

SYNTHESIS REPORT

Final Evaluation of the Global Programme on 'Increasing Accountability in Financing for Gender Equality'

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Acronyms and Initialisms

AC	Aid coordination
AE	Aid effectiveness
AMIS	Aid Management Information System
AWID	Association for Women's Rights in Development
AWP	Annual work plan
BPFA	Beijing Platform for Action
CAED	Cadre de Coordination de l'Aide Externe au Développement (the donor aid coordination mechanism in Haiti)
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIP	Country Implementation Plan
CO	Country Office
CS	Civil society
CSI	Civil Society Index
CSO	Civil society organisation
DEEG	Directorate of Gender Equality and Equity (Senegal)
DP	Development partner
DRF	Development Results Framework
DV	Domestic violence
EC	European Commission
ECVMAS	Official household post-earthquake living standards survey <i>Etude systématique des conditions de vie après séisme</i>
EFH	National Policy on the Equality of Women and Men Egalité Femmes Hommes (Haiti)
ENAP	National School for Public Administration (Haiti)
EU	European Union
EUD	European Union Delegation
F4GE	Financing for Gender Equality
FAFA	Financial and Administrative Framework Agreement
FfD	Financing for Development
FIOP	Fiche d'identification et d'opérations de projets (Project Identification and Operations Sheet)
GAP	Gender Action Plan
GBD	General Budget Department
GDP	Gross domestic product
GE	Gender equality
GE/WR	Gender Equality/Women's Rights
GENDER-NET	Network on Gender Equality
GESI	Gender equality and social inclusion
GEWE	Gender equality and women's empowerment
GFP	Gender focal point
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GNI	Gross national income
GOJ	Government of Jordan
GoS	Government of Senegal
GRB	Gender-responsive budgeting
GRBC	Gender-responsive budgeting Committee (Nepal)
GTG	Gender Thematic Group (Senegal)
HDR	Human Development Report
HIPC	Heavily indebted poor country
HLF4	Fourth High Level Forum on Aid Effectiveness
HoO	Head of Operations
HQ	Headquarters
IAA	Inter-Agency Agreement
IDB	Inter-American Development Bank
IFI	International Financial Institution
IHSI	National Statistics Office, Haiti (Institut Haitien de Statistique et d'Informatique)
ILO	International Labour Organisation
IMF	International Monetary Fund
IMR	Infant mortality rate
INGO	International non-governmental organisation

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ISG	International Solutions Group
ITC/ILO	International Training Centre/International Labour Organisation
ITEM	Instituto del Tercer Mundo
JNCW	Jordanian National Commission for Women
JOD	Jordanian Dinar
KII	Key informant interview
LDC	Least developed country
LGCDP	Local Governance and Community Development Programme (Nepal)
MARNDR	Ministry of Agriculture, Natural Resources, and Rural Development (Haiti)
MCFDF	Ministère à la Condition féminine et aux droits des femmes/Ministry of Women's Affairs and Women's Rights (Haiti)
MCI	Ministry of Commerce and Industry (Haiti)
MDGs	Millennium Development Goals
MEDD	Ministry of Environment and Sustainable Development (Senegal)
MEF	Ministry of Economy and Finance (Haiti)
MFFE	Ministry of Women, the Family and Children; Ministère des femmes, de la famille et des enfants (Senegal)
MINAGRI	Ministry of Agriculture (Rwanda)
MMR	Maternal mortality rate
MOF	Ministry of Finance
MoFALD	Ministry of Federal Affairs and Local Development (Nepal)
MOH	Ministry of Health
MOL	Ministry of Labour
MOSD	Ministry of Social Development (Jordan)
MOU	Memorandum of Understanding
MoWCSW	Ministry of Women, Children and Social Welfare (Nepal)
MP	Member of parliament
MPCE	Ministry of Planning and International Cooperation; Ministère de la Planification et de la Coopération Externe (Haiti)
MTI	Ministry of Trade and Industry
NGO	Non-governmental organisation
NSO	National Statistics Office
NSW	National Strategy for Jordanian Women
NWM	National Women's Machinery
ODA	Overseas Development Assistance
OECD	Organisation for Economic Cooperation and Development
OECD-DAC	OECD Development Assistance Committee
OMRH	Office of Management and Human Resources; Office de Management et des Ressources Humaines (Haiti)
PAF	Performance assessment framework
PC	Programme Coordinator
PEPAM	Millennium Clean Water Goal; Programme d'eau potable et d'assainissement du Millénaire (Haiti)
PFM	Public financial management
PFMS	Public Finance Management Systems
PMU	Project Management Unit
PPP	Purchasing Power Parity
ProDoc	Project document
PSDH	Strategic Plan Haiti: <i>Pays Emergent 2030</i>
PSE	Emerging Senegal development plan; Plan Sénégal Emergent (Haiti)
PSNP	Productive Safety Net Programme
PSTA III	Strategic Plan for the Transformation of Agriculture in Rwanda – Phase III
RBM	Results-based management
ROM	Results-oriented Monitoring
SDGs	Sustainable Development Goals
SG	Secretary General
SNEEG	National Strategy for Gender Equality and Equity (Senegal)
SWAp	Sector-wide approach
TOC	Theory of change
TOR	Terms of Reference
ToT	Training of trainers
TTG	Table Thematique Genre (gender thematic group, Haiti)
TVET	Technical Vocational Education and Training

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UN	United Nations
UNW	United Nations Entity for Gender Equality and the Empowerment of Women
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Emergency Fund
UNIDO	United Nations Industrial Development Organisation
UNIFEM	United Nations Development Fund for Women
UNW	UN Women
USAID	United States Agency for International Development
USD	United States Dollar
WB	World Bank
WSSCC	Water Supply & Sanitation Collaborative Council (Senegal)

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Executive Summary

Purpose, Objectives, and Scope

This final evaluation of UN Women’s (UNW) Global Programme on Increasing Accountability in Financing for Gender Equality (F4GE) aimed to assess progress made toward the programme’s goal by reviewing the programme design, implementation arrangements and achieved results and outcomes. It assesses progress of the programme against stated outputs and outcomes, and identifies lessons to be learned and recommendations to further expand on and scale-up the work on financing for gender equality. It further addresses the potential for sustainability of the results achieved and to what extent the programme has contributed towards impact.

The main objectives of the evaluation were to: (a) analyse programme outcomes and assess effectiveness of the approach and strategies used by the programme to increase financing for gender equality; (b) examine programme results in relation to the intended outcomes and outputs and identify the strengths and weaknesses in programme design and implementation to capture the lessons learned and improve future programming on financing for gender equality; (c) examine critical factors that enable or hinder effective achievement of intended results; (d) draw key lessons on the role of partnerships and multi-stakeholder mechanisms in the achievement of planned outputs and outcomes; (e) provide recommendations on how to address the critical factors that hinder effective achievement of intended results; document lessons learned and best practices and provide recommendations to inform future work on financing for gender equality; and (f) assess institutional capacity and potential for sustainability of the results achieved in programme countries.

The evaluation covers programme implementation from October 2011 until December 2015 and assessed global- and country-level components. The evaluation looked at five criteria: relevance, efficiency, effectiveness, potential sustainability and impact. The findings and conclusions included in this report have been organised based on these criteria.

The evaluation was conducted by an external independent team between November 2015 and April 2016. The evaluation was managed by the UNW Governance and National Planning (GNP) team, who were also responsible for implementing the programme.

Methods

The evaluation adopted a case study approach which included Haiti, Jordan, Nepal, and Senegal. Additionally, HQ-level activities were evaluated along with a desk review of the global portfolio. The evaluation was guided by the UNEG (United Nations Evaluation Group) Norms for evaluation in the UN System, and by the UN Ethical Code of Conduct (e.g. voluntary participation, maintaining confidentiality, and the independence of the evaluation) which was explained to stakeholders prior to conducting the interviews.

The programme’s Theory of Change (ToC) was a central reference point throughout the evaluation and an integral part of the overall approach and methodology of the evaluation. The ToC approach focused on the causal relationships and links between resources/inputs, activities, outputs, outcomes, the long-term goal, the context of the intervention (e.g. political, institutional, and cultural) and other influencing factors (e.g. operational, political, technical) that enabled or restricted success. The evaluation helped ascertain and validate to what extent these causal links were coherently pursued during implementation and if the logical model conceived contributed to the results to date and towards the overall goal of the programme. The evaluation examined the underlying assumptions of how the programme intended to bring about the changes and if the risks identified were mitigated.

Gender equality (GE) and gender responsiveness based on principles of equality, inclusion, and non-discrimination are integral to a human rights-based approach and were given explicit emphasis. The evaluation examined to what extent the programme reflected and factored these concepts in programme interventions. In addition, the evaluation team conducted the assignment in a fashion that integrated gender equality and human rights in the

evaluation methods and conduct. Wherever possible, disaggregated data was requested and used by the evaluation team and gender balance in the stakeholders interviewed during the case studies was ensured.

The evaluation adopted a transparent, participatory and consultative process that meaningfully engaged key stakeholders. It allowed respondents to be active participants in reflecting, analysing issues from their own experience, identifying what has worked and not worked, and identify recommendations for future programming to support progress toward the programme goal. Through field visits and virtual interviews, a diverse range of stakeholders shared their experiences, perspectives, insights and learning about the F4GE and results achieved. Stakeholders interviewed were identified with the assistance of UNW HQ and the Haiti, Jordan, Nepal, and Senegal Country Offices (CO). In total, 120 direct consultations with stakeholders (79 women and 43 men) were carried out.

The methodology in the evaluation used both primary and secondary sources and a range of data collection methods. A review of F4GE documentation commenced during the inception phase and continued throughout the evaluation. Information gathered during this review fed into the development of key informant interview (KII) guides for virtual and in-country discussions. Document review and KIIs during the field visits complemented each other and enabled the evaluation team to triangulate and validate the data and findings around common themes that emerged. This was carried out by asking similar questions on specific themes to different stakeholders, using secondary data and multiple sources, and consistently validating what was learned with the UNW staff to ensure accuracy.

Context

The programme built on lessons learned from the EU/UN partnership on gender equality and the EC/UNIFEM programme Integrating GRB into the AE Agenda as well as the conclusions adopted by the 52nd Commission on the Status of Women (2008) and other processes related to the aid effectiveness agenda per the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action.

The programme was implemented in partnership with the International Training Centre/International Labour Organisation (ITC/ILO). Funding for the programme was received from the European Commission (EC) and the Governments of Spain and Italy. The programme was implemented in 16 countries. These countries exhibited diverse realities in terms of income levels, aid ratio as a percentage of budget, capacity to implement GRB-related work, and gender indicators. Programme countries were classified in two categories based on the timeline and scope of the national intervention:

- Category 1: Countries where the full scope of programme activities was undertaken over the entire programme period: Ethiopia, Haiti, Honduras, Jordan, Kyrgyzstan, Nicaragua, State of Palestine, Senegal, Ukraine, and Zambia.
- Category 2: Countries with previous programming on GRB and Aid Effectiveness (AE) (mainly with EC support). The F4GE programme activities focused, over a 15-month period, on strengthening sustainability and institutionalisation: Bolivia, Cameroon, Nepal, Peru, Rwanda, and Tanzania.

UNW COs were responsible for country-level programme planning, implementation and management. The programme sought to expand the application of mainstreaming gender in public finance management systems, planning, budgeting and aid management instruments. The programme did so through a multi-pronged approach that included capacity strengthening, knowledge building and information sharing, evidence-based advocacy, gender-sensitive monitoring and tracking and partnership building, with a focus on coordination and engagement with multiple stakeholders.

UNW and F4GE. UN Women has an extensive and well recognized track record in the area of GRB and F4GE with programming in more than 76 countries. UNW's specific focus on F4GE is derived from a range of international

standards and normative frameworks including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Declaration and Platform for Action (1995), relevant outcomes and conclusions of the of the 52nd Commission on the Status of Women 2008, and the Fourth High Level Forum on Aid Effectiveness (HLF4) in Busan Korea in 2011 with its explicit focus on GE in effective development cooperation and the aid effectiveness agenda.

Further, UNW engaged in the preparations leading up to the Third International Conference on Financing for Development (FfD) in Addis Ababa in July 2015. Starting in October 2014, this process included contributions by both HQ and COs in mobilising support for UNW's key messages on F4GE and women's empowerment. During this period (October 2014 – July 2015), UNW effectively influenced the drafting stages and outcome of the FfD conference by engaging relevant actors and building support among member states so that a systematic integration of gender equality priorities was achieved in the outcome of the conference. While not a programme activity, UN Women, together with the Organisation for Economic Co-operation and Development (OECD), the Governments of Brazil, Sweden, Switzerland and of the United Kingdom of Great Britain and Northern Ireland, and the Women's Working Group on Financing for Development launched a voluntary initiative *Addis Ababa Action Plan on Transformative Financing for Gender Equality and Women's Empowerment*.¹

The European Commission and F4GE. Gender equality and women's empowerment (GEWE) remains high on the European political agenda. The EC, as the executive body of the EU, has been increasingly active in the promotion of gender equality in its external action since 2005. It is a signatory to the Paris Declaration (2005), one of the large providers of ODA and a member of the Organisation for Economic Cooperation and Development's Development Cooperation Directorate (OECD-DAC).

From 2007-2010, the EC partnered with UNIFEM and the International Labour Organisation (ITC/ILO) within the framework of the EC/UN Partnership on Gender Equality for Development and Peace (EU/UN Partnership on GE) which provided technical support and capacity building in twelve countries and supported global advocacy on gender and aid effectiveness. This work also provided a firm foundation for further cooperation with UNW as the UN global entity to lead on GEWE.

In 2010, the EU adopted the EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015) which aimed to reinforce EU coordination regarding gender equality policies in development cooperation with partner countries in the interest of having more impact on the ground. The EU Plan of Action provided the basis for the partnership with UNW on the F4GE programme. UNW and the EU signed a MoU in April 2012 outlining areas of cooperation between UNW and the EU, including collaboration to ensure responsiveness of plans and budgets to gender equality.

The Four Case Study Countries. Within the four case studies, the design and implementation period of the programme coincided with a time of significant economic disruption and political turbulence. Bracketing the programme implementation period, in 2010 and 2015, Haiti and Nepal, respectively, suffered severe earthquakes. Beginning in 2011, Senegal joined the regional upheaval brought about by dignity movements which ultimately resulted in peaceful political change and Jordan became a principle site of refuge for displaced persons from Syria.

The four selected cases are small-population countries and three are least developed countries (LDCs). All four countries demonstrate similar, significant degrees of gender disparities. The Gender Inequality Index (GII) which reflects gender-based inequalities in three dimensions (reproductive health, empowerment and economic activity) ranked Haiti 138 out of 155 countries in 2015; Jordan 102 out of 155 countries in 2015; Nepal 108 out of 155 countries in 2015; and Senegal 118 out of 155 countries in 2015.

¹ <http://www.un.org/esa/ffd/ffd3/commitments/commitment/addis-ababa-action-plan-on-transformative-financing-for-gender-equality-and-womens-empowerment.html>. Accessed 26 July 2016.

Findings

Relevance

While all programme countries were committed to achieving the MDGs, have ratified a number of international human rights instruments (e.g. CEDAW, BPFA) to promote GE, and offer legal frameworks addressing GE, their national contexts outline serious discrimination against women and girls in both public and private spheres.

GRB programming has the potential to support systems-level change to address this discrimination by identifying existing allocations of resources and providing evidence for gender-responsive reallocation. Traditional budgeting activities have been the dominant budgeting modality in the programme countries for many years and thereby contributed to significant gender gaps in national budgeting and development financing. These factors made the programme significantly relevant given that the programme countries have a vested interest in developing and implementing mechanisms that will work towards the elimination of financing disparities.²

The F4GE programme built off of the lessons learned from previous relevant programming carried out by UN Women, UNIFEM, and the EC, dating back to 2001³ and was well-aligned with UNW's and EC/EU's strategic priorities related to gender equality. UNW's specific focus on GE, and F4GE more specifically, is derived from a range of international standards and normative frameworks including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW); the Beijing Declaration and Platform for Action (1995); relevant outcomes and conclusions of the of the 52nd Commission on the Status of Women 2008, and the Fourth High Level Forum on Aid Effectiveness (HLF4) in Busan Korea in 2011 with its explicit focus on GE in effective development cooperation and the aid effectiveness agenda.⁴ The F4GE programme was rooted in the framework of the first Strategic Plan of UN Women (2011-2013) and was also aligned with UNW's *Development Results Framework Impact 5: Governance and national planning fully reflect accountability for gender equality commitments and priorities* under UNW's strategic Plan 2014-2017.

Similarly, gender equality and women's empowerment remains high on the EU agenda. In 2010, the EU adopted the EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015)⁵ which aims to reinforce EU coordination regarding gender equality policies in development cooperation with partner countries in the interest of having more impact on the ground. The Plan of Action 2010-2015 further encouraged the EU to take advantage of the pioneering work carried out by the EC/UN Partnership on Gender Equality for Development and Peace ("EC/UN Partnership") between the EC, UN Women, and ITC/ILO, as well as work carried out by the OECD/DAC's GENDERNET in the area of mainstreaming gender in the aid effectiveness agenda.⁶ As such, the EU continues to have an interest in ensuring effectiveness of aid in favour of gender equality and equitable development.

The programme used a variety of approaches that were appropriate to the national context to achieve stated objectives. Generally, stakeholders found these approaches to be relevant to the needs of the local context. However, while relevant in its approaches, the programme was limited in terms of human and financial resources,

² European Commission, External Cooperation Programmes, *ROM Background Conclusion Sheet for 'Increasing Accountability in Financing for Gender Equality' Programme* (2013), 2.

