or good*

*Key conclusions and other relevant data*

**4.2) Sharing good practice**

*Assessment of mechanisms for sharing good practice*

*Key conclusions and other relevant data*

**5) Field of investigation: Understanding the programmatic concept**

Evaluation criteria: effectiveness, replicability

**5.1) Programmatic logic**

*Assessment of whether there is an articulated and shared understanding of why and how GRB programming contributes to gender equality and women's empowerment*

*Key conclusions and other relevant data*

# Annex 2C

## Evaluation Questions

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The following sets of questions are organized following the format of the Evaluation Matrix. Questions are provided for each of the five fields of investigation (focusing on results, contextualising the analysis, etc.). Within each field of investigation, questions are provided for the different evaluation components (process evaluation, outcomes assessment, etc.). The objective of each area of questioning is identified in the Evaluation Matrix. The evaluation criteria (efficiency, effectiveness, etc.) that will be used to assess the various areas of GRB programming are also identified. Information should be gathered that will enable reporting against these evaluation criteria.

When interviewing different types of key informants and structuring focus group meetings, a selection of a limited number of questions should be made from possible options provided below. It may not be possible to cover all five fields of investigation in every interview. However, questions should be selected to cover a cross-section of the different fields of investigation.

Indicative evaluation questions are listed below:

### 1) Field of investigation: Focusing on results

#### 1.1a) Capacity-building approaches – process evaluation

Objective of this area of investigation: ***to assess what capacity-building has been designed, delivered and monitored***

Evaluation criterion: Efficiency

How has the content of training changed throughout the project? What changes have been made in selecting who is trained? What training tools and materials have been developed? Who decided and how have these changed throughout the life cycle of the programme?

What systems were in place to assess the results of training (immediate or follow-up)? How good was record keeping about who has been trained? How has this information been used?

What do participants remember about the content of any training they received? To what extent was the training appropriate to the scope of the work of those trained and to their capacity? To what extent was the timing of training appropriate?

How has technical assistance (TA) been used for capacity-building? Who decided (about) what TA was required and who provided TA? Who received it? What systems were in place to assess TA?

What do stakeholders feel about the quality and the content of the capacity-building activities? (*tools, training, advice*)

Have other capacity-building approaches been used, such as exchange visits, job swaps and secondments? Who decided about approaches? Who was selected and how were they selected for capacity-building? What systems were in place to assess these capacity-building approaches?

What kind of documentation related to capacity-building did the programme produce? Who decided what was produced? How was the documentation disseminated and used? By whom? To what extent do partners/stakeholders assess the documentation to be useful and helpful? Where do stakeholders feel that there are gaps in documentation?

In what ways has capacity-building focused on individuals (human resource development), organizational strengthening (equipment, working spaces, etc.) and institutional strengthening (systems, procedures, mechanisms guiding or controlling work, etc.)? What has been the weighting between human resource development/organizational/institutional capacity developments? Who decided?

### 1.1b) Capacity-building approaches – outcomes assessment

Objective of this area of investigation: *to assess how capacity-building has made change possible*

Evaluation criterion: Effectiveness

How have those who participated in training applied their knowledge? List specific examples related to:

- GRB tools for budget analysis,
- national or sectoral planning mechanisms,
- sex-disaggregated data.

Provide detail of changes through time, actors involved, learning and gather documentary evidence (budget tools, national or sectoral planning documents, etc.).

To what extent has the capacity of the Ministry of Finance, Ministry of Planning and of sector ministries on GRB been enhanced by the programme? What are they able to do now that they weren't able to do before? How have their attitudes and knowledge changed? What are the examples that demonstrate this change?

To what extent has the programme strengthened the capacity of women's rights advocates in the budgeting process? What specific skills were introduced for advocacy work? What are they able to do now that they weren't able to do before? How have their attitudes and knowledge changed? What are the examples that demonstrate this change?

Objective of this area of investigation: *to assess whether capacity-building will continue independently from UNIFEM*

Evaluation criterion: Sustainability

To what extent has there been a change in availability of expertise on GRB at the country level? How much is this due to UNIFEM-supported GRB work?

What evidence is there that capacity-building initiatives have continued or been extended to other areas without requiring ongoing, direct UNIFEM inputs? List examples.

### 1.2a) Sectoral piloting approaches – process evaluation

Objective of this area of investigation: *to assess what approaches UNIFEM has adopted in supporting sectoral pilots*

Evaluation criterion: Efficiency

How were sectoral pilots identified and how has the focus of or actors involved in sectoral pilots changed throughout the programme? Who decided and what caused these changes?

What were the main approaches used for achieving change in the sector? Training? Technical assistance?