³ Examples include: UNIFEM's global programme 'Gender Strengthening Economic Governance: Applied Gender Analysis to Government Budgets' launched in 2001 with the second phase of the programme launched in 2005; UNIFEM's 'Local Level Gender Responsive Budgets Programme' funded by the EC ran from 2003-2006; UNIFEM's global GRB programme titled 'Strengthening Economic Governance: Applied Gender Analysis to Government Budgets' (2005-2008); and UNIFEM/EC's programme 'Integrating gender-responsive budgeting into the aid effectiveness agenda' (2008-2011).

⁴ UN Women Programme Document, 2011, *Increasing Accountability in Financing for Gender Equality*

⁵ See EU Plan of Action on Gender Equality and Women's empowerment in Development (2010-2015) (SEC 2010) 265 final.

⁶ UN Women, 2011. Programme Document, *Increasing Accountability in Financing for Gender Equality*.

programme duration, and in its ability to leverage the influence required to meet all programme objectives, given the scale of the challenge.

Effectiveness

The F4GE programme's goal was to "increase the volume and effective use of aid and domestic resources to implement national commitments to gender equality and women's empowerment". This goal is long term, and depends on the work of many actors including host country and donor partnerships, and factors from local to global levels including availability of resources, capacity of relevant actors, and institutionalisation of GE priorities. Although not directly attributable to the programme, OECD-DAC member countries have experienced a consistent overall increase in the volume of resources allocated to reaching various GE commitments since 2010, although specific countries vary in their year-to-year funding.

UN Women effectively leveraged its expertise and position to support Member States with technical advice during the drafting stages of the outcome of the Third International Conference on Financing for Development (FfD) in Addis Ababa, Ethiopia in July 2015. This engagement included contributing to both HQ and CO efforts in mobilising support for UNW's key messages on F4GE and women's empowerment, and led to the systematic integration of GE concerns by the end of the drafting period and reflected in the outcome of the conference.

While the partnership at the global level between the EC and UNW HQ has been excellent and of high value, this differs at the country level. Communications and collaboration between the two agencies were regular and frequent including coordination through F4GE Steering Committee meetings in Brussels. The EU has been a committed partner and donor to the Programme and has played a key role in Brussels to champion and facilitate Programme results.

A key issue observed at the country level, and across the four case study countries in particular, is that the programme has not been driven by a commonly agreed agenda between UNW and the European Union Delegations (EUDs) and there is an absence of a set of agreed responsibilities and expectations on both sides. Findings from the four case study countries and global portfolio review demonstrated a limited relationship between the programme and EUDs and that dialogue and active engagement between UNW and EUDs at the country level have fallen short of what was intended.

Outcome 1

UNW provided substantial technical support for defining targets, financing and implementation arrangements in national action plans for gender equality and for aligning the same with national planning and budgeting processes. Achievement of the programme's Outcome 1 varied significantly across the programme countries due to differing national capacities to implement GRB. The F4GE programme pursued a strategy of supporting the creation and positive influence of national GE strategies and action plans as a means of strengthening financing for NWMs and GE-specific programming, providing gender advocates access to policy discussions, and making gender commitments a priority. The programme worked towards achieving this outcome by: (1) providing direct technical support to government bodies responsible for the creation/refinement of plans and (2) supporting the capacity of gender advocates and feminist economists to engage in policy dialogue and advocacy.

While there has been progress made on Outcome 1, unsurprisingly, it varies considerably from country-to-country as each country is at a different stage in its implementation of GRB and has unique requirements. From the global documentation review, it is clear that the majority of UNW COs actively pursued and participated in the development or refinement of national action or development plans. For example, in Bolivia, UNW provided technical support to ministries to incorporate a gender-responsive approach in the country's NDP. In Palestine, a new National Gender Strategy provided a potential entry point to influence the national planning process and incorporating GE priorities and targets and in Peru, the country approved a National Plan of Gender Equality for

2012-2017. Other examples of technical support for planning focused in incorporating GE principles in national plans were also found in Ethiopia, Honduras, Kyrgyzstan, Nicaragua, Rwanda, Tanzania and Ukraine.

In terms of the four case study countries, select achievements under Outcome 1 include: Jordan has finalised the National Network Action Plan to support GRB in Jordan (2015-2017) and has carried out a costing analysis of the National Strategy for Jordanian Women 2013-2017. Haiti has developed the National Gender Equality Policy (2014-2034) and six-year National Gender Equality Action Plan (2014-2020), both of which are aligned with the PSDH. Further, the reactivated TTG now includes actors from NGOs and civil society organisations and has allowed for the consolidation of a group of feminist economists who formed the GEWE Working Group within the TTG. In Nepal, the programme supported the extension and institutionalisation of GRB in 22 ministries, 5 commissions, and 2 other key state bodies. With F4GE funding, GRB was expanded to audit and is slowly being introduced into the design and assessment of budget allocations with participation by civil society stakeholders. Senegal has formulated the new National Strategy on Gender Equity and Equality (SNEEG), positioned gender issues in the policy documents of the MWS and MEDD, and the successfully initiated dialogue between the MFFE and MEF to mainstream gender in the DPES.

Outcome 2

The F4GE programme has, to varying degrees, strengthened the capacity and accountability of targeted national governments to implement gender equality commitments and address women's priorities in national planning, budgeting systems. The F4GE programme pursued a strategy of capacity building which covered government bodies (especially targeted ministries), parliamentarians, CSOs, media and women's organisations. This pillar of work, by far, produced the most activities and outputs and all portfolio countries have, to some extent, strengthened the capacity of national governments to implement gender equality commitments and address women's priorities in national planning and budgeting systems.

The breadth and variety of these activities is difficult to overstate and a complete listing of activities is inappropriate for this summary. Details of select examples from the global portfolio include: in Ukraine, support to GRB experts resulted in the registration of an NGO called the Bureau of Gender Strategies and Budgeting which includes 10 GRB national experts; in Rwanda, efforts by the programme resulted in the passage of legislation that required all ministries and districts to include reporting on gender based metrics; in Kyrgyzstan, the programme delivered gender sensitisation and introductory GRB training; in Honduras, training on GRB and social audits were developed for municipal level Transparency Commissions, mayors, administrators and women's organisations; in Cameroon, the Ministry of Finance organised a capacity development plan for gender focal points which resulted in the introduction of gender perspectives in the budget circular letter; finally, in Ethiopia, gender mainstreaming guidelines issued by the Ministry of Women, Children and Youth Affairs have been adopted by 18 sector ministries.

The evaluation also found abundant evidence of capacity building activities in the four case study countries. In Haiti, the programme delivered numerous capacity building trainings and workshops, including a ToT that involved the Ministry of Finance. The programme strengthened the capacity of two pilot line ministries and studies of gender awareness and capacities for both ministries were undertaken. Three CSO-tailored sensitisation sessions were implemented in partnership with a USAID project and reached about 100 participants raising awareness and strengthening individuals' capacities. In Jordan, outputs under Outcome 2 were abundant and participants confirmed the value of trainings and initiatives carried out by the programme. These included capacity assessments and review of sector specific plans and trainings and workshops for members of parliament and ministry gender focal points. Also, the programme organised a workshop focused on gender mainstreaming in public services targeted at feminist economists and gender advocates. In Nepal, progress towards achieving Outcome 2 was made through training mid-level government officers on GRB aims and processes so they could be directly involved in the planning and budget preparation processes. Additionally, in Nepal, progress was made through the development of information and guidance material on Gender and Social Inclusion, GRB, and gender

auditing for village development committee members and social organisers, as well as the streamlining of the auditing process through the development of an audit guideline. Finally, in Senegal, progress toward Outcome 2 was evidenced by the implementation of gender units in two pilot ministries and the convening of a 24-member Consultative Group which acted as an advisory body to help the programme achieve a level of gender responsiveness in sector or line ministry programmes. Also, the programme in Senegal supported South-South cooperation through the International GRB Forum, visits of Senegal parliamentarians to the parliament of Morocco, and participation of GoS staff in the global programme workshop in Turin, Italy.

Outcome 3

UNW encountered challenges in engaging systematically and effectively with EUDs and donors in dialogue and aid coordination efforts and mechanisms. All four country case studies exhibited more limited engagement of EUDs and other donors than what was envisioned in the programme design in relation to its objectives. Further, the desk review for the global portfolio of countries revealed similar findings. Documentation from only four of the 12 countries mention specific interaction with the EUD (outside of the ITC/ILO-specific work). Zambia indicated a bright spot where a roadmap for a common country gender profile was prepared in collaboration with the EUD. However, the status and use of this roadmap is not elaborated in the documentation. Ethiopia and Kyrgyzstan reported similar project-level activities with the EUD, but the documentation on these is also sparse.

Efforts led by ITC/ILO supported the integration of gender perspectives in national and sector programmes and raised awareness with EUD management regarding the importance of assigning or re-allocating funds for gender equality priorities. The activities implemented by ITC/ILO supported the eight pilot countries to work on translating the EU plan of Action 2010-2015 into specific programmatic initiatives in priority sectors. In some cases, this work also increased the visibility of the F4GE programme and the active involvement of gender focal points (GFPs) in the EUDs. The Train4DEV online course was offered to a number of stakeholders from all countries. ITC/ILO also organised a 'Gender Academy' from 11 – 12 November 2013 in Turin in which stakeholders from the eight programme countries were invited to attend. The event brought together experts and practitioners on gender, work and employment to share experiences on the work undertaken in pilot countries.

Among the countries where the ITC /ILO pilot was implemented, stakeholder interviews indicated that five countries (Ethiopia, Nicaragua, Rwanda, Tanzania, and Zambia) have performed very satisfactorily. Others, such as Haiti, Nicaragua and Ukraine were less successful.

Outcome 4

For Outcome 4, UNW HQ directly contributed to the outcome of the Fourth High Level Forum on Aid Effectiveness (HLF4) by providing support for the implementation of a plan of action for mobilising women's rights organisations and networks around the HLF4, to ensure that gender equality and GRB was reflected in the outcome of the forum. In September 2012, the programme's Project Management Unit (PMU) launched a grant-making facility to contribute to Outputs 4.1 and 4.2 in that these would support innovative knowledge building, advocacy, capacity strengthening, alliance building and networking for F4GE. The facility selected five grant recipients which then carried out their projects during 2013 and 2014. All five organisations reported good achievements and results in their final narrative reports. Selected achievements under these grants include the drafting of the AWID FundHer Scorecard and extensive research on the gender dimensions of international financial institution financing in Haiti.

Further, the programme generated several knowledge products and facilitated knowledge sharing through various regional workshops and global seminars on thematic issues as well as through the '*Lessons Learned End of Programme Workshop*'⁷ held in Brussels in June 2015. These have provided a basis for comparison in diverse

⁷ Final Report, Increasing Financing for Gender Equality: Lessons Learned (4-5 June 2015) End of Programme Workshop, Brussels, Belgium

regions and country contexts enriching and enabling the F4GE implementation at the country level. Stakeholders interviewed as part of this evaluation benefitted and expressed their enthusiasm for such effective learning experiences which related to and enabled their work in respective countries.⁸

Additionally, a handbook on costing gender equality priorities was published by UNW in 2015⁹ as a result of the global-level thematic workshop on costing gender equality (held in Bolivia in 2013), lessons learned from F4GE programme, and previous UN System-wide work on costing more generally. This handbook will be a vital tool in providing guidance for countries as they embark on costing exercises and facilitate future trainings in costing methods. Further, the evaluation findings indicate the programme has generated and applied a number of relevant tools, methodologies, and products to strengthen the technical capacity of stakeholders to effectively integrate GE/GRB in national and local planning and budgets.

Efficiency

UNW made strategic choices regarding the activities implemented based upon prior programming, the most likely areas where the programme could realise effect and by remaining flexible to respond to opportunities when they arose. The four case studies and global portfolio review provide ample evidence the programme engaged in a wide variety of activities. However, as should be expected from any global programme, individual country contexts varied widely.

Each country adapted and modified the programme's logical framework and areas of intervention to best suit their individual needs. A cross-cutting example of this can be found in the programme's engagement with central and line ministries in all countries, with a specific focus on engagement with Ministries of Finance as these bodies are intrinsic to implementing GRB. Because each country was at a different stage in its implementation of GRB, COs made choices about how to interact with central and line ministries.

The programme was able to successfully build upon past programming, or leverage its funding with concurrent programming to deepen and broaden its reach. It is a common refrain within the development community to find ways to achieve programming continuity and minimise duplication. The F4GE programme found ways to make good on both of these desirable practices by building on past programming and leveraging other funding already in play in the countries of implementation. The case study countries provide two ready examples: In Nepal, the programme combined F4GE programming with core funding in order to have access to greater resources for key programme and operating costs and, in Senegal, the programme joined in activities of an ongoing multi-donor programme for MDGs in water and sanitation to provide inputs on gender planning.

Globally, the desk review highlighted examples from Ukraine where gaps in programming funding needs were addressed via cost sharing from other funding streams provided by the Friederich Ebert Foundation (FES) and UNFPA. In Tanzania, the programme sought to strategically support the ongoing process of institutionalisation of gender-responsive planning and budgeting at both national and local levels and, in Rwanda, the programme built off of a previous EC funded agriculture programme to develop an annual workplan for the implementation of its gender strategy.

The F4GE programme was implemented according to international standards of transparency and accountability and day-to-day activities of the programme were coordinated at the country level. Under the F4GE programme, each country was responsible for managing its own budget for accountability purposes. UNW HQ provided support to ensure effective and efficient financial management in all programme countries.

⁸ Refer also to section VII. on Good practices and Lessons Learned

⁹ UN Women, 2015. Handbook on Costing Gender Equality.

UNW COs were directly responsible for the effective and efficient management of a complex, multidimensional, and multi-stakeholder programme. Despite the challenges associated with such a complex programme, partners and stakeholders interviewed expressed a high level of satisfaction for the efforts undertaken and level of cooperation extended by UNW in the COs and the Programme Coordinators more specifically. Programme management required great attention to building and managing partnerships with diverse actors, including actors who had no previous exposure to GE and GRB. This was a process that involved continued advocacy with partners, consistent follow up, consultations and good coordination. Further, evaluation interviews found that the case study countries received excellent support, timely and quality technical and advisory guidance from UNW HQ. Effective communications through emails and Skype were maintained between the Programme Coordinators and UNW HQ in all programme countries, which has made an important contribution to the technical GRB work and its implementation, and in helping address the challenges encountered.

UN Women's standard monitoring and reporting procedures were employed for the programme. These procedures include planning for monitoring the programme, the submission of periodical reports, and a review against a Performance Monitoring Framework (PMF). Regular programme monitoring was undertaken based on the Monitoring and Evaluation Plan (M&E Plan). Reporting was aligned to donors' required cycles, with monitoring data from the programme sent to UN Women HQ from COs to be included in donor reports. Programme Coordinators were responsible for regular monitoring duties that entailed: quarterly and needs-based meetings with the UNW HQ Programme Manager, monitoring the work of subcontractors and external consultants contracted under the programme, preparing narrative reports and completing the PMF.

Sustainability

The possibility for sustainability of the results achieved under the programme exists in all programme countries but remains dependent upon strong political commitment and available resources. The greatest single sustainability challenge faced by the programme is breaking the barrier between successful delivery of technical support and capacity building on GRB/GE and true institutionalisation of the same.

Further, political instability and availability of qualified human resources were two major challenges that affected programme implementation. These factors also pose a challenge to institutionalisation of capacity built by the programme and may affect future related programming. In order to ensure that F4GE principles survive the frequent changes in leadership and staff within the government, countries must develop a way to ensure that GE remains intact regardless of staff turnover. This includes embedding GE in regular training, job descriptions and standard procedures. Similarly, countries need continued effort to make sure F4GE breaks out of current implementing units and becomes a part of government overall, down to local levels. While this is happening to some degree already (e.g. Jordan, Nepal, Rwanda), respondents called for much more focused effort in this area. To foster sustainability, countries should continue investing in civil society and national women's networks to continue to increase the vibrancy of the national conversation and further embed the principles of F4GE throughout their respective countries.

Impact

Impact was examined in the context of progress towards the stated goal of the programme: to increase the volume and effective use of aid and domestic resources to implement national commitments to gender equality and women's rights (GE/WR) at country level and the programme's country-level objectives. Of the four case study countries, Jordan and Nepal had data to support that there was an increase in funding to GE/WR-related activities during the programme's lifetime. While it is still too early to know how this actually impacted women and will require monitoring to do so, the evaluation concludes that the F4GE programme contributed to these increases through continued advocacy, capacity building activities, and partnerships at the country level.

Through capacity building, technical assistance, and advocacy efforts, the F4GE programme successfully contributed to the development of national action plans for GE in many of the programme countries. However, factors outside of the programme's control sometimes adversely affected approval and implementation of these plans. Future work in this area is necessary to ensure the approval and implementation of national action plans for GE.

Programme support has led to positive shifts in the integration of gender equality in both national and sectorial policy frameworks in several programme countries. In response to programme activities, the Government of Jordan fiscal reform process now includes results-oriented budgeting and gender-responsive budgeting which impacts national planning and budgetary systems and affects change at the systemic level. Further, gender-responsive budget circulars have been signed into law and detailed gender-sensitive templates are ready to be approved in 2016, and will be applied to the Budget Circulars in 2017-2018.

In Haiti, the programme directly contributed to the development, finalisation, and endorsement of the National Gender Equality Policy (2014-2034) and the finalisation and costing of the Action Plan (2014-2020). Further, programme support during the development of Haiti's Strategic Development Plan (PSDH) resulted in the incorporation of gender equality objectives within the Plan. At the sectorial level, the programme provided support to the Ministry of Planning (MPCE) in creating an updated version of the technical sheets, a gender-aware planning tool called FIOP,¹⁰ which requires all estimates submitted for financing to be identified for gender impact specifically. As the FIOP is required for every programme and project, this revision represents a step forward in analysing the gender impact of government programming.

With programme support, the Ministry of Women, the Family and Children (MFFE) in Senegal formulated the new National Strategy on Gender Equity and Equality (SNEEG) which is aligned with the National Development Strategy of Senegal (PSE). Additionally, the F4GE programme successfully initiated dialogue between the MFFE and MEF to mainstream gender in the Economic and Social Policy Document 2011-2015 (DPES) which acts as a frame of reference for the actions conducted by the government and Development Partners (DPs). This is another important first step in the GRB process with the ministry that can potentially be leveraged to affect all financial policy and budgeting practices.

Similar evidence was also gleaned from the global desk review. For example, Rwanda revised the Organic Budget Law to incorporate gender budget statement (GBS) as one of the required annexes of all agencies' budgets. The revised law also contains a provision on reporting on the performance of the implementation of GBSs. Prior to the revision, there was no provision in the law on reporting of GBS implementation.¹¹ Furthermore, in Kyrgyzstan, the Programme of Transition of the Kyrgyz Republic to Sustainable Development (2013-2017) was approved by parliament. This Programme of Transition includes GE priorities and aligns with the current National Gender Equality Strategy until 2020.¹²

Despite these achievements, the programme encountered difficulties engaging with donors to increase their capacity and accountability in an attempt to improve aid coordination mechanisms in many of the programme countries. Where engagement was present, there is little evidence to argue that these activities improved aid coordination mechanisms.

Good Practices

The evaluation identified a number of good practices that have the potential for adaptation and multiplier effect in future programming and UNW's other undertakings. These include (a) giving the lead to national partners

¹⁰ Individual Operational Project Form

¹¹ UN Women. 2015. Rwanda F4GE programme 2013 Progress Report (pp. 9-10).

¹² UN Women. 2014. F4GE programme Second Progress Report to the European Commission April 2013 – January 2014.

through participatory approaches, (b) shifting ownership of the programme to national partners, (c) enhancing sustainability through capacity development at individual and institutional levels, (d) utilisation of a rights-based approach, (e) establishing specific mechanisms to institutionalise GRB locally, (f) promoting GRB through peer learning and networking, (g) supporting coordination between donors on specific national priorities, and (h) building on past and existing initiatives and institutional structures.

Lessons learned

The evaluation identified a number of lessons to be learned to mitigate challenges and enhance results achieved in future programming. These include (a) recognition that GRB is not an end in itself, but only one strategy in contributing towards the integration of GEWE in national planning, budgeting and programming, (b) political will, commitment and leadership at the highest level are of the utmost importance for uptake of GRB and F4GE, (c) collective efforts of multiple stakeholders are critical in ensuring accountability and achieving programme objectives, (d) civil society and gender advocates have a crucial role in advocacy, in monitoring financing for GEWE and holding governments and donors accountable, (e) political leadership on GEWE needs to emanate from within the EUDs, particularly the higher management levels, (f) decentralisation of government has important implications for GRB, (g) engaging with donors, especially on aid coordination is critical and (h) GRB has social implications, takes time, and requires a long-term perspective.

Conclusions

The F4GE programme is well aligned with the needs of women and national gender equality priorities in its countries of implementation, and reflects the priorities of UNW and major donors. In each of the programme countries, women face significant barriers towards achieving equality. The global desk review and four in-depth country case studies underscored UNW's understanding of the unique needs of women in each of these contexts. This is especially so in the case of cultural context - the programme operated across 16 countries that exhibited incredible cultural diversity.

At the same time, the programme also reflected UNW's understanding of the national priorities in each of the programme countries and how these created opportunities and presented challenges in advancing the GEWE agenda. In some cases, GE priorities and principles were quite mature and clearly integrated in national planning, as in Nepal and Rwanda. In other cases, such as Senegal, while the country has signed up to global frameworks, the integration of GE principles in day-to-day activities of the government still remain minimal.

On a global level, the programme was very well aligned with the strategic priorities related to GE of its major donor, the EC. Further, the F4GE programme was rooted in the framework of the first Strategic Plan of UNW (2011-2013) and in line with its 2014-2017 Strategic Plan.

UNW effectively engages with policy makers and donors at the global level, but needs to find a way to translate this same engagement at the local level. The programme has clearly demonstrated its ability to effectively engage with policy makers and donors at the global level. While not explicitly attached to a programme outcome, UNW effectively leveraged its expertise and position to influence the drafting stages and outcome of the 2015 Financing for Development conference so that gender equality priorities and financing for gender equality were reflected in the outcome of the conference.

Conversely, the evaluation found that UNW encountered challenges in engaging systematically and effectively with EUDs and donors in dialogue and aid coordination efforts and mechanisms at country-level. A key issue observed across the four case study countries is that the programme has not been driven by a commonly agreed agenda between UNW and EU/EC at the country level and a set of agreed responsibilities and expectations on both sides. The evaluation also found that beyond the EU, the programme also encountered difficulties engaging with donors to increase their capacity and accountability in an attempt to improve aid coordination mechanisms.

By building on past experiences and exhibiting flexibility in country-level approaches, the programme was able to realise progress across a variety of contexts towards incorporating GE principles in national agendas. The evaluation found numerous areas in which the programme achieved progress towards its objectives. Specifically, programme support led to positive shifts in both national and sectorial policy frameworks towards the incorporation of GE in several programme countries. To varying degrees, the programme strengthened the capacity and accountability of national governments to implement GE commitments and women's priorities in national planning and budgeting systems. Most notably, the F4GE programme successfully contributed to the development of national action plans for GE in many programme countries through capacity building, technical assistance, and advocacy efforts.

These results were achieved across varying national contexts (including those facing the aftermaths of natural disasters, civil unrest, shifts in political leadership, political instability, and low capacity of national actors to implement GE principles) which posed significant challenges to programme implementation and institutionalisation of progress. To mitigate these risks, the programme made strategic choices regarding its activities based upon prior programming to target the most likely areas where the programme could realise effect. Additionally, the programme remained flexible which allowed it to respond to opportunities when they arose. Although the programme exhibited adaptability and flexibility, and was able to mitigate many of the identified risks outlined in country logframes, many respondents from several countries perceived that the programme was overly ambitious given the allocated human and financial resources. The above has resulted in a wide variety of progress towards the outcomes of the programme across the 16 countries.

Working with and through partners is an effective strategy and force multiplier.

The partnership with ITC/ILO was especially effective. ITC/ILO-led efforts supported the integration of gender perspectives in national and sector programmes and raised awareness about the need for assigning or re-allocating funds for gender equality priorities. In some cases, this work also increased the visibility of the F4GE programme and the active involvement of gender focal points (GFPs) in the EUDs.

The evaluation found that the F4GE grant making facility was an effective mechanism for supporting feminist economists and gender equality advocates in their efforts to realise stronger policy coherence on gender equality in fora related to economic and development effectiveness.

Finally, and very importantly, the entire programme was predicated on the ability of UNW to partner closely with government partners (especially in central and line ministries), civil society actors and other bodies. As noted elsewhere, this engendered local ownership and the continued development of an ecosystem that supports GE principles and goals.

Monitoring progress of the programme and following up with outputs are critical for long-term sustainability and achievement of programme outcomes. While the programme utilised UNW's standard monitoring and reporting procedures which were sufficient for internal accountability and donor reporting, these monitoring and reporting procedures did not provide the programme with a sufficient mechanism for tracking progress against outcomes. More importantly, they did not provide a way for following up with activities and their outputs. For example, while the programme documented the capacity building activities through progress reports, manuals, and other documentation; the programme lacked follow up on these activities to determine what type of knowledge was retained or how tools were ultimately used. Another specific example comes from the development of the Resource Package for donors. Its development was participatory and a variety of donors came together to identify gaps, common ground, and good practices. The *Resource Package* is an important and comprehensive online knowledge hub to support EU and bilateral agencies, and seeks to aggregate guidance and provides the conceptual foundations of GM in development cooperation.

Sustaining GEWE-focused efforts is critical to their ultimate institutionalisation and sustainability. The evaluation finds that while the potential for current results to be sustained beyond the implementation period

exists in all programme countries, this forward movement remains dependent upon strong political commitment and available resources. Indeed, the greatest single sustainability challenge faced by the programme is breaking the barrier between successful delivery of technical support and capacity building on GRB/GE and true institutionalisation of the same. This can only be achieved by ensuring that GE remains on the active agenda of governments, that capacity exists to translate GE priorities into practical and actionable tools, and that a strong voice of advocacy and accountability exists.

Recommendations

This evaluation represents a conscious and strategic moment of reflection by UNW at the conclusion of a large and complex programme that seeks to address a critical need for women across the globe. The most complete and nuanced understanding of the F4GE programme rests with those who managed it and, as such, while the recommendations below are based on the evidence collected and consultations with stakeholders, the ultimate decision about how to best support GRB in the future lies with UNW.

Recommendation 1: Initiate a new phase of GRB programming

Gender-responsive budgeting and the promotion of gender equality principles in financing is an important topic in the broader context of efforts designed to promote and support the improvement of women's lives around the world. This is clearly indicated in the stated strategic priorities of donor governments, especially the EC/EU, and the trend towards an increase in gender-earmarked funding.

Across the entire portfolio of 16 countries, and especially in the four case study countries, elements for a successful continuity exist. Indeed, as noted in the evaluation's findings and conclusions, sustaining effort, maintaining momentum and building upon past achievements is a critical success factor. As such, UNW should design a new and updated phase of F4GE to incorporate both GRB and AE goals. This design should engage with the concept of financing for GE, based on the feminist macroeconomics of development and ODA and ensure that a future programme design adjusts the current logical framework and TOC to reflect more clearly the ultimate and higher development goal of women's access to resources and services and GE.

In the design of a new programme, UNW should bring together key actors to help assess the institutional and political components of the programme's change logic for its work in GRB and develop a nationally specific road map. This will ensure that future programming is appropriate to the particular social and political environment, and identifies the strategic route required to adopt meaningful GRB. This will include a clearer focus on achievable outcomes and articulation of risks, assumptions and mitigating actions. Such routes might include:

- When designing future GRB- and FfD-related programming, fund the initial deployment of a gender-and-statistics mission to explore the data capacity and instruments of the national statistics office and design capacity building responses where necessary.
- Assessment of country-level capacity for expenditure tracking and assessing the impact of expenditure on poor women and their families.
- Review of national accounting processes from local to central level to ensure that quality information is available and to gauge the relationship between allocation and expenditure.
- Devising strategies to pursue engagement with the higher management levels of Government, particularly with Ministries of Finance, Planning and high leadership offices.
- Identify where the well supported ongoing programming lies for leveraging support for GRB e.g. linking GRB to the major reform processes in public financial management.

UNW should also design programming that continues to support capacity development measures and focus in areas identified as country relevant:

- In partnership where possible, assist national partners/government in strengthening capacity and accountability for effective monitoring and tracking systems on public spending, to ensure programmes and projects actually benefit women and men, girls and boys equitably.
- Capacity development on GE/GRB should be continued with stakeholders and the scope of training expanded for broader coverage to include staff from ministries and more Budget Analysts from gender budgeting departments or units. This would help build a strong and competent core group of staff who can provide technical support on GRB to ministries and local government (if expansion of the programme to take place at local government level). In this regard a capacity development strategy including a ToT plan should be designed for the various training activities involving participation of higher management in the ministries.
- A series of short courses on data literacy could then be designed and built into future programmes.
- Capacity development activities should be put in place or continued for MPs to strengthen their capacity on gender sensitive policies, GE/GRB and to enhance their important role in the passing of gender sensitive legislation and budget laws.

Finally, GRB tends to be focused on the central levels of government but significant opportunities exist where governments are engaged in decentralisation. It is at the local level that national policies, plans and budgets get translated to improving women and men's access to resources and services. These levels may be more amenable to introducing GRP and GRB, and they may have greater numbers of women active in public office – who could become champions of GRB at their local level.

[Recommendation 2: Ensure that the implementation period, level of effort, and funding are commensurate with the programme's objectives](#)

As the evaluation has noted, UNW has achieved significant forward movement for GRB with the F4GE programme. One of the most difficult aspects of this evaluation was capturing and digesting the achievement and challenges across the 16 countries. While they were all guided by a global ToC and logical framework, these were adjusted and localised based on the specific needs of the country of implementation. However, even with this localisation, the scope, breadth and aspirations of the F4GE programme were ambitious, and perhaps overly so. This was specifically noted by stakeholders in the country case studies, but is also readily evident from the available documentation of the overall portfolio.

The financial allocation and associated level of effort given to projects should realistically reflect the scope of activities and expected results. To achieve this for a future F4GE programme, one of two scenarios should be followed:

- **Option 1:** Expand the volume of resources to extend and embed GRB, and to undertake activities around aid coordination through greater funding commitments. This would allow for more CO level staff (e.g. a programme coordinator for managing activities and a GRB expert for providing technical inputs) and the ability to support more partnerships with CSOs and women's groups.
- **Option 2:** Reduce either the number of countries of implementation, or the scope of activities pursued. This would bring a focus on quality, impact and sustainability of activities, rather than the pursuit of high levels of outputs.

Underscoring both of the options above should be an emphasis on the best practice of underpromising and overdelivering - seeking to truly achieve realistic outcomes and objectives within time and budget allotments. In so doing, UNW will be able to better focus its limited resources and be able to realize externalities (e.g. evidencing how the inclusion of women rises all boats incentives other programmes to learn and implement the practice), network effects (e.g. building the capacity of women's organizations should, in turn create pressure on

government) and leverage points (e.g. becoming a truly powerful influencer at a MOF) will result in the multiplication of their efforts.

Recommendation 3: Seek to leverage partnerships at all levels to a greater extent

GRB is predicated on leveraging other stakeholders to play a part and, as noted in the findings and conclusions, the F4GE programme realised significant success when partnering with others. In the case of ITC/ILO, which was a designated partner and responsible for delivery of specific programme outputs, significant progress was made in enhancing the capacity of EUDs and raising the visibility of GFPs. Focused, tangible achievements were realised through the grant making facility and, the programme relied on numerous local contractors and consultants for delivery of programme activities.

UNW should consider broadening and deepening partnerships like the one with ITC/ILO to be able to focus efforts on its contribution to the dialogue and policy formation around GRB while allowing others to effectively deliver programme outputs. This recommendation is in line with others proposed for UNW's overall contribution to Women's Economic Empowerment.¹³

While partnerships with international organisations are important, it is equally important to join with actors who are realistically capable of leveraging accountability at the local level, across all sectors. This could be a sweet spot for UNW's efforts in the GRB space. Not only could UNW support partners to further the GRB agenda individually, it could also use its networking power to ensure related actors are communicating, sharing and moving that agenda forward together.

Finally, at the CO staff level, working through partnerships should also allow UNW to continue to deliver more with less. UNW human resources would be able to focus their time managing partners to ensure the achievement of outputs and monitoring overall movement towards outcomes.

Recommendation 4: Establish a meaningful and mutually productive relationship with the EUD and other donors at the local level

As noted in the findings and conclusions, the F4GE programme maintained an excellent relationship with donors, especially the EU, and policy makers at the global level. These efforts were instrumental in the inclusion of GE principles in the 2015 FfD conference outcomes and, more generally, in steering the global programme. However, these effective relationships were not enjoyed at the local level, where they would be most likely to generate effect for the programme's outcomes.

In partnership with the EC, UNW should develop a proactive engagement and strategy to generate greater ownership by EU Delegations. This partnership should be formalised with commonly agreed responsibilities and expectations. As starting points, UNW should explore:

- The feasibility of establishing a Project Steering Committee with EU and national partners to facilitate more formalised joint communications and exchanges on F4GE at a strategic level, and close engagement and support of EUD in collaboration with national partners
- The possibilities of UNW participation in existing EU Subcommittees such as Good Governance which has responsibility for gender or in Public Financial Sector Reform processes where the EUD is often active.
- How future programme design can learn from good practices generated for F4GE by the ITC/ILO component.

¹³ See Recommended decision 2 in *AN EMPOWERED FUTURE - Corporate evaluation of UN Women's contribution to women's economic empowerment*, 2015. UN Women Evaluation Office

In addition to deepening engagement with the EUD, UNW should apply new strategies for strengthening the capacity and accountability of donors in F4GE. The aim should be to support donor coordination on gender. UNW should collaborate with donors and explore opportunities to engage with donor aid coordination mechanisms and major projects, for example:

- Opportunities were clear in particular countries with, for example USAID (GRB), UNICEF (Child Friendly Budgeting), Donor Groups (Public Financial Sector Reform), UN Gender Thematic Groups (GTG) and Donor Gender Coordination Mechanisms.
- Explore the feasibility of establishing a multi stakeholder coordination group including donors using the GRB Network as an existing mechanism to engage national partners with donors.

Recommendation 5: Emphasise programme monitoring and reporting towards outcomes

The evaluation found a wealth of documentation related to the implementation of the F4GE programme and this documentation was related to both standard and required reporting processes. However, reporting was focused on the achievement of outputs, rather than monitoring and reporting on desired outcomes. A shift from output to outcome monitoring and reporting will benefit a future programme in numerous ways, but two in particular:

- Most importantly, a focus on outcomes will demand UNW coordinators and partners to follow outputs to understand their uptake and ultimate impact on behaviour change. This will move reporting from “what happened” to “so what?” and should, ultimately provide UNW with an even better platform for highlighting its achievements and success, as well as support identification of challenges.
- Focusing monitoring and reporting on outcomes will also directly impact decision making by coordinators at the CO level. Rather than emphasising quantity of outputs, this shift would bring a focus on quality, depth, impact and sustainability.