Which systems/mechanisms within the sector were addressed in the pilot? To what extent were planned changes achieved?

What staff continuity/changes have there been relevant to the pilot? How have these affected the pilot?

What institutional continuity/changes have there been relevant to the pilot (e.g. change in where departments are located in government structure, change in ministry structures, etc.)? How have these affected the pilot?

What systems were in place to assess progress in the sectoral pilot? How has information on progress been used?

What kind of documentation related to sectoral pilot approaches did the programme produce? How was the documentation disseminated and used? By whom? To what extent do partners/stakeholders assess the documentation to be useful and helpful? Where do stakeholders feel that there are gaps in documentation?

### 1.2b) Sectoral piloting approaches – outcomes assessment

Objective of this area of investigation: *to assess how sectoral piloting has made change possible*

Evaluation criterion: Effectiveness

To what extent have the objectives of the pilot been achieved? What have been the obstacles?

What specific changes in sector planning and budgeting mechanisms and/or content have taken place over the life cycle of the programme? In what ways can changes be attributed to UNIFEM supported actions?

Which actors (departments, individuals) have changed their ways of working and/or ideas on priorities over the life cycle of the programme? In what ways can changes be attributed to UNIFEM supported actions?

Objective of this area of investigation: *to assess whether sectoral pilots result in long-term changes in relation to service providers and/or users*

Evaluation criterion: Sustainability

Is it possible to identify any current or likely future changes in the lives of the intended target groups (beneficiaries) of the sector that have/will result from the pilot? What do actors involved in implementing the pilot identify as the long-term changes they think the pilot will bring?

### 1.3a) Evidence-based advocacy – process evaluation

Objective of this area of investigation: *to assess what advocacy initiatives have been undertaken related to GRB*

Evaluation criterion: Efficiency

What have been the key advocacy messages promoted in the programme? What have been the target audiences/systems/tools? How were these identified? How have these changed throughout the life cycle of the programme?

What types and sources of evidence have been used as a basis for advocacy? How have these been developed? How have they been used? What have been the limitations of the evidence base (content and/or format and /or timing)?

Which actors were identified as advocates? How has this changed throughout the life cycle of the programme? Why have changes been made?

What kind of documentation related to evidence-based advocacy approaches did the programme produce? Who decided what was produced? How was the documentation disseminated and used? By whom? To what extent do partners/stakeholders assess the documentation to be useful and helpful? Where do stakeholders feel that there are gaps in documentation?

### 1.3b) Evidence-based advocacy – outcomes assessment

Objective of this area of investigation: *to assess how evidence-based advocacy has made change possible*

Evaluation criterion: Effectiveness

What changes have resulted in the systems and tools used in the planning and budgeting cycle and/or in the content of plans and budgets (sectoral, national) as a result of evidence-based advocacy? What evidence is there of these changes?

What changes have resulted in the attitudes and priorities of target audiences for advocacy? Give specific examples.

What do the actors identified as advocates see as the successes and limitations of their advocacy? Give specific examples.

What kind of documentation related to advocacy did the programme produce? Who decided what was produced? How was the documentation disseminated and used? By whom? To what extent do partners/stakeholders assess the tools to be useful and helpful? Where do stakeholders feel that there are gaps in documentation?

Objective of this area of investigation: *to assess whether evidence-based advocacy has contributed to long-term changes in relation to achieving gender equality and/or fulfilling women's rights*

Evaluation criterion: Sustainability

Have the actors identified as advocates carried out further advocacy not specifically as part of the UNIFEM programme? Have they used evidence? Have they achieved the changes they wanted?

### 1.4a) UNIFEM's institutional and organizational arrangements – process evaluation

Objective of this area of investigation: *to assess UNIFEM's organizational, planning, monitoring and evaluation (PM&E) and communication arrangements and financial performance in its GRB programming*

Evaluation criterion: Efficiency

What have UNIFEM's organizational arrangements been for the GRB Programme? How have these changed throughout the life cycle of the programme and who decided? What effect has this had on the operation of the GRB Programme? Has UNIFEM ensured adequate human, financial and technical resources for the programme?

What are the systems and processes for monitoring, tracking and evaluating programme results and indicators (e.g. log frame, M&E mechanism, reporting mechanism)? What monitoring activities have been undertaken throughout the lifetime of the programme and by whom (e.g. regional office monitoring missions, donor monitoring missions, strategic planning reviews)? To what extent are the tracking mechanisms and the indicators developed by the programme appropriate for measuring progress and change? (Explore differences between systems and tools produced by HQ and at the country level.)

To what extent have the findings of the midterm reviews and regular progress reports contributed to learning? Can you give examples demonstrating how those were incorporated in the programme?