Finally, a future programme would benefit from a clearer link between monitoring and evaluation activities and programme adjustments for greater success. In so doing, UNW would make clear the strategic importance of monitoring and reporting to achieving the programme goal.

Background

Purpose, Objectives and Scope

Introduction

This synthesis report is the final product of the evaluation of UN Women’s (UNW) Global Programme on *Increasing Accountability in Financing for Gender Equality* (F4GE). The evaluation was conducted by an external independent team between November 2015 and April 2016. The evaluation was managed by the UNW Governance and National Planning (GNP) team, who were also responsible for implementing the programme.

The purpose of this report is to provide analysis, findings, conclusions and recommendations related to the overall programme based on data and information collected and analysed during the evaluation process. This report is informed by: (a) four country-level case studies (b) a documentation review of the programme’s global portfolio and (c) interviews with a wide variety of stakeholders.

This report is the culmination of a participatory evaluation process involving direct consultations with 120 stakeholders (79 women and 43 men). The evaluation included an inception phase and employed a case study approach and mixed methods methodology to ensure the broadest and deepest data set possible.

This report is presented in six sections. This first section provides an overview of the evaluation purpose, objectives and limitations and a summary of the evaluation methodology. Section 2 provides a description of the F4GE programme and the context in which it was delivered. Evaluation findings are presented in Section 3 and organised according to the expected Outcomes of the programme. Section 4 provides good practices and lessons learned related to F4GE and conclusions and recommendations are presented in Sections 5 and 6.

Evaluation Purpose and Objectives

This is a mandatory evaluation as agreed with the European Commission (EC) in 2011. The evaluation seeks to assess improvements in the programme’s target areas by reviewing the programme design, implementation arrangements and achieved results and outcomes. It assesses progress of the programme against stated outputs and outcomes, and identifies lessons to be learned and recommendations to further expand on and scale-up the work on financing for gender equality.

The main objectives of the evaluation are to:

- Analyse programme outcomes and assess effectiveness of the approach and strategies used by the programme countries to increase financing for gender equality.
- Examine programme results in relation to the intended outcomes and outputs and identify the strengths and weaknesses in programme design and implementation to scale-up the lessons learned and improve future programming on financing for gender equality.
- Examine critical factors that enable or hinder effective achievement of intended results.
- Draw key lessons on the role of partnerships and multi-stakeholder mechanisms in the achievement of planned outputs and outcomes.
- Provide recommendations on how to address the critical factors that hinder effective achievement of intended results.
- Document lessons learned and best practices and provide recommendations to inform future work on financing for gender equality.
- Assess institutional capacity and potential for sustainability of the on-going work in programme countries.

Evaluation Audience

The main users of the Evaluation are UN Women, the EC and other donors, the ITC/ILO, European Union Delegations (EUDs), national partners including governments, CSOs, and gender advocates.

Evaluation Scope

The evaluation covers programme implementation from October 2011 until December 2015 and assessed global- and country-level components.

The evaluation looked at five criteria: relevance, efficiency, effectiveness, potential sustainability and impact. The findings and conclusions included in this report have been organised based on these criteria, along with the guiding questions for the evaluation.

Evaluation Methods

Evaluation Approach

The evaluation adopted a case study approach, selecting four of the sixteen programme countries as explanatory cases. Each case study employed in-depth desk reviews of available documentation, field visits, and in-person and virtual interviews with key informants. A global portfolio review of the remaining 12 programme countries was carried out via desk research.

The ITC/ILO component of the programme (under Outcome 3) was assessed using document review and virtual interviews with several stakeholders. HQ-level activities (under Outcome 4) were assessed via document review and supplemented by virtual and in-person key informant interviews and discussions.

The overall approach to the evaluation was informed by the following key elements:

- *A focus on the Theory of Change*

The Programme's Theory of Change (ToC) was a central reference point throughout the evaluation process and an integral part of the overall approach and methodology of the evaluation. The ToC approach focused on the causal relationships and links between resources/inputs, activities, outputs, outcomes, the long term goal, the context of the intervention (e.g. political, institutional, and cultural) and other influencing factors (e.g. operational, political, technical) that enabled or restricted success. It helped ascertain and validate to what extent these causal links were coherently pursued during implementation and if the logical model conceived contributed to the results to date and towards the overall goal of the programme. For each case study, and discussed in each case study report, the evaluation examined the underlying assumptions of how the programme intended to bring about the changes and if the risks identified were mitigated.

- *A participatory and consultative process through stakeholder consultations*

The evaluation adopted a transparent, participatory and consultative process that meaningfully engaged key stakeholders. It allowed respondents to be active participants in reflecting, analysing issues from their own experience, identifying what worked and did not work, and making recommendations to achieve the programme goal. Through field visits and virtual interviews, a diverse range of stakeholders shared their experiences, perspectives, insights and learning about the F4GE and results achieved. Stakeholders interviewed were identified with the assistance of UN Women HQ and the Haiti, Jordan, Nepal, and Senegal COs. Additional respondents were also suggested by the Evaluation Team. Further, data collection tools developed under the evaluation were validated and approved by UN Women. Findings and recommendations borne from data collection were then validated through stakeholder consultation and feedback in each visited country.

- *Integration of gender equality principles and a human rights-based approach*

Gender equality and gender responsiveness based on principles of equality, inclusion, and non-discrimination are integral to a human rights-based approach and were given explicit emphasis. The evaluation examined to what extent the programme reflected and factored these concepts in programme interventions.

Ethics, Gender Equality and Human Rights

The evaluation work has been guided by the UNEG (United Nations Evaluation Group) Norms for evaluation in the UN System, as also by the UN Ethical Code of Conduct,¹⁴ (e.g. voluntary participation, maintaining confidentiality, and the independence of the evaluation) which was explained to stakeholders prior to conducting the interviews.

Evaluation Process

The evaluation process consisted of four phases:

Phase I – Inception (October to December, 2015)

The inception phase consisted of consultations between the evaluation team and UNW management, a review of the programme's portfolio, mapping of stakeholders, inception meetings with the reference groups, review of the ToC for the programme, finalisation of selection criteria for country case studies, finalisation of the evaluation methodology and creation of the inception report.

Phase II – Data collection (December 2015)

The data collection phase included in-depth desk research of global- and country- level programme documents, telephone/Skype interviews, staff and partner surveys, visits to three case study countries (Haiti, Jordan and Senegal), completion of one virtual case study (Nepal) and HQ and preparation of four case study reports.

Phase III – Analysis and Reporting (January – July 2016)

The analysis and reporting phase included analysis of data and interpretation of findings, drafting case study reports and drafting of this synthesis report.

Phase IV – Dissemination and Follow Up (August 2016)

The dissemination and follow up phase included the development of a management response by UNW and publication of the evaluation report.

Data Collection Methods

The evaluation work has been guided by the UNEG (United Nations Evaluation Group) Norms for Evaluation in the UN System, as also by the UN Ethical Code of Conduct,¹⁵ (i.e. voluntary participation, maintaining confidentiality, and the independence of the evaluation) which was explained to stakeholders prior to conducting the interviews. A majority of the data collected was qualitative, gathered through both document review and semi-structured key informant interviews (KIIs) and focus group discussions (FGDs). Both KIIs and FGDs were informed by guides which were developed by the evaluation team and approved by UN Women during the Inception Phase of the evaluation. Please see full guides tailored to different stakeholders in Annex III.

The methodology in the evaluation used both primary and secondary sources of data and a diverse set of data collection methods. This ensured different sources of data were captured and allowed for triangulation of findings to bring rigour to the analysis. Data collection methods included:

¹⁴ UNEG Ethical Guidelines for evaluation, UNEG, (March 2008) United Nations Evaluation Group

¹⁵ UNEG (2008). *UNEG Ethical Guidelines for Evaluation*.

Document reviews

An extensive review of F4GE documentation commenced during the inception phase and continued throughout the evaluation. Initial documents were provided by UNW HQ and further documentation was sent to the evaluation team from UNW Country Offices (COs). The documentation has been used to validate and triangulate data gathered from interviews during the field work. The review produced background information on where to focus the inquiry and fine tune the questions in the interview protocol for specific informants. A list of documents consulted for this report is provided in Annex IV.

Field visits and Key Informant Interviews (KIIs)

The evaluation team carried out case studies in four programme countries: Haiti, Jordan, Nepal, and Senegal. The selection of countries, was arrived at in consultation with UNW donors and other stakeholders based on the following criteria: geographic diversity, balance between Category 1 and 2 countries, and countries which were not part of the Results-oriented Monitoring Assessment (ROM) carried out by EuropeAid in 2013.

The purpose of each weeklong field visit was to obtain primary data and information, observe operations and validate information provided in documentation through a participatory process of engaging diverse stakeholders and programme partners. KIIs during the field visits drew in the different insights, opinions and views of stakeholders involved in the implementation of the F4GE. Semi-structured, face-to-face interviews with a wide range of stakeholders were an ideal method for obtaining in-depth, qualitative information. For the most part, these interviews were with a single respondent, but sometimes interviews included one or two other relevant persons. Interview formats were presented in the evaluation's inception report, however, these were tailored to the country context and more specifically to each informant in order to respond to the national context, informant experience, and time constraints. Interview guides contained in the inception report are presented in Annex II.

Each field visit team was comprised of either the evaluation team leader or co-evaluator and a national consultant. Due to security concerns, a field visit to Nepal was not undertaken by one of the evaluation team's co-evaluators. Rather, the national consultant carried out in-person interviews and focus group discussions with UNW staff, Civil Society Organisations (CSOs), and government stakeholders. The co-evaluator for the Nepal case study performed virtual interviews with stakeholders.

In each country, the evaluation team carried out KIIs with a wide range of stakeholders from within and outside UNW including government stakeholders and partners, European Union Delegation (EUD) staff, CSOs, other UN agencies and donors. Stakeholders for the interviews and discussions were initially identified by UNW COs and additional respondents suggested during the field visit were also included.

Upon conclusion of each field visit, debriefing sessions took place to present preliminary observations and recommendations. Additional consultations and follow-up Skype interviews were conducted by the ISG evaluation team with the UNW Country Offices and ITC/ILO to add additional depth and verify information.

Data Validation, Triangulation and Analysis

Document reviews and KIIs during the field visits complemented each other and enabled the evaluation team to triangulate and validate the data and findings around common themes that emerged. This was carried out by asking similar questions on specific themes to different stakeholders, using secondary data and multiples sources and consistently validating what was learned with the UNW staff to ensure accuracy.

Evaluation Assumptions, Constraints and Limitations

Assumptions and Constraints

The evaluation's breadth and comprehensive nature were naturally constrained by the time and resources allocated to the assignment. The evaluation team addressed these constraints through clear, consistent and frequent communication with UNW and team members, and detailed, individualised work plans for the case studies and synthesis work.

Due to the compressed timeframe of the assignment, limited time in each case study country, and timing of the field visits which took place in November through January, it was difficult to secure meetings with some informants both during field visits and via Skype/phone afterwards. Further, acquiring additional documentation related to topics uncovered during field visits and KIIs proved to be difficult in some cases. Additionally, as is the case when collecting primary data, especially qualitative data, responses from stakeholders may be subject to interpretation and influenced by personal experiences. Overall, the exchanges were found to be very open and frank and genuinely reflected the opinions of respondents. However, the evaluation team also discovered that, in many cases, interviewees were unfamiliar with the F4GE programme's framework and activities aside from those to which they were exposed, thus limiting the relevance of some of the interview guide questions. In order to mitigate these limitations, data collected through all stages of the evaluation were triangulated and corroborated with various stakeholders and secondary data.

Ultimately, the evaluation was conducted within its allocated budget, timeframe and availability of the evaluation team. At all times the evaluation team worked in concert with UNW to ensure collaboration and transparency, while setting realistic and achievable expectations.

Limitations

The evaluation is ultimately limited by its design and methods. The use of a case study approach to investigate a global programme necessarily means that the evaluation team focused the bulk of its available time on the cases. While the team took care to balance their analysis with the documentation provided for the global portfolio, findings, recommendations and conclusions are inevitably skewed towards the realities found in the cases.

Evaluation Context

From 2011-2015, UNW supported efforts to strengthen the accountability of national governments and donors in implementing gender equality (GE) commitments in financing decisions and practices through the F4GE programme. The programme built on lessons learned from the EC/UN partnership on gender equality and the EC/UNIFEM programme Integrating GRB into the AE Agenda and used the normative frameworks adopted by the 52nd Commission on the Status of Women (2008) and other processes related to the aid effectiveness agenda per the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action.

The programme was implemented in partnership with the International Training Centre/International Labour Organisation (ITC/ILO). Funding for the programme was received from the European Commission (EC) and the Governments of Spain and Italy.

UNW COs were responsible for country-level programme planning, implementation and management. The programme sought to expand the application of mainstreaming gender in public finance management systems, planning, budgeting and aid management instruments. It utilised a multi-pronged approach with a focus on capacity strengthening, knowledge building and information sharing, evidence-based advocacy, gender-sensitive monitoring and tracking of resources and partnership building, coordination and engaging with multiple stakeholders.

The programme sought to achieve four specific outcomes:

- **Outcome 1:** National action plans for gender equality have defined targets, financing and implementation arrangements and are aligned with national planning and budgeting processes.
- **Outcome 2:** Strengthened capacity of national governments to implement gender equality commitments and address women’s priorities in national planning, budgeting systems and programming.
- **Outcome 3:** Strengthened capacity (through knowledge, tools and technical assistance at country level) and accountability of donors and stakeholders in aid coordination mechanisms to achieve commitments towards gender equality in stable and post conflict contexts.
- **Outcome 4:** Feminist economists and gender equality advocates have engaged effectively in contributing to stronger policy coherence on gender equality in economic and development effectiveness policy forums.

The programme was implemented in 16 countries. These countries exhibited diverse contexts in terms of income levels, aid ratio as a percentage of budget, capacity to implement GRB-related work, and gender indicators. Programme countries were classified in two categories based on the timeline of implementation and scope of the national intervention:

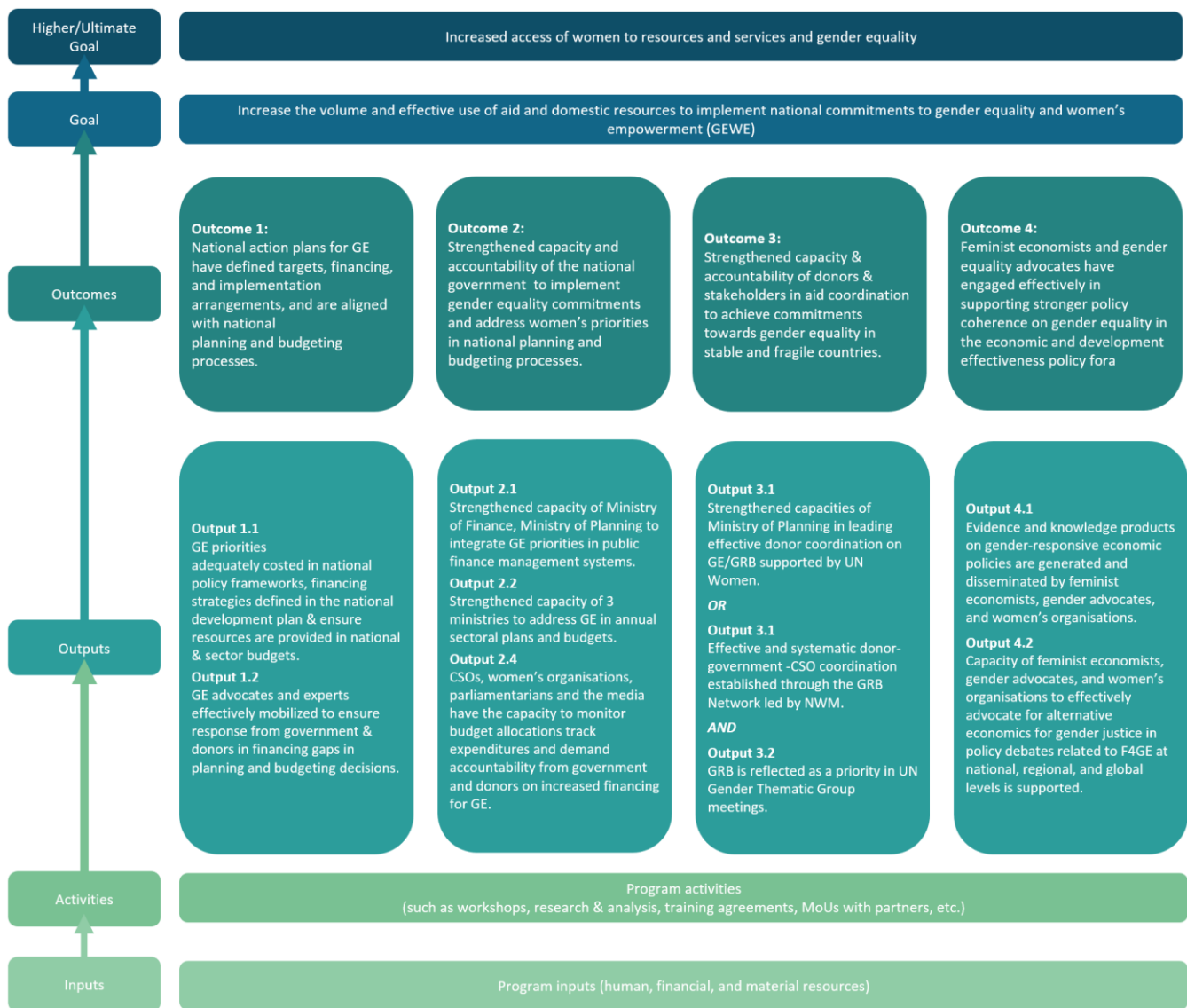
- **Category 1:** Countries where the full scope of programme activities over the full period included: Ethiopia, Haiti, Honduras, Jordan, Kyrgyzstan, Nicaragua, State of Palestine, Senegal, Ukraine, and Zambia.
- **Category 2:** Countries with previous programming on GRB and Aid Effectiveness (AE) (mainly with EC support). The F4GE programme activities focused, over a 15-month period, on strengthening sustainability and institutionalisation: Bolivia, Cameroon, Nepal, Peru, Rwanda, and Tanzania.

Theory of Change

A Theory of Change (ToC) was used for the formulation of the global F4GE programme and, as noted above, the evaluation team used this ToC as the foundation for the evaluation. During the assignment, the evaluation team reviewed the ToC with UNW stakeholders. This review revealed that the original ToC stopped short of stating the higher level goal of the programme. Specifically, that the F4GE programme would contribute to “enhancing

women’s access to services and resources”.¹⁶ The evaluation team has included this revised ToC for the programme below in Figure 1:

Figure 1 - F4GE Revised Theory of Change



¹⁶ UNW (2011), Project Document, ‘Increasing Accountability in Financing for Gender Equality’.

UN Women and F4GE

UNW's specific focus on F4GE is derived from a range international standards and normative frameworks including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Declaration and Platform for Action (1995), relevant outcomes and conclusions of the of the 52nd Commission on the Status of Women 2008, and that of the Fourth High Level Forum on Aid Effectiveness (HLF4) in Busan Korea in 2011 and its explicit focus on GE in effective development cooperation and the aid effectiveness agenda.

The F4GE programme is planned in the framework of the first global level Strategic Plan of UNW (2011-2013). It builds on lessons learned from programming under the EC/UN partnership on GE and the EC/UNIFEM programme on Integrating GRB into the AE agenda.

At the global level, F4GE supports policy advocacy on financing for GE. It also seeks to strengthen the partnership of UNW and the European Commission (EC) in support of the implementation of the European Union (EU) Gender Action Plan as per the Memorandum of Understanding (MOU) signed between UNW and the EC in 2012. The F4GE programme builds on previous initiatives on GRB undertaken by UNIFEM in several countries from as early as 2001 and draws on the important lessons learned and the tools that have been developed.¹⁷

The European Commission and F4GE

The European Commission is, by far, the largest funding contributor to the F4GE programme. Gender equality and women's empowerment (GEWE) remains high on the European political agenda. The EC, as the executive body of the EU, has been increasingly active in the promotion of gender equality in its external action since 2005. It is a signatory to the Paris Declaration (2005), one of the large providers of ODA and a member of the Organisation for Economic Co-operation and Development's Development Co-operation Directorate (OECD-DAC).

Examples of EU commitments to GEWE are detailed in the box below:

2005: The EU Consensus on Development recognised gender equality as a goal in its own right and identified it as one of the five essential principles of development cooperation.

2007: The EU adopted a Communication on Gender Equality and Women's Empowerment in Development Cooperation sending a strong signal on the importance of GEWE in all future EU development cooperation programmes and in new aid modalities aligning with the principles of the Paris Declaration on aid effectiveness.

2008: The EU adopted an Agenda for Action on MDGs to step up efforts to achieve the MDG targets

From 2007-2010, the EC partnered with UNIFEM and the International Labour Organisation (ITC/ILO) within the framework of the EC/UN partnership on Gender Equality for Development and Peace (EU/UN Partnership on GE). This work provided a firm foundation for further cooperation with UNW as the UN global entity to lead on GEWE. In 2010, the EU adopted the EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015), which aims to reinforce EU coordination regarding gender equality policies in development cooperation with partner countries in the interest of having more impact on the ground. The Plan of Action is the basis for the partnership with UNW on the F4GE programme. UNW and the EU signed a MOU in April 2012 outlining areas of cooperation between UNW and the EU which includes the collaboration to ensure responsiveness of plans and budgets to gender equality.

¹⁷ See UNIFEM Evaluation Unit, 2010 p. 23 ff.

Looking forward, a successor, The EU's Framework, Gender equality and women's empowerment: transforming the lives of girls and women through EU external relations 2016-2020 builds on the lessons learnt from, and achievements of, the previous plan.

The Contexts of the Case Study Countries

As noted above, the overall evaluation is grounded in four country case studies and supported by a global documentation review of the other 12 programme countries. As such, it is important to provide a deeper look at the specific contexts of the case study countries to provide an understanding of the findings and conclusions.

Across the case study countries, the design and implementation period of UNW's F4GE programme coincided with a time of significant economic disruption and political turbulence. Bracketing the programme implementation period, in 2010 and 2015, Haiti and Nepal, respectively, suffered severe earthquakes. Beginning in 2011, Senegal joined the regional upheaval brought about by dignity movements and Jordan became a principle site of refuge for displaced persons from Syria. Within the larger portfolio, Ukraine and Palestine also experienced significant political and civil unrest during programme implementation.

Key indicators

The four selected cases are small-population countries and three are least developed countries (LDCs).¹⁸ Jordan is markedly better off in the high human development group, but gender indicators show that all four countries demonstrate similar, significant degrees of gender disparities.

Development assistance, aid effectiveness and financing for gender outcomes

Many governments look to international donors to support investments in human development and equity. How effectively aid is used to further these goals had become an important focal point for all the case study countries. This was grounded in the momentum generated by the 2005 Paris Declaration for Aid Effectiveness, further bolstered by the 2008 Accra Agenda for Action and emphasised by the call from governments to "own" and manage the resources available to their countries.

The four case study countries differ in the significance of ODA in their budgets and their development planning. In Senegal and Haiti, ODA represented 40-60% of the national budget, in Nepal almost 30% and in Jordan only about 16%. However, at USD218 per person, Jordan was the largest recipient of ODA per capita compared with USD31 in Nepal, USD69 in Senegal and USD112 in Haiti.

The global F4GE programme sought to work within these variations to "support[ing] gender advocates' efforts to integrate a gender equality and women's rights and empowerment perspective into the political debate on aid effectiveness, development effectiveness, and macro-economic policy at global and national level".¹⁹ Donors have considerable influence in Senegal since it is a HIPC with ODA increasing to 42% of the government budget in 2015, mostly through direct budget support. Aid to Haiti is highly projectised, limiting the government's ability to apply ODA to GE goals without a concurrent donor focus and commitment to the same. Nepal has had fluctuating ODA over recent years, mainly due to the post peace accord processes and then the earthquake, but the trend is now downwards. Jordan is currently suffering from economic stress as a result of the current regional instability and a massive influx of Syrian refugees.

¹⁸ List of LDCs and date included at http://www.un.org/en/development/desa/policy/cdp/ldc/ldc_list.pdf

¹⁹ UNW (2011), Project Document, 'Increasing Accountability in Financing for Gender Equality'.

Political diversity

The four case study countries are diverse in their political contexts (see Table 2 below).

Table 1 - Key Indicators, Political - Case Study Countries²⁰

Indicator	Haiti	Jordan	Nepal	Senegal
Population (HDR T.8) million	10.5	7.5	28.1	14.5
Female Population	50.5	48.75	51.5	50.9
urban/rural % (WB 2014)	57:43	83:17	17: 83	43:57
HDI rank (from HDR 2015) of 188 countries	163	80	145	170
% of seats held by women ²¹ (Nov 2015)	4.2	10.7	29.5	42.7

Senegal is a stable and well-established democracy which has seen three successful transitions of political leadership. Women’s representation in parliament has also recently increased to nearly 43% thanks to a new law on parity in elective office. Haiti has long suffered from political instability, which was only exacerbated by the 2010 earthquake. In 2015, only 18% of the eligible population turned out to vote compared with 78% in 2000. Fewer women than ever before (4.2%) now hold elected office. Nepal has also seen considerable conflict and dislocation. From 1996-2006, the country was divided and unstable because of a violent Maoist insurgency. Today, Nepal is at the end of a decade long process of codifying a constitution for its newly established democracy. A fulcrum of the changes sought is a reduction in inequality (due to caste, ethnic identity, religion or class) and gender has been highlighted as a critical dimension of inequality. Jordan is a constitutional monarchy which has been institutionalising democracy since 1989. Constitutional reforms began in 2011 after Arab spring inspired protests which lead to three governments in one year. This has meant a rapidly changing political, economic and social landscape which has offered opportunities for activism by the women’s movement for greater representation in political life and decision making processes.

Economic diversity

The case study countries vary considerably in terms of their economic context (See Table 3 below).

²⁰ Source: HDR 2015 except as indicated: <http://hdr.undp.org/en/data>; WB source e.g. for ODA, urban: rural shares, other: <http://data.worldbank.org/indicator/DT.ODA.ODAT.PC.ZS>

²¹ <http://www.ipu.org/wmn-e/classif.htm>

Table 2 - Selected Economic Indicators - Case Study Countries²²

Indicator	Haiti	Jordan	Nepal	Senegal
Economic classification	Low income	High Middle income	Low income	Lower Middle Income
Per capita GNI (2011 PPP \$)	1070	11407	2311	2188
Poverty rate (head count) %	58.5	14.4	25.2	38
Multi-dimensional poverty index, % of households below (MPI)	50	1.2	41.4	52
ODA as % of GDP (WB) (trend 2011-2015 ↓ ↑)	13.8 ↓	4.23 ↑	4.5 ↑	6.7 ↓
ODA as % of central government expenditure (WDI 2015) – mostly 2013 + trend	60-70	15.51 (2012)	29.7 ↑	41.9 ↑
ODA per capita (WB) (trend 2011-2015 ↓ ↑) mostly from 2013	112 ↓	218 ↓	31 ↓	69 ↓
Labour force participation rate, female: male (LFPR, F:M) HDR T. 5	61: 71	15.6:66	87.1: 79.9	66:88

Senegal is a lower middle income country with a population of 14.5 million. While relatively resource rich, it has been stagnating in low growth equilibrium averaging 3.3% p.a. since 2006 (although growth reached 4.7% in 2014). Approximately 38% of the population live in poverty and there are notable regional inequalities.

Haiti is the poorest country in the Americas and one of the poorest countries in the world with a per capita GNI (2011) PPP of \$1070. 58% percent of its population are on or below the poverty line of USD2.42 per day and 2.5 million (24%) live under the national extreme poverty line of USD1.23 per day. Haiti is also highly unequal with a Gini coefficient of 0.61 (2012) and the top 1% lives on more than 50 times the resources of the bottom 10%. Poverty is concentrated in the rural areas where 75% of the population is poor. This leads to high levels of outmigration to urban areas (where poverty is still 41%) and overseas.

Although Nepal has the lowest economic growth and is the poorest in the region, it has achieved remarkable progress in poverty reduction in recent years. Between 2003-4 and 2010-11, Nepal reduced the 53% of its population (of 28.1 million) living on less than USD1.25 a day to 25% and it is continuing to make progress.

Jordan is a small upper middle income country with a highly urbanised population of 6.6 million per capita GNI of USD11,365 (at 2011 PPP) and high human development scores. However, the country still faces poverty rates of 14.4%. The Jordanian economy is one of the smallest in the Middle East and had structural weaknesses before the refugee crisis, with high unemployment and an over-dependence on ODA and remittances from Gulf economies.

Most of the four case study countries are in the process of budget reform but the extent to which this is able to have an influence over allocation and expenditure of resources varies according to the fiscal status of the country. In Haiti, budget reforms are likely to have least impact whilst in Senegal and Jordan, the more administratively effective governments will be able to deliver results based management. In Nepal, the process has to be extended to the new regional governments.

²² Source: HDR 2015 except as indicated: <http://hdr.undp.org/en/data>; WB source e.g. for ODA, urban: rural shares, other: <http://data.worldbank.org/indicator/DT.ODA.ODAT.PC.ZS>

Women's participation in the economy

In all four countries, women's time burden in care work and productive work continues to be ignored and naturalised as 'women's work' while access to formal sector employment is limited and often confined to the lower paid sectors or strata. In Jordan and Nepal, few opportunities exist for women to support themselves in ways considered socially respectable outside of marriage or their natal households. In Jordan, women's labour force participation is consequently very low (in global terms) at 15.6% compared to 66% for men. In Nepal, Senegal and Haiti, women are recognised to be economically productive but are concentrated in smallholder agriculture, low paid sectors of agriculture, domestic work and the informal sectors rather than in formal sector waged employment. Nepal has 79.9% of women working compared to 87.1% of men, in Senegal 66% of women compared to 88% of men and in Haiti, women's labour force participation rate is 60.9% against 71% for men.

Legislative Frameworks

In legislative terms, women in all four case study countries have near equal rights according to legislation and national ratification of international gender equality instruments. At the same time, women in the four countries struggle to see their rights enforced in the face of pervasive religious, cultural or social systems that pose women as different to and subordinate to men and unequally entitled in access to or control of resources. In all four countries, laws and regulations continue to exist that extend into the economic, social and political sphere that are discriminatory. The latest (2015) constitution in Nepal actually reversed some equalities awarded to women in the previous constitution, notably on citizenship. Very positively, all four countries have ratified CEDAW, removed reservations, adopted the Beijing Platform for Action and have national women's machineries and national plans for women.

Accountability is an integral part of GEWE and GRB. Civil society and parliamentarians have an important part to play in holding governments accountable, in activism, analysis and grass roots initiatives. None of the countries studied here demonstrated in a systematic fashion the crucial links between GRB processes that are considered essential.

GRB Environment in Case Study Countries and National GEWE Machineries

The four case studies had very different GRB experiences prior to the F4GE. Table 5 below presents key data:

Table 3 - Key GEWE Legislation and GRB Institutional Landscape - Case Study Countries

Indicator	Haiti	Jordan	Nepal	Senegal
Ratification of CEDAW	1981	July 1992 2009 removed reservation to Article 15	1991	1985
Key legislation for women's equality	2008 Strategic Plan	Family Protection law (GBV) 2008	2006 Peace agreement UNSCR 1325 and 1820 GESI agenda	SNEEG National Strategy for Gender Equality and Equity, 2007
National Women's Policies	National Gender Equality Policy; Gender Mainstreaming	National Strategy for Women 2013-2017	Gender Equality and Social Inclusion Policy GRB	SNEEG National Strategy for Gender Equality and Equity, 2007
Fiscal reforms	2008 Budget Reform Initiatives; Moves towards Results Based Management	Government Financial Management Information System (GFMS) Results Based Management initiated	2006/7 GRB Adopted. PFM reforms in progress	
National partners	MCFDF	Ministry of Finance/General Budget Department Jordanian National Commission for Women MOPIC, and the Ministries of Health, Social Development & Labour	Ministry of Finance, Planning + 26 sector Ministries Ministry of Local affairs	Directorate for Gender Equality and Equity in the National Women's Ministry Ministère à la Condition féminine et aux droits des femmes (Ministry of Women's Affairs and Women's Rights)
Lead partners	MCFDF	Ministry of Finance/General Budget Department Jordanian National Commission for Women	Ministry of Finance Ministry of Federalism and Local Development and	Directorate for Gender Equality and Equity under the Ministry of Women, Family, and Children
National women's machinery	MCFDF 1994 evolved into DEEG	JNCW 1992	MoWCSW	Directorate for Gender Equality and Equity under the Ministry of Women, Family and Children

Nepal had the longest exposure to GRB which was introduced in the 2002 budget processes and formally adopted in 2007/8 by the Government with the Ministry of Finance (MOF) as the lead agency. Nepal developed a unique rating system whereby the national budget is scored according to gender sensitive indicators. All funding and programming since then has been focused on refining this rating system and in building understanding of and expertise in its use within the MOF, planning officers, sector ministries and local level structures.

GRB programming was initiated in Senegal in 2003-4 by UNIFEM with a two-year programme (Phase I) followed by Phase II from 2005-8. UNW then launched a local and national level programme 'Gender Equitable Local Development' (GELD) in the region of Louga.²³ In principle, partnerships were developed with the MOF.

In Haiti, budget reforms in 2008-9 and a move towards results based monitoring, laid the ground for UNIFEM to work with the Ministries of Gender, of Planning and Finance to begin the Gender Budgeting initiative. GRB took

²³ Johnson K. 2010. Evaluation Report, UNIFEM's Work on Gender-Responsive Budgeting: Senegal, New York: United Nations Development Fund for Women (UNIFEM).

off in 2011 as part of the response to the catastrophic earthquake. However, the post reconstruction efforts in Haiti after the earthquake in 2010 were not gender sensitive and Human Development Index scores declined three levels between 2009-2014.

Of the four countries, Jordan had the least exposure to GRB with only a one-year pilot prior to the F4GE programme which the Jordan National Council for Women (JNCW) implemented in partnership with the Ministry of Finance's Department for General Budget and the Income Tax Department. The F4GE programme came at a very timely moment for Jordan when the Government was engaged in the process of fiscal reform and it was able to highlight the need to integrate GEWE concerns in national budgets and the existing gaps in financing for gender equality.

Findings

Relevance

The relevance of the F4GE programme was assessed with respect to the national context and policies, programme design – the planned approach and objectives – and to its theory of change. Additionally, the Evaluation Team assessed the programme with respect to UN Women’s strategic priorities, the EC/EU’s strategic priorities, and the EU/UN Women partnership.

- To what extent was the programme relevant to national contexts?
- To what extent was the programme relevant to UN Women’s and EC/EU’s priorities?
- How valid was the programme design for target countries?

Finding 1

The programme was highly relevant given the gender equality gaps, national priorities regarding GE, and cultural attitudes towards GE in programme countries.

While all programme countries were committed to achieving the MDGs, have ratified a number of international human rights instruments (e.g. CEDAW, BPFA) to promote GE, and offer legal frameworks around GE, their national contexts outline serious discrimination against women and girls in both public and private spheres.