How has the communication/information flow between country office and HQ functioned (e.g. timeliness of responses and feedback, relevance of feedback, clarity of communications)? What issues/challenges exist and why?

To what extent are the delivery rates in accordance with the original programme work plan? What was the annual budget for UNIFEM's GRB Programme in the country? The annual spend?

### 1.4b) UNIFEM's institutional and organizational arrangements – outcomes assessment

Objective of this area of investigation: *to assess UNIFEM's organizational learning in relation to GRB programming*

Evaluation criterion: Effectiveness

To what extent have UNIFEM country offices/staff benefited from learning from other country experiences?

To what extent have M&E systems and processes contributed to the programme learning?

## 2) Field of investigation: Contextualising the analysis

### 2.1) Situation analysis (as part of programme design) - needs assessment

Objective of this area of investigation: *to assess UNIFEM's understanding of the environment in which GRB programming was intended to occur*

Evaluation criterion: Relevance

How was the situation and needs analysis undertaken for the GRB intervention? How long did the process take?

What was the basis for choosing sectors for pilot approaches? To what extent was the choice of the sector relevant to women's needs in the country?

What other GRB interventions and/or actors were identified by UNIFEM during the design stage of the GRB Programme? In what ways were any other GRB interventions and/or actors identified as being complementary to UNIFEM's GRB programming?

With hindsight, were there any factors in the political, economic and social contexts that should have been taken into account when designing the programme? Provide details.

## 2.2) Changes in external context during life cycle of the project - assessment of external factors

Objective of this area of investigation: *to assess UNIFEM's ongoing understanding of the environment in which GRB programming was taking place*

Evaluation criterion: Sustainability

Have there been any unexpected changes in the external environment that have significantly affected the functioning or results of the programme? Provide details. Could these have been foreseen?

What other GRB interventions and/or actors have started up during the life cycle of UNIFEM's GRB Programme? How much information do UNIFEM staff members have about any other GRB interventions/actors?

## 3) Ensuring partnership and ownership

### 3.1a) Ownership – process evaluation

Objective of this area of investigation: *to assess what GRB stakeholders say about UNIFEM's approach to GRB programming*

Evaluation criterion: Client satisfaction

In UNIFEM's GRB Programme:

- Who was involved in requesting training? Designing training content?
- Who was involved in requesting any technical assistance?
- Who was involved in deciding sectoral pilots? In deciding any changes throughout the project?
- Who was involved in deciding any changes made throughout the life cycle of the programme to the advocacy approach/target audiences/advocates? How were these changes agreed?
- Who was involved in analysing the context before the programme began?

How are stakeholders involved in monitoring GRB work?

What comments do stakeholders make about the extent and style of their participation in the programme?

### 3.1b) Ownership – outcomes assessment

Objective of this area of investigation: *to assess what actions have been put in place/are planned to continue GRB programming beyond UNIFEM's involvement*

Evaluation criterion: Sustainability

What examples demonstrate government ownership of changes brought about during the life cycle of the programme?

What specific activities do government, civil society organizations or others say they will continue regardless of whether UNIFEM support continues? How are these activities funded (when UNIFEM support ends)?

To what extent has the programme been successful in positioning GRB work within broader national planning, budgeting and monitoring frameworks (PRSP, budget reform, public sector reform, aid management, decentralization, etc.)?

To what extent has the programme been successful in fostering the participation of civil society and women's organizations in national planning and budgeting?

### 3.2a) Partnership – process evaluation

Objective of this area of investigation: *to assess what actors involved in design, delivery or assessment of UNIFEM's GRB programming say about UNIFEM's approach*

Evaluation criterion: Client satisfaction

What approach to partnership has UNIFEM used with government? With civil society organizations? With other actors (e.g. formal MoUs, financial support for commissioned activities or to core activities, continuity of support, transparency and predictability of support)?

How do UNIFEM staff and non-UNIFEM stakeholders each assess UNIFEM's partnership role in terms of providing funding/technical support/supporting advocacy etc.?

### 3.2b) Partnership – outcomes assessment

Objective of this area of investigation: *to assess UNIFEM's approach to selecting and supporting partners*

Evaluation criterion: Sustainability

What were the key factors that determined decisions about partnerships? Which partnerships were particularly successful? Which partners were more difficult to work with? Why?

## 4) Identifying good practice<sup>9</sup>

### 4.1) Developing good practice – process evaluation

Objective of this area of investigation: *to identify the features of practice that stakeholders identify as promising or good*

Evaluation criteria: Efficiency, client satisfaction

What would you describe as examples of “promising practices” in GRB work in the country (i.e. practices that have been tried and show signs of working)? What are the key features of the initiative that make it likely to be successful? What has been UNIFEM’s role? What do other GRB stakeholders say about the initiative?