GRB programming has the potential to support systems-level change to address this discrimination by identifying existing allocations of resources and providing evidence for gender-responsive reallocation. Traditional budgeting activities have been the dominant budgeting modality in the programme countries for many years and thereby contributed to significant gender gaps in national budgeting and development financing. These factors made the programme significantly relevant given that the programme countries have a vested interest in developing and implementing mechanisms that will work towards the elimination of financing disparities.²⁴

Finding 2

The programme was well-aligned with UNW’s and EC/EU’s strategic priorities related to gender equality.

The programme built on the lessons learned from previous relevant programming carried out by UN Women, UNIFEM, and the EC, dating back to 2001²⁵ and was well-aligned with UNW’s and EC/EU’s strategic priorities related to gender equality.

UNW’s specific focus on gender equality, and F4GE more specifically, is derived from a range of international standards and normative frameworks including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW); the Beijing Declaration and Platform for Action (1995); relevant outcomes and conclusions of the of the 52nd Commission on the Status of Women 2008, and the Fourth High Level Forum on Aid Effectiveness (HLF4) in Busan Korea in 2011 with its explicit focus on GE in effective development cooperation

²⁴ European Commission, External Cooperation Programmes, *ROM Background Conclusion Sheet for ‘Increasing Accountability in Financing for Gender Equality’ Programme* (2013), 2.

²⁵ Examples include: UNIFEM’s global programme ‘Gender Strengthening Economic Governance: Applied Gender Analysis to Government Budgets’ launched in 2001 with the second phase of the programme launched in 2005; UNIFEM’s ‘Local Level Gender Responsive Budgets Programme’ funded by the EC ran from 2003-2006; UNIFEM’s global GRB programme titled ‘Strengthening Economic Governance: Applied Gender Analysis to Government Budgets’ (2005-2008); and UNIFEM/EC’s programme ‘Integrating gender-responsive budgeting into the aid effectiveness agenda’ (2008-2011).

and the aid effectiveness agenda.²⁶ The F4GE programme was rooted in the framework of the first Strategic Plan of UN Women (2011-2013) and was also aligned with UNW's *Development Results Framework Impact 5: Governance and national planning fully reflect accountability for gender equality commitments and priorities* under UNW's strategic Plan 2014-2017.

Similarly, gender equality and women's empowerment remains high on the EU agenda. In 2010, the EU adopted the EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015)²⁷ which aims to reinforce EU coordination regarding gender equality policies in development cooperation with partner countries in the interest of having more impact on the ground. The F4GE programme is well aligned with two of the specific objectives of the Plan of Action: strengthening the lead role of the EU in promoting GEWE in development through high-level political commitment, and ensuring adequate financial and human resources for GEWE. The Plan of Action set out a pathway for achieving GE goals²⁸ and a new Plan of Action for 2016-2020 which will continue to strengthen EU Commitments to gender equality is being finalised.

The Plan of Action 2010-2015 further encouraged the EU to take advantage of the pioneering work carried out by the EC/UN Partnership on Gender Equality for Development and Peace ("EC/UN Partnership") between the EC, UN Women, and ITC/ILO, as well as work carried out by the OECD/DAC's GENDERNET in the area of mainstreaming gender in the aid effectiveness agenda.²⁹ As such, the EU continues to have an interest in ensuring effectiveness of aid in favour of gender equality and equitable development.

Finding 3

The programme employed appropriate approaches that allowed for adaptability to changing national contexts, however, the programme's goal and some objectives were overambitious given the national contexts, timeframe, and budget.

The programme used a variety of approaches that were appropriate to the national context to achieve stated objectives. Generally, stakeholders found these approaches to be relevant to the needs of the local context. The below examples from the cases studies and global desk review highlight how the programme strategically emphasised particular approaches to ensure local relevance and forward the F4GE agenda. However, while relevant in its approaches, the programme was limited in terms of human and financial resources, programme duration, and in its ability to leverage the influence required to meet all programme objectives, given the scale of the challenge.

In Haiti, national stakeholders consulted concurred the programme's design was relevant but ambitious, particularly in the face of its available human and financial resources and the length of implementation. To respond to insufficient attention given to gender equality in the context of recovery and reconstruction and the presence of discriminatory laws against women, the programme implemented the following approaches to achieve its objectives: capacity building through training courses on GRB; knowledge building and information sharing through the table thématique genre (the national gender coordination group, TTG) and production of GE-related materials including the GRB training manuals produced by ITC/ILO; and advocacy through partnership building with a broad range of stakeholders. Additionally, implementation arrangements were relevant in that the programme worked with existing national (e.g. MCFDF) and international development organisations (e.g. USAID and Canada). Stakeholders in Jordan confirmed the F4GE strategies and approaches were appropriate and that

²⁶ UN Women Programme Document, 2011, Increasing Accountability in Financing for Gender Equality.

²⁷ See EU Plan of Action on Gender Equality and Women's empowerment in Development (2010-2015) (SEC 2010) 265 final.

²⁸ European Commission Brussels, (2011) Report on the Implementation of The "EU Plan of Action On Gender Equality and Women's Empowerment in Development 2010-2015" Sec (2011) 1437 Final. Commission Staff Working Paper.

²⁹ UN Women, 2011. Programme Document, Increasing Accountability in Financing for Gender Equality.

programme design provided adaptability to a changing national context. The programme adopted a comprehensive focus by assisting the Government to introduce measures for incorporating gender into public finance management systems and building the capacity of planning and budgeting officers to apply GE/GRB. Stakeholders confirmed Outcome 3 remains relevant but re-strategising was needed on strengthening and accountability in aid mechanisms in a new programme phase.³⁰

Nepal was a Category 2 country and, while it shared the programme ToC, the design and approach focused on institutionalisation and sustainability. The logical framework sequence of outcomes, outputs, and activities developed under the programme was in line with the previously identified needs of the national GRB and GEWE programme. The programme focused on building capacity through training, sensitisation, and the development of technical materials within the ministries and government structures at both central and local levels.

In Senegal, respondents confirmed the programme approach was relevant as it pursued capacity building grounded in priorities co-identified with the GoS through assessments of ministries and supported civil society in order to create a mechanism for accountability.

The global desk review also revealed similar findings. For example, while the programme was relevant to the Ukrainian context and utilised appropriate approaches, the programme objectives aimed at national authorities were seen as over-ambitious due to the existing level of awareness and capacities in GE.³¹

Effectiveness

This section of the report highlights key milestones and significant achievements of the programme and discusses progress towards planned results. It presents findings related to the effectiveness of the programme at the level of outcomes and respective outputs and results achieved, the effectiveness of the strategies applied, and, where appropriate, identified unintended results.

The evaluation considered effectiveness through the following lenses:

- Extent to which programme strategies led to outcomes.
- Capacity building in GE planning and budgeting, gender analysis and other GE tools, public sector financial management for gender responsive service delivery and improved fiscal transparency.
- Capacity development of CSOs and gender advocates to strengthen their voice and engagement around GE financing issues.
- Promoting coordination between donors and other stakeholders to improve volume and quality of GE financing.
- Monitoring and tracking of GE resources.
- Extent to which the programme was innovative.

³⁰ Outcome 3 in Jordan was planned to be implemented mainly through the ITC/ILO component. However, a high level and consultative decision was made by UNW and the EU to focus this support on Tanzania instead given the strong foundations of work on GRB in Tanzania that presented opportunities to strengthen engagement to achieve intended outcomes of the program'. (UNW. Increasing Accountability in Financing for Gender Equality: Second Progress Report to the European Commission April 2013- January 2014. p. 40.

³¹ European Commission. 2013. Ukraine ROM Background Conclusion Sheet (p. 2).

The EC/EUD and UNW Partnership

Finding 4

While the partnership at the global level between EC and UNW HQ has been good and of high value, this differs at the country level. A key issue observed across the four case study countries is that the programme has not been driven by a commonly agreed agenda between UNW and EU at the country level and a set of agreed responsibilities and expectations on both sides.

Global Level

Partnership with the EC as a major and strategic global partner and also as a champion of GEWE is fundamental to and at the core of effective implementation of F4GE. Stakeholder consultations and findings highlight that the programme was very congruent with the EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015). GEWE remains a priority on the European political agenda with gender as a cross-cutting issue in EU development cooperation.

Stakeholders expressed there has been excellent and effective cooperation and partnership between EU/EC and UNW at the global level in undertaking the F4GE initiative as well as mobilising EU support in global policy discussions. The programme has brought together, and capitalises on, UNW and the EC's focus on GEWE, and the EC's strength and standing as a large donor. Communications and collaboration between the two agencies have been regular and frequent including coordination through F4GE Steering Committee meetings in Brussels. The EU has been a committed partner and donor to the programme and has played a key role in Brussels to champion and facilitate programme results.

Country Level

Although the F4GE programme emphasises that the "EU will play a key role in Brussels and Delegation level facilitating and championing the achievement of the programme's expected results,"³² the four case study findings demonstrate the quality of partnerships and engagement with EUD varied and have been uneven. Dialogue and active engagement between UNW and EUDs at the country level have fallen short of what was intended in Senegal, Nepal, and Haiti. Gender focal points in the EUDs were the main interlocutors on the programme (they are not full-time dedicated staff solely working on gender) in Haiti, Jordan and Nepal, and hence information and progress regarding the programme may not have been fully shared with sector staff and higher management levels of the EUD hierarchy. In Haiti, Jordan, and Nepal, there was little evidence of EUD ownership in the F4GE programme at the country level.

In Nepal, the EUD Gender Focal Point found the programme "to be very relevant, fitting in with other Delegation priorities such as in the public financial management (PFM) reform and reforms to education aimed at improving enrolment and gender parity."³³ However, a strong relationship with the EUD has never materialised.³⁴ The Nepal EU Delegation has not been able to review its own programming through the lens of GRB as anticipated.

In Jordan, while cordial relationships exist between UNW and the EUD, the partnership did not achieve a dynamic relationship and deeper engagement on substantive issues of the programme. The EUD Gender Focal Point

³² UNW (2011), Project Document, 'Increasing Accountability in Financing for Gender Equality'.

³³ Nepal Case Study Report. Final Evaluation of F4GE programme.

³⁴ Ibid.

perceived the programme as “effective, relevant and well-focused,” but EUD programme priorities and time constraints did not allow for prioritising the programme in an already overloaded portfolio.³⁵

Stakeholder interviews with the EUD in Haiti indicate that while there was a positive relationship between the programme and the EUD it was limited in scope. As previously noted, EUD officials in place during the programme period stated they had not seen the relevance of bringing gender specialists into projects where implementation demanded sector specialists as a greater priority. Further, delegation officials interviewed did not see value in supporting local gender specialist staff to maintain links with GRB or other GEWE projects.³⁶ The objective of engaging donor partners (EUD) in training or awareness-raising activities was not met. This was not, however, a function of the programme not delivering - the EUD did not find itself with adequate staff resources to take part.

In Senegal, programme records suggest the relationship between UNW and the EUD could be strengthened. There were few recorded meetings during implementation (five over three years, and no meetings in 2015) and meetings only served to transmit and request information.

Examples of a limited relationship between UNW and the EUD at the country level are also found in the global portfolio documentation. In Ethiopia, while the EUD collaborated on at least two activities, the 2013 ROM report found that the EUD was inadequately informed on the programme’s implementation by the UNW CO which contributed to disengagement.³⁷ Similarly, in Kyrgyzstan, the EUD was not leveraged to its full potential and in Ukraine, recommendations were put forward about how to specifically improve the UNW / EUD relationship.

UN Women’s Global Influence

Finding 5

UN Women effectively leveraged its expertise and position to influence the drafting stages and outcome of the 2015 Financing for Development conference so that a systematic integration of gender equality concerns was recognised at the end of the drafting period and reflected in the outcome of the conference.

UN Women effectively leveraged its expertise and position to support Member States with technical advice during the drafting stages of the outcome of the Third International Conference on Financing for Development (FfD) in Addis Ababa, Ethiopia in July 2015. This engagement began in October 2014 and included contributing both HQ and CO efforts in mobilising support for UNW’s key messages on F4GE and women’s empowerment. UNW actively engaged in the FfD process at the global, regional, and national levels through several activities:

1. **Following the FfD process at global level and mobilising support of select member states:** UNW closely followed the inter-governmental process on FfD and worked closely with relevant stakeholders to influence discussions in both the informal substantive sessions and drafting sessions. In doing so, UNW provided on-demand technical support on F4GE to member states that included preparing policy ideas for addressing GE under each theme of the FfD process; organising side events on F4GE to ensure that GE was central to the discussion on FfD and the outcome of the FfD conference; arranging bilateral meetings to mobilise the support of member states; providing input on key issues on GE for inclusion in the zero draft of the outcome document; engaging the UN DESA Financing for Development Office to keep them abreast of the various FfD processes and timelines, and identifying entry points for UNW’s engagement to influence the FfD debate, among other activities.

³⁵ Jordan Final Case Study Report. Final Evaluation of F4GE programme.

³⁶ Haiti Case Study Report. Final Evaluation of F4GE programme.

³⁷ See ROM monitoring report MR-146766.02 of 22/11/2013.

2. **Participating in the regional consultations organised by the Regional Commissions:** UNW participated in the regional meetings on FfD organised by the UN Regional Commissions to mobilise support of key regional partners including government, donors, and civil society prior to the meetings, created a space for dialogue and discussion on GE priorities during these regional meetings and presented evidence and data from regional experiences on the gaps and challenges of F4GE.
3. **Mobilising partners and GE advocates at national levels to support and advocate for strong GE commitments in the national meetings/fora:** UNW engaged in a variety of ways at the national level including mobilising the support of key partners on prioritising F4GE; disseminating information and providing ongoing technical assistance on FfD to country offices; creating a space for dialogue on actions required at the country level to ensure integration on GE commitments during the FfD process; and collecting evidence from F4GE programme country experiences, including good practices, to inform key messages on F4GE, among other activities.
4. **Building strategic partnerships with key actors including CSOs, donor countries, and multilateral organisations such as the World Bank to build a strong constituency of support for GE in this process:** UNW aimed to build this constituency to ensure that a strong voice exists on the issue of F4GE.
5. **Compiling evidence and good practices on integrating gender into the financing for development framework:** UNW compiled case studies and evidence to identify key advocacy messages and recommendations for action in support of GE/WR in the context of the FfD framework. This allowed UNW to prepare key messages/policy papers under each theme of the FfD agenda to advocate for the incorporation of GE/WR in the outcome document of the Addis meeting. Further UNW provided frequent updates on the FfD process through many channels including UNW’s website and social media platforms as well as engagement with the media.

During this period (October 2014 – July 2015), UNW effectively influenced the drafting stages and outcome of the FfD conference by engaging relevant actors and building support among member states. This expert engagement resulted in a systematic integration of gender equality concerns at the end of the drafting period and reflected in the outcome of the conference.

Additionally, while not a programme activity, UN Women, together with the Organisation for Economic Co-operation and Development (OECD), the Governments of Brazil, Sweden, Switzerland and of the United Kingdom of Great Britain and Northern Ireland, and the Women’s Working Group on Financing for Development launched a voluntary initiative *Addis Ababa Action Plan on Transformative Financing for Gender Equality and Women’s Empowerment*.³⁸

Progress on Outcomes and Planned Results

This section examines the programme’s progress towards its Goal and Outcomes as articulated in the global logframe. Specific country-level examples of Outputs are drawn upon to support this examination.

Programme Goal

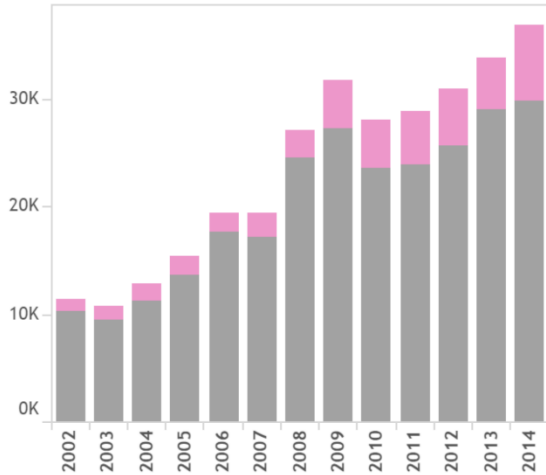
The F4GE programme’s Goal was to ‘increase the volume and effective use of aid and domestic resources to implement national commitments to gender equality and women’s empowerment.’ This goal is long term, and depends on the work of many actors – including host country and donor partnerships and factors from local to global levels.

³⁸<http://www.un.org/esa/ffd/ffd3/commitments/commitment/addis-ababa-action-plan-on-transformative-financing-for-gender-equality-and-womens-empowerment.html>. Accessed 26 July 2016.

Finding 6

Within OECD-DAC member countries, there has been a consistent overall increase in the volume of resources allocated to reaching various GE commitments, although specific countries vary in their year-to-year funding.

Trends in aid to Gender Equality and Women’s Empowerment
annual commitments, USD million, constant 2013 prices



The chart to the left displays the annual commitments of OECD-DAC members divided between principal and significant commitments. Principal commitments, in pink, signify that gender equality is the main objective of the activity and that the activity would not have been undertaken without this objective. Significant commitments, in grey, mean that gender equality is an important but secondary objective.³⁹ While not a direct result of the F4GE programme, in 2011, 5,052 USD millions was allocated to principal commitments and 23,852 USD millions was allocated to significant commitments. The latest data available, for 2014, shows an increase to 7,126 USD millions for principal commitments and an increase to 29,833 USD millions for significant commitments.

Finding 7

There is insufficient evidence to determine the number of programme portfolio countries that track gender equality spending in national budgets and report an increase in

volume of resources allocated to reaching gender equality commitments.

Within the four case study countries, the evaluation was able to determine the following regarding GE spending towards fulfilling GE commitments. In Haiti, domestic allocations to the Ministry of Women’s Affairs and Women’s Rights (MCFDF), which houses the NWM, have declined in real terms over the 2011-2015 period.⁴⁰ In Jordan, it is reported that the programme work contributed to an increase of 2% in 2013 in budget allocations for women’s priorities. Among others, budget allocations for GEWE increased in MOH, MOSD and MOL, the three ministries specifically targeted by the F4GE programme. In Nepal, the Government’s directly gender-responsive budget marginally increased to 21.75% of the overall government budget in 2013/14, up from 21.51% in 2012. The percentage of directly gender-responsive budget had been steadily increasing since 2007/08 (11.30%) through 2015/16 (22.27%). However, it is unlikely that these same results could have been achieved had the 15 months of funding from the F4GE programme not been provided. Finally, in Senegal, the Government does not yet track GE spending.

There are indications that programme support contributed to an increase in countries’ ability to track GE spending in Bolivia, Cameroon, Ethiopia, Honduras, Palestine, and Peru. However, the 12-country documentation review did not yield specific evidence that would allow the evaluation team to determine whether they track gender equality spending in national budgets and have reported an increase in the volume of resources allocated to reaching GE commitments.

³⁹ See <http://www.oecd.org/dac/gender-development/dac-gender-equality-marker.htm>

⁴⁰ Dagobert É. 2015. Formulation d’une stratégie de financement pour la mise en œuvre du Plan d’Action pour l’Égalité Femmes-Hommes (PAEFH), Pétiyon Ville: Ministère à la Condition Féminine et aux Droits des Femmes and UN Women Haiti. (pp. 9, 15); and Progress Reports 2012-2015.

Outcome 1

Finding 8

UNW provided substantial technical support for defining targets, financing and implementation arrangements in national action plans for gender equality and for aligning the same with national planning and budgeting processes. Achievement of the programme's Outcome 1 varied significantly across the programme portfolio and was limited or supported by local contextual factors.

Institutionalisation and the ultimate sustainability of GE priorities requires the development of specific action plans for achieving gender-related goals. These plans also must be more than just words on paper - they must be attached to funding and have clear implementation paths and targets, and they should be aligned with other, relevant, national planning tools. For the F4GE programme, as its first key outcome, UNW pursued a strategy of supporting the creation and positive influence of gender equality plans as a means of realising funding for NWMs and GE specific programming, providing access to policy discussions and making gender commitments a priority. UNWs tactics for achieving this outcome included: (1) providing direct technical support to government bodies responsible for the creation of plans and (2) supporting the voice of advocates and feminist economics.

While there has been progress made on Outcome 1, unsurprisingly, it varies considerably from country-to-country. From the global documentation review, it is clear that the majority of UNW COs actively pursued and participated in the development or refinement of national action or development plans. For example, in Bolivia, UNW provided technical support to ministries to incorporate a gender-responsive approach in the country's NDP. In Palestine, a new National Gender Strategy provided a potential entry point to influence the national planning process and incorporating GE priorities and targets and in Peru, the country approved a National Plan of Gender Equality for 2012-2017. Other examples of technical support for planning focused in incorporating GE principles in national plans were also found in Ethiopia, Honduras, Kyrgyzstan, Nicaragua, Rwanda, Tanzania and Ukraine.

More in-depth achievements are highlighted below from the four country case studies and details on progress in these countries are available in the country case study reports.

Jordan has made considerable progress towards achieving Outcome 1 including finalisation of the National Network Action Plan to support GRB in Jordan (2015-2017) by the National GRB Network, gender mainstreaming of the National Budget and Executive Development Plan, development of a 'Citizens Budget' brochure,⁴¹ and a costing analysis of the National Strategy for Jordanian Women 2013-2017.

Given the national context, Haiti has also made progress towards Outcome 1. For the first time in Haiti's history, a long-term vision for gender equality has been developed as a result of programme support: The National Gender Equality Policy (2014-2034) and six-year National Gender Equality Action Plan (2014-2020), both of which are aligned with the PSDH (Strategic Plan Haiti: *Pays Emergent 2030*). The budget allocation for MCFDF was steady from 2012-2014. The NGO Gender Action received a grant under the F4GE programme which allowed it to carry out the project Enhancing IFI Financing for Gender Equality in Post-Earthquake Haiti. Finally, the reactivated TTG now includes actors from NGOs and civil society organisations and has allowed for the consolidation of a group of feminist economists who formed the GEWE Working Group within the TTG. Further, the TTG also has working groups for GBV, women's rights, women's political and decisional participation, and women's economic empowerment/GRB.

⁴¹ Citizens Budget Brochure <http://jordan.unwomen.org/en/news/stories/2015/3/making-gender-responsive-budgeting-more-accessible-for-citizen>

Nepal has a long history with GRB dating back to 2002. While GRB processes had been introduced earlier into the budget preparation stage of the budget cycle, the F4GE programme furthered these efforts by supporting the extension and institutionalisation of GRB in 22 ministries, 5 commissions, and 2 other key state bodies. With F4GE funding, GRB was expanded to audit and is slowly being introduced into the design and assessment of budget allocations with participation by civil society stakeholders.

Progress on Outcome 1 in Senegal included the formulation of a new National Strategy on Gender Equity and Equality (SNEEG), positioning of gender issues in the policy documents of the MWS and MEDD, and the successful initiation of dialogue between the MFFE and MEF to mainstream gender in the DPES.

Outcome 2

Finding 9

The F4GE programme has, to varying degrees, strengthened the capacity and accountability of targeted national governments to implement gender equality commitments and address women's priorities in national planning, budgeting systems.

The development of strategies and plans, as pursued under Outcome 1, is a critical step in integrating gender priorities into the public machinery of a country. However, it is also necessary that the government bodies and other institutions responsible for enacting plans have the capacity to actually carry out the necessary actions, such as monitoring gender commitments. As such, the F4GE programme pursued a strategy of capacity building which covered government bodies (especially targeted ministries), parliamentarians, CSOs, media and women's organisations. This pillar of work, by far, produced the most activities and outputs and all portfolio countries have, to some extent, strengthened the capacity of national governments to implement gender equality commitments and address women's priorities in national planning and budgeting systems.

The breadth of these activities is difficult to overstate and a complete listing of activities is inappropriate for this report. However, details of select examples from the global portfolio are warranted. In Ukraine, support to GRB experts resulted in the registration of an NGO called the Bureau of Gender Strategies and Budgeting which includes 10 GRB national experts. In Rwanda, efforts by the programme resulted in the passage of legislation that required all ministries and districts to include reporting on gender based metrics. In Kyrgyzstan, the programme delivered gender sensitisation and introductory GRB training. In Honduras, training on GRB and social audits were developed for municipal level Transparency Commissions, mayors, administrators and women's organisations. In Cameroon, the Ministry of Finance organised a capacity development plan for gender focal points which resulted in the introduction of gender perspectives in the budget circular letter. Finally, in Ethiopia, gender mainstreaming guidelines issued by the Ministry of Women, Children and Youth Affairs have been adopted by 18 sector ministries.

The evaluation also found abundant evidence of capacity building activities in the four case study countries. As with the global portfolio, this report does not contain a complete listing. Selected achievements in each country include:

In Haiti, the programme delivered numerous capacity building trainings and workshops, including a ToT that involved the Ministry of Finance. The programme strengthened the capacity of two pilot line ministries and studies of gender awareness and capacities for both ministries were undertaken. Three CSO-tailored sensitisation sessions were implemented in partnership with a USAID project and reached about 100 participants raising awareness and strengthening individuals' capacities.

In Jordan, outputs under Outcome 2 were abundant and participants confirmed the value of trainings and initiatives carried out by the programme. These included capacity assessments and review of sector specific plans and trainings and workshops for members of parliament and ministry gender focal points. Also, the programme

organised a workshop focused on gender mainstreaming in public services targeted at feminist economists and gender advocates.

In Nepal, progress towards achieving Outcome 2 was made through training mid-level national government officers so they could be directly involved in planning and budget preparation processes. The development of information and guidance material on Gender and Social Inclusion, GRB, and gender auditing for village development committee members and social organisers. The streamlining of the auditing process through the development of an audit guideline.

Finally, in Senegal, progress toward Outcome 2 was evidenced by the implementation of gender units in two pilot ministries. The convening of a 24-member Consultative Group which acted as an advisory body to help the programme achieve a level of gender responsiveness in sector or line ministry programmes. The facilitation of South-South sharing through the International GRB Forum, visits of Senegal parliamentarians to the parliament of Morocco, and participation of GoS staff in the global programme workshop in Turin, Italy. Additionally, the programme delivered a variety of training activities for 156 civil servants.

As a final note, under Outcome 2, the programme hoped to develop and test a score card on national government practices, capacities, and financing in relation to GE (including GRB). While such a scorecard was developed (see below), the evaluation found that this Output was not included in the programmes of Haiti, Jordan, or Nepal and that, at the time of this report, a score card has not been developed in Senegal.

Outcome 3

As a third pillar in the F4GE programme strategy, UNW sought to strengthen the capacity and accountability of donors and stakeholders in aid coordination mechanisms to achieve commitments towards gender equality in stable and fragile countries. In keeping with the principles of the Paris Declaration, it is critical that donors are equally involved with national partners and committed to better aligning ODA with national gender equality commitments. In a similar vein, other stakeholders should be supported to ensure the existence of a vibrant, independent voice for advocacy and accountability.

The achievement of Outcome 3 was shared between UNW and ITC/ILO. Specifically, Output 3.1 was the responsibility of UNW. ITC/ILO served as a programme implementing partner with specific responsibility for Output 3.2. and Output 3.3 in accordance with an Inter-Agency Agreement (IAA) signed on 4 October 2011 between ITC/ILO and UNW at the start of the programme in 2011⁴² ITC/ILO provided technical assistance and expertise in training and capacity development activities. Eight pilot countries (Ethiopia, Haiti, Nicaragua, Rwanda, State of Palestine, Tanzania, Ukraine and Zambia) were selected where gender was mainstreamed in EU-funded programmes and in specific sectors.⁴³ The specific details of the results achieved through activities implemented by ITC/ILO are included below.

The Ukraine ITC/ILO pilot programme was discontinued over the programme period towards the end of 2013 because of political unrest in the country and resources were redirected across the other seven pilot countries.⁴⁴ Also, changes in the implementation plan of the UNW Global F4GE programme resulted in Jordan being replaced with Tanzania as one of the countries supported under the ITC/ILO component. This was done upon the request

⁴² Inter-Agency Agreement between the United Nations Entity for Gender Equality and the Empowerment of Women (UNW) and the International Training Centre of the International Labour Organisation (ITC/ILO) (2011).

⁴³ UNW (2011), Project Document, 'Increasing Accountability in Financing for Gender Equality'.

⁴⁴ Addendum Progress Report to the European Commission (February – June 2014) UNW. Increasing Accountability in Financing for Gender Equality.

and interest of the EUD in Tanzania.⁴⁵ While Zambia was not one of the selected countries in the F4GE programme it was included among the eight because of ongoing ITC/ILO work in the country and the interest expressed.

An unintended result that spurred from activities carried out under Outcome 3 in Haiti included the integration of GRB in the National School for Public Administration (ENAP). This integration was borne from working closely with the Canadian project PARGEP⁴⁶ in the development of the gender equality national policy, its action plan, and costing of priorities.

Output 3.1

Finding 10

UNW encountered challenges in engaging systematically and effectively with EUDs and donors in dialogue and aid coordination efforts and mechanisms.

Led by UNW, activities under Output 3.1 sought to strengthen the commitment and action of bilateral and multilateral donors (including the EU Delegations) towards increased financing for gender equality priorities in the context of joint aid coordination mechanisms. Achievement of this output was expected to bolster the third strategic pillar of the F4GE programme, by ensuring that GE priorities were embedded in funding criteria and other donor support provided to the portfolio countries. However, as seen through the four case studies, the programme's engagement with EUDs, and donors more broadly, was limited:

The F4GE programme in Haiti maintained a close relationship with the Canadian bilateral donor (formerly DFATD, now Global Affairs Canada). Canada was a main cooperating partner with the programme, beginning with an informal partnership that led to collaboration with the Canadian project PARGEP⁴⁷ on the public sector management reform with potential for GRB integration in the ENAP (National School for Public Administration) master curriculum.⁴⁸

The table thematique genre (TTG), a coordination mechanism on gender and piloted by MCFDF, was revitalised in October 2013 with programme support. Canada and NGOs have been active participants but there was limited participation of other donors (such as EU, WB, IDB and USAID). The staff of the Haiti EUD expressed interest, however, during the programme period the EUD did not find itself with adequate resources to take part in training and awareness-raising activities.⁴⁹

In Jordan, stakeholder consultations and programme progress reports indicated no progress was achieved on Output 3.1. UN Women encountered difficulties in strengthening capacity and accountability of donors and stakeholders. The programme aimed to prepare and undertake a stock-taking/mapping exercise to assess the donors/UN Agencies commitments to financing gender equality commitments. However, difficulties were faced in the stakeholders' reluctance to disclose their expenditures and financial matters and challenges were encountered in the definition of 'gender expenditures'. For this reason, as of February 2016, UN Women is currently undergoing a reformulation process of its strategies and plan to modify the scope of this work. The revision process is financed with the funds of another UN Women programme.

⁴⁵ Second Progress Report to the European Commission (April 2013 –January 2014) UNW. Increasing Accountability in Financing for Gender Equality.

⁴⁶ Projet d'appui au renforcement de la gestion publique en Haïti; *Project to Support Strengthening Governance in Haiti (PARGEP)*.

⁴⁷ Projet d'appui au renforcement de la gestion publique en Haïti (PARGEP)

⁴⁸ UNW. Synthesis Report Haiti, December 2015

⁴⁹ Haiti Case Study Report, 3 May 2016. Final Evaluation of F4GE programme.

In Nepal, some progress was made on Output 3.1 in training officials of DPs on the gender marker in the Aid Management Information System (AMIS) database and support was also given to help the MOF meet international gender reporting requirements.

In Senegal, an assessment of the GE capacities, concerns and plans of donor partners was completed, but the programme did not progress beyond this to craft specific plans to incorporate GE in programme financing or planning. The programme did engage the Japanese Development Agency (JICA) through the training of 29 people on basic concepts of gender mainstreaming in planning and budgeting. Following the training an MOU was drafted between the two organisations to continue supporting JICA staff with trainings.

The desk review for the global portfolio countries revealed similar findings. Only four of the 12 countries mention specific interaction with the EUD (outside of the ITC/ILO specific work, which is detailed below). Zambia indicated a bright spot where a roadmap for a common country gender profile was prepared in collaboration with the EUD. However, the status and use of this roadmap is not elaborated in the documentation. Ethiopia and Kyrgyzstan reported similar, project level, activities with the EUD, but the documentation on these is also sparse.

Output 3.2 and Output 3.3

The methodology pursued by ITC/ILO for activities related to Output 3.2 and 3.3 involved communications with EUDs in countries which was facilitated in partnership with the EC team in Brussels, identification of countries and EUDs interested in F4GE, field missions and stakeholder participation and consultations in eight countries and the development of tailored country action plans. ITC/ILO established collaboration via Train4Development⁵⁰, the joint donors' competence development network in the design and testing of a common curriculum, which was then made available for participants.

Finding 11

ITC/ILO led efforts supported the integration of gender perspectives in national and sector programmes and raised awareness with EUD management the need for assigning or re-allocating funds for gender equality priorities and translating the EU plan of Action 2010-2015 into specific programmatic initiatives in priority sectors. In some cases, this work also increased the visibility of the F4GE programme and the active involvement of gender focal points (GFPs) in the EUDs.

The Train4DEV online course was offered to a number of stakeholders from all countries. ITC/ILO also organised a 'Gender Academy' from 11 – 12 November 2013 in Turin in which stakeholders from eight programme countries were invited to attend. The event brought together experts and practitioners on gender, work and employment to share experiences on the work undertaken in pilot countries. It was reported as being a useful exchange and learning event. The follow up on this training, if any, was not presented to the evaluation team and therefore an assessment on the extent to which capacity was achieved cannot be made.

Among the countries where the ITC /ILO pilot was implemented, stakeholder interviews indicated that five countries (Ethiopia, Nicaragua, Rwanda, Tanzania, and Zambia) have performed very satisfactorily. Others, such as Haiti, Nicaragua and Ukraine were less successful.

In Ethiopia, ITC/ILO support led to the development and finalisation of the National Action Plan on Gender Equality of the Productive Safety Net Programme (PSNP) 2005-2014, a large government-run, multi-donor initiative covering over 7.6 million people. ITC/ILO collaboration with the EUD also led to the development of a gender

⁵⁰ T4D is the Joint Donors' Competence Development Network. Its overall objective is to promote improved aid effectiveness for poverty reduction through enhanced donor cooperation in the field of competence development and training. It uses the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action as starting points in defining its priorities.

profile providing information about the current gender status in the country and the specific areas in need of targeted attention.

In Haiti, ITC/ILO supported gender mainstreaming and capacity building on GRB in the trade sector through collaboration with the Ministry of Commerce and Industry (MCI). ITC/ILO also provided supported the delivery of online training to five ministries and training for staff of the National Statistics Institute. These efforts resulted in developing stronger national capacity on GRB and to collect sex-disaggregated data.⁵¹

In Nicaragua, ITC/ILO supported the Strategic Plan for the Education sector aimed at promoting technical and vocational education from a gender perspective. ITC/ILO and the EU carried out a gender assessment of the TVET programme and developed an action plan on the TVET sector which was discussed with the EUD and other donors. A working committee on gender equality and TVET, comprised of donors and government actors was established in April 2013 to facilitate donor harmonisation on gender and TVET and to improve effectiveness, efficiency and cooperation in dialogue with the Government of Nicaragua. As a result of programme support to the EUD and the donor group on TVET, the EU Programme “Instituto Nacional Tecnológico - INATEC” is supporting TVET and includes a gender equality objective and indicator. Stakeholder consultations highlight that negotiating a gender indicator involved a lot of effort with the EUD and government and in the end they were able to get a gender indicator into the performance monitoring framework.