Are there examples of demonstrated good practices in GRB in the country (i.e. practices that have been tried and have proved to be successful)? What are the key features of the initiative that have made it successful? What has been UNIFEM’s role? What do other GRB stakeholders say about the initiative?

Are there examples of replicated good practices in GRB in the country (i.e. practices that have proved to be effective and have been copied elsewhere)? What are the key features of the initiative that have made it successful? What has been UNIFEM’s role? What do other GRB stakeholders say about the initiative?

### 4.2) Sharing good practice – overall theory of change

Objective of this area of investigation: *to assess mechanisms for sharing good practice*

Evaluation criterion: Effectiveness

What mechanisms are available (a) within UNIFEM and (b) within countries/regions to connect GRB actors with documented information about GRB good practices?

What mechanisms are available (a) within UNIFEM and (b) within countries/regions to connect GRB actors with other GRB actors for collaboration, learning and knowledge sharing about GRB good practices?

## 5) Understanding the programmatic concept

### 5.1) Programmatic logic – overall theory of change

Objective of this area of investigation: *to assess whether there is an articulated and shared understanding of why and how GRB programming contributes to gender equality and women's empowerment*

Evaluation criteria: Effectiveness, replicability

What is your definition of GRB?

What is the objective of the GRB Programme? How was the objective selected and who decided?

What are the different components of the GRB Programme and how are they related, conceptually and institutionally? How does each component contribute to the programme outcomes in the short, medium and long-term?

To what extent have the goal posts of the programme changed from Phases I, II and III? Why?

How does GRB contribute to UNIFEM's former/current strategic objectives? What are the arguments that achievements in GRB at local, regional and national levels do lead to increased gender equality and/or greater realisation of women's rights?

<sup>9</sup> For more on good practice in good practices, see Identifying and Sharing Good Practices, Asian Development Bank Knowledge Solutions Number 14, November 2008 (filed on evaluation team's humyo.com site in evaluation guidance folder).



What are the arguments that link GRB programming to long-term impacts on gender equality and women's empowerment? Long-term impacts may include (i) increasing access and control by women over productive assets (land, capital/ credit, technology, skills), (ii) increasing access by women to decent work, (iii) increasing access by women to basic and appropriate services that support well-being and quality of life and (iv) increasing voice and participation in decision-making on government spending, especially for women and girls?

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Can you give examples of a "model" of GRB being replicated elsewhere? What are the features that characterise the model?



# Annex 2D

## Framework for Country Contextual Analysis

The evaluation team will compile a country contextual analysis for each of the countries to be assessed (Ecuador, Morocco, Mozambique and Senegal). This will follow a semi-standardised format to facilitate comparability in analysis of the effects of different country contexts on UNIFEM's GRB portfolio.

The consultants will draw on data from documentation provided by UNIFEM and on other sources as necessary. The consultants will note when data were available from UNIFEM-provided sources and when other sources were used.

The contextual analysis in Stage 1 of the Corporate Evaluation of UNIFEM's GRB portfolio will be carried out as a desk study. The consultants will aim to provide a country contextual analysis that is as complete as possible. However, it may not be possible to respond to all the following questions for every country. Where no data are available, this will be noted. Further data will be gathered in Stage 2 fieldwork.

	Question	Possible data source	UNIFEM data source	Non-UNIFEM data source
<b>Global conventions and commitments</b>				
MDGs	What progress has the country made in reaching MDG Goal 1 (halving poverty by 2015) and MDG 3 (gender equality)?	MDG progress report (provide sex-disaggregated data)		
	What progress has the country made on MDG health-related goals (maternal mortality, child mortality)?	MDG progress report (provide sex-disaggregated data of child mortality)		
	What progress has the country made on MDG education-related goals and on adult literacy?	MDG progress report (provide sex-disaggregated data)		
CEDAW	Is the country a signatory to CEDAW? Does the country have an established reporting mechanism? Has the country produced reports?	If CEDAW report available, provide brief summary of key information. If not, provide a summary of situation on violence against women (VAW) and efforts to eliminate this (EVAW)		
Beijing Platform for Action	Has the country engaged with the BPFA or Beijing + 10 processes? In what ways have women's political participation and representation been enabled?	UN system in country or websearch		

	Question	Possible data source	UNIFEM data source	Non-UNIFEM data source
<b>Socio economic context</b>				
Poverty and well-being	What are national rates of poverty and human development? How do these vary in different regions of the country?	Use government source. Note whether poverty data from different sources are contested.		
	Which social groups are excluded from access to resources, decision-making and the general benefits of society? What are the grounds for exclusion (e.g. ethnicity, religious group, HIV status, etc.)?			
	What sorts of households and family structure do most people live in? What are the variations in poverty and well-being for different household types?			
Economic profile	How do most households sustain their livelihoods?			
	What are the main sources of revenue generation for the country? What is the regional distribution of resources within the country?			
<b>Gender context</b>				
	Women's labour force participation	Labour Force Survey (National statistical office website) Rate (%)		
	Gender Empowerment Measure (GEM)	UN Human Development Report Ratio		
	Single adult-headed households	Demographic and Health Survey (DHS) Rate (%) assume all female		
	Migration	Rate (%) sex disaggregated		
	Urbanization	Rate (%) sex disaggregated		
	Inheritance	Legislation Any sex-disaggregated information		
	Land tenure	Legislation Any sex-disaggregated land ownership/use information		
	Eliminating violence against women	Legislation Information on VAW types and rates of violence		

	Question	Possible data source	UNIFEM data source	Non-UNIFEM data source
<b>Government structures and plans for addressing gender equality</b>				
National poverty reduction plans	What form of national poverty reduction or national development plan is in place? How gender-sensitive is it? Is there an alternative analysis of gender in the plan?	Use PRSP, NDP or other national plan. Use to describe current mechanism and brief history of evolution of poverty/development plans.		
National Women's Machineries (NWM)	What structures are in place to address gender equality?	If national poverty reduction or development plan is available, use to describe NWM structures at national and local levels origins and any information on performance/ effectiveness.		
Government links with civil society organizations	What formal mechanisms exist for government to consult civil society? How are women's representatives included?	PRSP, NDP, aid effectiveness forums (Poverty Observatory, etc.). Civil society annual poverty reporting.		
<b>National planning and financial management</b>				
Public sector reform	What changes have been made to public sector structures and functioning? How centralised or decentralised/deconcentrated are government structures?	World Bank reports UNCDF (UN Capital Development Fund) reports Other donor reports National government reports (Ministry of Finance, Ministry of Planning)		
Sex-disaggregated data	What progress has been made to support evidence-based decision-making in policy formation?	Check national statistical office website. List available sex-disaggregated data. Describe reforms to improve evidence base for policy-making.		
Public finance management (PFM) reform	What PFM reforms are underway?	Describe budget cycle. Is budget planning annual or multi-year? Describe budget categorization, computerization, national to local budget and reporting mechanisms.		
	What characterises the budget?	Transparency of budget information? Provide information on <u>expenditure</u> side of budget: (a) whether national budget is performance related or categorised by inputs only, (b) proportion of budget allocated to recurrent costs/investment costs and (c) proportion of budget allocated at national, provincial and local level. Provide information on national government <u>income</u> : proportion from taxation? From overseas development aid?		

	Question	Possible data source	UNIFEM data source	Non-UNIFEM data source
<b>Sectoral planning and reporting</b>				
Sector planning and budgeting	What sector planning mechanisms are in place? Annual/multi-year/strategic plans? Are there sectors where gender has been highlighted as a priority and how has this played out?	Use government annual reports, donor country strategies and donor reports. Select example sectors.		
	How are different sectors positioned in terms of government spending priorities?	Use government annual reports, donor country strategies and donor reports.		
Sector reporting	What annual reporting mechanisms are in place in different sectors	Use government annual reports, donor country strategies and donor reports. Describe sectoral reporting between government/donors/civil society representatives.		
<b>Legislation, parliament and accountability</b>				
Key legislation	What legislation is in place that supports gender equality?	Look at anti-discrimination / inheritance / land tenure / family law		
	What evidence is there that legislation is implemented?	Annual government reports CEDAW reporting Convention on the Rights of the Child (CRC) reporting		
Parliament	How effective is parliament? What is the representation of women in the parliament and how effective are they as representatives?	Donor reports Afrobarometer		
Auditor general	Is there an independent function auditing government performance?	Donor reports Afrobarometer		

	Question	Possible data source	UNIFEM data source	Non-UNIFEM data source
<b>Donors/development partners and aid effectiveness agenda</b>				
Donor profile	Which donors provide support? In what form? Which donors support work on gender equality?	Use government annual reports, donor country strategies and donor reports. Describe UN support. Other multilaterals. Key bilateral.		
	What stage has the aid effectiveness agenda reached?	Use OECD-DAC Aid Harmonization website.		
	How donor dependent is the government?	Use government annual reports, donor country strategies and donor reports. Describe financial dependence/ technical-capacity dependence/ political influence.		
	What donor involvement is there in GRB?	Use UNIFEM mapping. Check annual country reports by specific donors to their HQs.		
<b>Civil society</b>				
CSO structures	What national CS networks exist? How effective are they? To what extent are different types of CSOs involved? NGOs? Media organizations? Trades unions? Academic institutions?			
CSO representation	Which social groups do CSOs represent? Which are key women's organizations?	Annual reports from CSO networks		
	In what ways have CSOs engaged with national policy?	Use CSO reporting or national and sectoral reports (e.g. in SWAPs). Look for examples of CSO influence on national poverty reduction/national development planning, on sectoral policy-making, on decentralization. Note examples of impact on policy formation, policy implementation and monitoring of impact of policy changes.		





## Annex 3

### Numbers of Representatives from Agencies and Organizations Interviewed in Stage II of the Evaluation

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#### Ecuador

Institution	Number of Representatives Interviewed
UNIFEM	5
Gender Unit of the Ministry of Finance	2
Ministry of Finance	4
GTZ	1
Sagrado Corazon de Jesus	1
CONAMU, National Council for Women	4
Belgian Embassy	1
SENPLADES, National Secretariat of Planning and Development	2
SRI, Internal Revenue Service	1
INEC, National Institute of Statistics and Census	1
Grupo Faro	1
FLACSO, Latin American Faculty of Social Sciences in Ecuador	1
Ministry of Education	3
Fundacion Casa de Refugio Matilde	1
UNICEF	1
UNDP	1
Presidential Technical Commission Bank of the South	1
UNFPA	1

## Morocco

Institution	Number of Representatives Interviewed
UNIFEM	4
Direction des Etudes et des Prévisions Financières, Ministère de l'Economie et des Finances	4
Direction des Affaires Administratives et Générales, Ministère de l'Economie et des Finances	2
Direction du Budget, Ministère de l'Economie et des Finances	1
Union européenne, Délégation de la Commission européenne au Maroc	2
UNICEF, Bureau du Maroc	1
Ministère du Développement Social, de la Famille et de la Solidarité	1
Ambassade de Belgique	2
Direction de la Stratégie, des Etudes et de la Planification, Ministère de l'Education Nationale, de l'Enseignement Supérieur, de la Formation des Cadres et de la Recherche Scientifique	1
Direction de l'Enseignement, de la Recherche et du Développement, Ministère de l'Agriculture et de la Pêche Maritime	3
Ministère de la Justice	5
Division des Programmes Sociaux, Direction de la Planification, Haut Commissariat au Plan	1
Direction de la Programmation et des Affaires Economiques Ministère de l'Agriculture et de la Pêche Maritime	2
Direction générale des collectivités locales, Ministère de l'Intérieur	1
Direction de la Population, Ministère de la Santé	1
Ministère de l'Emploi et de la Formation Professionnelle	1
Programme Gouvernance et Développement Local, ART GOLD-Maroc, PNUD	1
Département de l'Education Nationale (Enseignement Scolaire), Direction du Budget (DAGBP), Ministère de l'Education Nationale, de l'Enseignement Supérieur, de la Formation des Cadres et de la Recherche Scientifique	2
Cabinet Ministre, Ministère du Développement Social, de la Famille et de la Solidarité	1
Département de la Formation professionnelle, Ministère de l'Emploi et de la Formation Professionnelle	2
BanqueMondiale	1
Direction des Etudes et des Prévisions Financières, Ministère de l'Economie et des Finances	1

**Mozambique**

Institution	Number of Representatives Interviewed
National Council for the Advancement of Women (CNAM)	1
Higher Institute of Public Administration (ISAP)	1
DFID	1
Ministry of Planning and Development (MPD)	2
Higher Institute of Public Administration (ISAP)	1
Ministry of Finance	1
UNIFEM SRO	3
Consultant	1
Mozambican Debt Group (GMD)	
Ministry of Health	1
Ministry of Women and Social Action (MMAS)	1
Forum Mulher	1
Mozambican Debt Group (GMD)	1
National Institute of Statistics (INE)	1
UNICEF	1
Belgian Embassy	2
Ministry of the Interior	1
Oxfam GB	1

**Senegal**

Institution	Number of Representatives Interviewed
Ministry of Family, National Solidarity, Women's Entrepreneurship and Micro-finance	2
UNIFEM	4
Ministry of Agriculture	7
World Bank	2
FAO	1
Canadian International Development Agency (CIDA)	1
Ministry of Economy and Finance	6
Fundamental Institute of Black Africa (IFAN), Cheikh Anta Diop University	1
Belgian Technical Cooperation (CTB)	1
WILDAF (human rights network)	1
Agency for Promotion of Activities in Population (APAPS)	1
Belgian Embassy	1
NGO Council for Support to Development (CONGAD)	1
Network of African Women Economists (REFAE)	1



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UNIFEM, 2009, *GRB Newsletter*, Issue 3, March 2009.

## Documents Reviewed for Section 4

Country/Region	Document Title (All are UNIFEM documents unless otherwise stated)	Type of Document
<b>Egypt</b>	Project Implementation Plan/Strategy: Equal Opportunities for Women in the National Budget of Egypt, 2007-2009	Plan/Strategy
	Project Inception Report: Equal Opportunities for Women in the National Budget of Egypt, 2007	Inception Report
	Accumulative Internal Progress Report: Equal Opportunities for Women in the National Budget of Egypt, 2009	Progress Report
	Gender Responsive Budgets in Egypt, Equal Opportunities in the National Budget” Project 2008-2009, Egyptian Ministry of Finance Equal Opportunities Unit with UNIFEM and Dutch Government.	Brochure
<b>Nigeria</b>	Mainstreaming Gender Equality into SEEDS ( State Economic Empowerment and Development Strategy) implementation in Five STATES, 2006-2008	Programme Plan
	Final Report – Mainstreaming Gender Equality into SEEDS in Bauchi and Cross River States of Nigeria, August 2008, containing: Gender Review of Cross River SEEDS, 2004. Gender Review of SEEDS Bauchi, 2008.	Final Report
<b>CIS</b>	Gender-Responsive Budgeting in South-East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability, First Progress Report to ADA, August 2006-March 2007.	Progress Report
	Gender-Responsive Budgeting in South-East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability, Project Document for 4 years 2006-2009.	Project Plan
	Gender-Responsive Budgeting in South-East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability, 2ND Progress Report to ADA, Aug 2006-May 2008.	Progress Report
	Gender-Responsive Budgeting in South-East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability, 2ND Progress Report to ADA, Aug 2006-May 2008.	Progress Report
	Gender Responsive Planning and Budgeting in Armenia: Learning Together, Project Document, June 2009, 6 months.	Project Document
<b>Russia</b>	Gender Budgets in Russia, Project Document. 1.5 years- 2004-2005 – Russian Federation	Project Document
	Gender Budgets in Russia: Final Project Report – April 2004 to June 2006	Project Report
<b>India</b>	Local Level Gender-Responsive Budgeting: Results Tracking Indicators, 2005	Monitoring and Evaluation Indicator Matrix
	GRB Synopsis from our Annual Reports 2005, 2006, 2007 and 2008.	Report Synopsis

Country/Region	Document Title (All are UNIFEM documents unless otherwise stated)	Type of Document
<b>India</b>	Effective Use of Gender Responsive Budgeting (GRB) Tools and Strategies in the Context of the Aid Effectiveness Agenda: India Country Report, for Third High Level Forum on the Paris Declaration on Aid Effectiveness, by Benita Sharma and Aruna Kanchi, undated.	Country Report, for Third High Level Forum on the Paris Declaration on Aid Effectiveness
<b>CEE - Albania, Bosnia &amp; Herzegovina, Croatia, FYR Macedonia, Kosovo, Moldova, Montenegro, Serbia</b>	Project Proposal: GRB in SE Europe, <i>Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability</i> , 2006-2009	Project Proposal
	Proposal for Programme Implementation, Gender Responsive Budgeting in South East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability (January 2008 – December 2009), Submitted for consideration to the Austrian Development Agency	Programme Proposal
	First Progress Report to Austrian Development Agency, Gender Responsive Budgeting in South East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability, April 2008-December 2008.	Progress Report
<b>Latin America</b>	UNIFEM/AECID, Maruja Barrig and Virginia Vargas, Fortaleciendo la gobernabilidad democrática a nivel local: Iniciativas de Presupuestos Sensibles al Género en América Latina, 2008	Evaluation Report
	UNIFEM/ UNV Evaluation Report, Engendering Budgets: Making Visible Women's Contributions to National Development in Latin America", Maruja Barrig and Virginia Vargas, 2008	Evaluation Report (edited version of the above)
	Strengthening democratic governance at the local level: gender sensitive budget initiatives in Latin America 2006-2008.	Programme Plan



# Annex 5

## The Evaluation Team

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The management and technical guidance for the team was provided by Karen Johnson, Barbara Evers and Achim Engelhardt. This team was further supported by technical backstopping from Francis Watkins, whose work was already known by UNIFEM and who combined both practical and theoretical understanding of gender issues and evaluation. Francis also played an internal peer review and quality assurance role at key moments throughout the assignment. The team was further supported by the research skills and capacity of Karem Roitman.

### Karen Johnson

Karen Johnson is a social development specialist with more than 14 years of experience in development management and advisory roles in Africa. As a consultant based in Mozambique, she was a member of the Ministry of Women and Social Welfare Working Group preparing the sector's first Medium-term Fiscal Framework submission, including indicators for inclusion in the government's national monitoring mechanism. She has carried out learning reviews for national aid effectiveness capacity assessments, HIV/AIDS delivery mechanisms, social protection systems and UN programmes for orphans and vulnerable children. She has been responsible for leading a number of organisational impact assessment review processes and has delivered workshops on logical framework analysis for different groups, including the UN Africa Regional Directors' Programme Support Team. She has practical experience in the design and use of evaluation tools and analysis of data for qualitative research to inform programme design in different sectors.

Karen led the team, managed the contract with UNIFEM and carried out the country assessments in Mozambique and Senegal.

### Barbara Evers

Barbara Evers has more than 20 years of academic and operational experience in the area of pro-poor, gender-sensitive policy development, analysis and implementation in 23 countries in Africa, Asia, Europe, Latin America and North America. She has worked with NGOs and academic research teams in a range of settings (Bangladesh, Europe, UK, US, Bangladesh, East Africa, Indonesia) to support policy-oriented research and actual reforms related to improving the poverty and gender focus of policy design in engendering government budgeting processes in the context of MTEF reforms (Bangladesh, East Africa, UK/Europe). She has experience in strengthening linkages between NGOs and governments in the areas of gender and pro-poor budgeting and in international trade programmes. She has worked widely with academics and donor partners to develop gender-sensitive approaches in sector-wide programmes (DAC/WID, Danida, RNE, Ford Foundation).

Barbara was the GRB Adviser for the team, taking the overall technical lead in developing the research framework and pulling together the final results.

### Achim Engelhardt

Achim Engelhardt is highly experienced in all aspects of monitoring and evaluation. He has designed programme evaluation frameworks and tools for public and private sector assignments, and he has particular expertise in designing and implementing results-based management frameworks. He has written M&E guidelines, including for a number of bilateral and multi lateral agencies. He has conducted baseline surveys, supported institutional self-assessment programmes and trained different teams in M&E. He has recently returned to Europe from Zambia and has worked in a range of African, European and Asian countries. He has worked with the aid effectiveness agenda and understands public sector budgeting and financing mechanisms.

Achim was the Evaluation Methodologies Specialist, providing technical advice to the team in the development of the overall evaluation framework, development of specific evaluation tools, analysis of country case study results and design of the final stage of the evaluation.

### **Francis Watkins**

Francis Watkins is a social development specialist with more than 17 years of experience working with a range of NGOs and bilateral and multi lateral agencies. He has experience with quality assuring large theory-driven evaluation (the Citizen Voice and Accountability Evaluation with PARC) and has directed the trainings and seminars on this approach. He has further experience in a variety of sectors and has a broad range of experience working on gender issues and assessing gender mainstreaming strategies in policy and practice. Francis has extensive experience in conducting audits and evaluations, having worked with the Performance Assessment Resource Centre (PARC) and DFID's Evaluation Department. Francis also undertook the Phase 1 scoping study for DFID's evaluation of efforts to promote gender equality and women's empowerment.

Francis provided technical back-stopping to the team leader and played an internal peer review and quality assurance role for the assignment.

### **Karem Roitman**

Karem Roitman, a national of Ecuador, has first hand knowledge of the country context, where she has conducted several research and advocacy projects addressing local political and social dynamics. She has 7 years of experience in diverse consultancy and academic posts, specializing in processes of social exclusion and identity construction with field experience in Ecuador, Peru, Cuba, Sri Lanka, India and Morocco. Most recently, she led a research team in New Delhi, India, to investigate the social dynamics that promote or hamper processes of collective action in community health insurance mechanisms, working closely with a variety of donors and local NGOs to develop effective evaluation and monitoring tools.

Karem carried out the country assessment in Ecuador and provided research input to the assessment of UNIFEM's overall GRB programming in Stage 3.

### **Sylvia Bergh**

Sylvia Bergh has lived in Morocco for more than 2 years, as both a World Bank country office staff member and an independent researcher, and she visits the country regularly. She has a solid knowledge of the country's gender dynamics and policies as well as the budgeting process and budget analysis. Sylvia maintains an extensive network of contacts within the donor community and civil society, and women's organizations and activists in particular. She is fluent in French, reads standard Arabic and speaks some colloquial Moroccan Arabic. Sylvia has more than 7 years of experience in research and development, including a special focus on theory-based evaluation, and she has trained government officials in Uganda on gender issues, including GRB.

Sylvia carried out the country assessment in Morocco.

### **National Consultants**

Ecuador – Patricio Guarderas

Morocco – Youssef Belal

Mozambique – Basilio Zaqueu

Senegal – Socé Sene. The team was supported by

Paul-Marie Diagne, providing translation support between English and French.