In Rwanda, ITC/ILO provided a gender analysis of the Strategic Plan for the Transformation of Agriculture in Rwanda – Phase III (PSTA III) and delivered training to more than 500 participants on gender mainstreaming. A methodology, action plan and indicators for gender mainstreaming in EU support to the agriculture sector were adopted by the Ministry of Agriculture (MINAGRI). ITC/ILO support also helped mainstream gender priorities in 75% of the EU Country Strategy Paper/ National Indicative Programme.

In the State of Palestine, ITC/ILO efforts have focused on the Justice Sector. The programme developed a work plan to produce a joint donor strategy to support integration of the Cross-Sectoral National Gender Strategy and the National Strategy to Combat Violence against Women. The programme also provided support to the justice sector of the EUD on the EU funded “Project on Juvenile Justice.”

In Tanzania, ITC/ILO support to the Food Security programme resulted in the inclusion of women’s empowerment as a specific output. ITC/ILO also enabled the development of the new gender profile for the country, which was adopted and funded by the EUD. ITC/ILO also supported a number of capacity development initiatives and provided technical support to the EUD and national partners.

In Ukraine, the ITC/ILO work plan, which included sector-level training actions, was prepared in collaboration with the EU gender focal point in November 2013. ITC/ILO was preparing to launch a comparative study to provide guidelines for mainstreaming gender into the EU-UA cooperation in rural development, but this activity was delayed and not fully discussed with the EUD. ITC/ILO activities in Ukraine were discontinued in 2013 due to the ongoing political unrest in the country as described earlier.

In Zambia, gender dimensions have been integrated in the Country Programming of the EU. A roadmap for a common country gender profile was prepared by ITC/ILO in collaboration with the EUD. ITC/ILO also conducted a 2-day training for representatives of the EUD and the National Authorising Office⁵² and used the OECD Gender

⁵¹ Addendum Progress Report to the European Commission (February–June 2014). Increasing Accountability in Financing for Gender Equality.

⁵² The National Authorising Office plays a very important role as it teams with the Ministry of Finance to filter agreements between the EUD and government.

Marker⁵³ in the training. It was a major achievement to have high-level officials of government and the EUD participate jointly in the training.

Though Senegal was not among the eight pilot countries of ITC /ILO, it is reported that 22 persons attended the ITC/ILO on-line training on GRB concepts. UNW indicated that 10 donor participants took part (e.g. EU, Spain GIZ, Belgium, UNIDO, GIZ, and UNW).⁵⁴

Finding 12

The development of the Resource Package for F4GE was participatory and a variety of donors came together to identify gaps, common ground, and good practices.

The *Resource Package* is an important and comprehensive online knowledge hub to support EU and bilateral agencies. It seeks to aggregate guidance and provides the conceptual foundations of GM in development cooperation.

The ITC/ILO efforts to prepare and make available an EU Resource Package on Gender Mainstreaming in Development Cooperation to support the integration of GE in EU development cooperation policies and programmes have been positive. The Package has been completed with a focus on practical and useful tools that can support the EUD efforts to mainstream gender in their planning and budgeting processes.

Outcome 4

In response to Output 4.3 (Gender equality advocates developed a common agenda and participated actively at the Fourth High Level Forum on Aid Effectiveness (HLF4) in Korea), the First Progress Report to the EC in 2012 stated that the programme “directly contributed to the outcome of the HLF4 by providing support to the Asia Pacific Forum on Women, Law and Development; the Association for Women’s Rights in Development; the Coordinadora de la Mujer/Bolivia; and the African Women’s Development and Communication Network to implement a plan of action for mobilising women’s rights organisations and networks around the HLF4.”⁵⁵ This joint advocacy led to the inclusion of GRB in the outcome of the HLF4 – the Busan Partnership Agreement. Together with the OECD, UN Women developed to track progress on this commitment. Indicator 8 “*Number of countries that have a system for tracking allocations for gender equality and women’s empowerment*” has been piloted and tested in 35 countries and is now part of the SDG monitoring framework.

Finding 13

The F4GE grant making facility was an effective mechanism for supporting feminist economists and gender equality advocates in their efforts to realise stronger policy coherence on gender equality in fora related to economic and development effectiveness.

In September 2012, a grant-making facility was launched by the PMU to support innovative knowledge building, advocacy, capacity strengthening, alliance building and networking for financing for gender equality.⁵⁶ The facility

⁵³ The OECD Gender Marker is a valuable instrument to monitor and track whether or not adequate resources are being allocated to gender equality, as well as to estimate budgetary needs for implementing GEWE goals. The Gender Marker does not assess results or impacts.

⁵⁴ Senegal Draft Case Study Report, 31 March 2016. Final Evaluation of F4GE programme.

⁵⁵ Increasing Accountability in Financing for Gender Equality. First Progress Report to the European Commission October 2011 – October 2012.

⁵⁶ Increasing Accountability in Financing for Gender Equality. First Progress Report to the European Commission October 2011 – October 2012.

selected five grants and implementation began in March 2013. All five organisations completed their activities prior to June 2014⁵⁷ and the following results were achieved:

Association Fenomena: Promoting Accountability for Gender Equality at the Local Level

This project produced GRB resources in the Serbian language and built capacities of women NGOs. This work resulted in the drafting of a consolidated document with eight local GRB plans covering agriculture, Roma women, violence against women, women and sport, and an initiative concerning system preconditions for GRB.

AWID FundHer Scorecard

This project was led by AWID and Instituto del Tercer Mundo (ITEM)/Social Watch. The project created the FundHer scorecard: a tool focused on increasing accountability of donors in GE and support for women’s organisations and CSO initiatives. The F4GE programme funded the initial pilot phase which included drafting and testing of the scorecard and creating a user’s guide. The Scorecard methodology has been tested by Social Watch Philippines with four funding agencies/grant-making institutions.

Gender Action: Gender Dimensions of International Financial Institution Financing in Haiti

Gender Action was awarded a grant to highlight issues related to International Financial Institutions’ Financing for Gender Equality in Post-Earthquake Haiti. The project resulted in raising awareness through publications, a comprehensive quantitative Haiti IFI aid monitoring database and direct advocacy in the country.

MUDEC: Institutionalising GRB in Councils of the South West Region of Cameroon

The MUDEC project improved the technical capacities of local councils to integrate gender priorities into planning and budgeting processes. The resulted in 16 councils increasing their budgetary allocations for gender-related activities in 2014.

Sangini Mahila Kalyan Samiti: Increasing Accountability of Government to Implement the Domestic Violence (DV) Act in Bhopal, Madhya Pradesh

This project analysed the awareness programmes, interventions, and activities supported by the government to raise awareness about provisions in the DV Act. The research revealed considerable resource and funding gaps to implement the law. Additionally, the research included a primary survey which established the prevalence of domestic violence and lack of awareness among women of the DV Act. The research led to Sangini identifying key challenges in implementing the DV Act including awareness about the Act and its provisions, appointment of adequate and trained staff, time lag in providing relief under the Act, developing dedicated and high-quality support infrastructure, and monitoring of the scheme.⁵⁸

Finding 14

The F4GE programme generated knowledge products and promoted knowledge sharing throughout the programme lifecycle through both the grant facility as well as part of other programme activities.

The F4GE global programme operated across a wide range of countries and regions and has accumulated a wealth of knowledge and experiences. This learning is being shared, for example in various regional workshops and global

⁵⁷ Increasing Accountability in Financing for Gender Equality, Addendum to the Second Progress Report to the European Commission, February-June 2014

⁵⁸ Sangini Mahila Kalyan Samiti (2014). Increasing Accountability in Financing for Gender Equality (F4GE) Civil Society Grant Facility, Grant Project Report (p. 9).

seminars on thematic issues and also through the ‘Lessons Learned End of Programme Workshop’⁵⁹ held in Brussels in June 2015. These have provided a basis for comparison in diverse regions and country contexts enriching and enabling the F4GE implementation at the country level. Stakeholders from all four case study countries benefitted and expressed their enthusiasm for such effective learning experiences which related to and enabled their work in respective countries.⁶⁰ Facilitating countries to learn from each other has been strategic, and is likely to be continued.

As a result of these global-level thematic workshops, lessons learned from the F4GE programme, and previous UN System-wide work on costing more generally, a comprehensive handbook on costing gender equality priorities was published by UNW in 2015.⁶¹ This handbook will be a vital tool in providing future trainings, however, translation of the handbook into local languages will be necessary in order to support these future training efforts.

Further, the evaluation findings indicate the programme has generated and applied a number of relevant tools, methodologies, and products to strengthen the technical capacity of stakeholders to effectively integrate GE/GRB in national and local planning and budgets.

Knowledge Products Produced under F4GE programme⁶²

Bolivia

- Costing Procedures for Equality Measures, The Experience of Bolivia (2013, in Spanish)
- Fiscal Policy and Gender Equity in Bolivia: Analysis and Proposal for the Construction of the Fiscal Pact to Living Well (Vivir Bien) (2013, in Spanish)
- Categories for the Analysis and Orientation of Public Investment in Terms of Gender Equality in Bolivia (undated, in Spanish)

Ethiopia

- Preliminary Gender Profile of Ethiopia (undated, in English)
- Manual for Gender Responsive Budgeting and Social Accountability Training (2011, in English)
- National Gender Responsive Budgeting Guidelines: For Mainstreaming Gender in the Programme Budget Process (2012, in English)
- Budgeting Training Manual: Country Specific for Ethiopia (2012, in English)
- Gender Responsive Budgeting: Public planning and budgeting with a gender perspective (undated, in English)
- Federal and Regional Women Machineries Capacity Assessment in Ethiopia (undated, in English)

Haiti

- Facilitators’ Manual on GRB, ITC/ILO (2015, in French)
- Guide/Manual for participants on GRB, ITC/ILO (2015, in French)
- Gender Inequalities in Haiti Report (2013, in French)

Honduras

- Findings of the Gender Analysis of Planning and Budget Process and Information Systems that Generates the National Budget of Honduras (2012, in Spanish)
- Instructional Support Notebook: the application of manuals Gender Responsive Budgeting (undated, in Spanish)
- Index of Capacities in Gender Budgets: Implementation Manual (undated, in Spanish)

⁵⁹ UN Women (2015). Final Report, Increasing Financing for Gender Equality: Lessons Learned (4-5 June 2015) End of Programme Workshop, Brussels, Belgium.

⁶⁰ Refer also to section VII. on Good practices and Lessons Learned

⁶¹ UN Women, 2015. Handbook on Costing Gender Equality.

⁶² See country case studies for further details and additional tools.

- Gender Sensitive Budget Manual: For Civil Society Organisations (undated, in Spanish)
- Guide to Gender Responsive Budgeting of PIEGH II (Honduras, 2012, in Spanish)
- Gender Indicators for Assessing Investment in Equality and Gender Equity in POA Budget of 2014 and Certification Process (2012, in Spanish)
- Social Oversight Report: Financial Year 2013, Municipality of Santa Rosa de Copan (2014, in Spanish)
- State funding situation for gender equality in Honduras (2012, in Spanish)
- Manual for mainstreaming gender in the municipal budget, activities for the corporation (undated, in Spanish)
- Manual for mainstreaming gender in the municipal budget, activities for officialdom (undated, in Spanish)
- Proposed Government Gender Strategic Plan 2014-2018 (2014, in Spanish)
- Critical Path for Addressing GRB Inter-Institutional Level of State Departments of Honduras and Plan of Action for Operationalisation (2012, in Spanish)

Jordan

- Assessment of National Women Machineries (2015, in English)
- Citizen Budget Brochure 2015 (2015, in Arabic)
- The National Network Action Plan to Support Gender-Responsive Budgeting in Jordan (2015-2017) (2015, in Arabic and English)

Kyrgyzstan

- Research study: Priorities of Gender equality and External development aid to Kyrgyzstan (2015, in Russian)
- Mainstreaming gender dimension into budget call circular and standards of gender assessment of national budget (2015, in Russian)
- Instruments of gender analysis of policies and budgets at local level (2015, in Russian and Kyrgyz)
- GRB Comics: “Briefly about gender budget” (2015, in Russian, Kyrgyz, and English)
- Electronic course for civil servants on gender-oriented budgeting and gender-oriented planning (2015, in Russian)
- Gender-oriented budgeting short animated videos (2015, in Russian and Kyrgyz with English subtitles)

Nepal

- GRB Classification Criteria (2014)
- Implementation of the Gender Responsive Budgeting in Peace Building and Health Programmes in Nepal (2012)
- Gender Responsive Budget Indicators and Sub-Indicators (2012)

Palestine

- Cooperation for development effectiveness in the occupied Palestinian territory: Addressing the gender equality gap (2012)
- Implementing Gender-responsive budgeting in the State of Palestine’s policy, planning and budgeting system and procedures: Orientation on GRB for Budget Teams and PA Line Ministries (2014)
- Gender Responsive Budgeting Consultancy Mission Final Report (2014)

Senegal

- National Mechanisms for Gender Equality and Women’s Empowerment (2015, in French)
- Baseline study on Gender mainstreaming in Sector policy of Environment (2013, in French)
- Baseline study on Gender mainstreaming in Sector policy of Water and sanitation (2012, in French)
- Summary of the outcome of the programme Ministry of Water and Sanitation (2015, in French)
- Summary of the outcome of the programme Ministry of Environment (2015, in French)
- National Women Machinery Assessment (2015, in French)
- Gender Mainstreaming in donor policies (2015, in French)
- GRB Manual, 3 Tomes (2015, in French)
- GRB Guidelines (2015, in French and English)

Ukraine

- Gender Responsive Budgeting: Analysis of Budget Programmes from Gender Perspective (undated, in English)
- Gender Analysis of ODA to Ukraine: Baseline Mapping Study (2013, in English)
- Gender Responsive Budgeting: Analysis of Budget Programmes from Gender Perspective (undated, in English)
- Gender Policy and Institutional Mechanisms of its Implementation in Ukraine (2014, in English)

Global

- Programme brief
- Handbook of Costing Gender Equality UNW, ITC /ILO, European Commission (2015, in English)
- EU Resource Package on Gender Mainstreaming in Development Cooperation (a comprehensive tool) (2014, in English)
- FundHer Scorecard (in English)

Efficiency

This section examines the extent to which resources (financial, human, technical) have been used efficiently to achieve outputs and outcomes. The EU is the major donor for the Global F4GE Program, and funding has also been received from the governments of Spain and Italy. While the overall programme was overseen by UNW HQ, UNW COs were responsible for managing their own budgets and day-to-day activities.

The evaluation considered efficiency across the following topics:

- Is there evidence that the F4GE activities reached their intended groups (government, donors, feminist economist etc.) and made a difference to these groups?
- To what extent has F4GE been supported by planning, feedback, policies and procedures, value for money, accountability and transparency?
- What is the quality of monitoring F4GE outcomes in relation to: national action plans; capacity of governments for GE planning and budgeting; capacity of donor coordination for GE financing; and the capacity of other stakeholders to advocate for greater GE financing?

Finding 15

UN Women made strategic choices regarding the activities implemented based upon prior programming, the most likely areas where the programme could realise effect and by remaining flexible to respond to opportunities when they arose.

The four case studies and global portfolio review provide ample evidence that the F4GE programme engaged in a wide variety of activities across its strategic intervention areas of capacity development, knowledge building and information sharing, evidence-based advocacy, gender-sensitive monitoring and tracking of resources and partnership building, coordination and engaging with multiple stakeholders. However, as should be expected from any global programme, individual country contexts varied widely. While it may be possible to create a high level road map that outlines the stages a country potentially goes through to achieve institutionalised and sustainable GRB, progress along such a map will be realised in a unique fashion by every country.

At the most basic level, this was recognised by the programme's design, as it divided countries into two high-level categories for the types of interventions and support according to their stage of development involving GRB. More granularly, each country adapted and modified the programme's logical framework and areas of intervention to best suit their individual needs. A cross-cutting example of this can be found in the programme's engagement with central and line ministries in all countries, as these bodies are intrinsic to realising GRB, and in particular the

Ministry of Finance. Because each country was at a different stage in its implementation of GRB, COs made choices about how to interact with this body. From the case studies, it can be seen that the programme in Jordan was intimately involved with the MOF and helped to lead the process of mainstreaming gender into all stages of the budget cycle and provided technical support to the General Budget Department of the MOF. In contrast, in Senegal, the programme did not provide this type of side-by-side technical support, but concentrated on delivering training to build capacity of staff. A third perspective from Nepal indicates the MOF was one of the most important partnerships, and F4GE funding supported the extension and institutionalisation of gender-responsive budgeting in 22 ministries, 5 commissions, and 2 other key state bodies, and engagement with development partners through the Aid Management Information System.

This customised approach was also seen in examples across the programme globally. In Ethiopia, support provided to MOFED and others resulted in the publication of GRB guidelines. The programme was highly engaged in Honduras, where it developed a draft proposal to include a gender classifier in the PFM system to track allocations on gender equality. Efforts by the programme with the MOF in Kyrgyzstan resulted in the draft of a performance-based budgeting process.

Finding 16

The programme was able to successfully build upon past programming, or leverage its funding with concurrent programming to deepen and broaden its reach.

It is a common refrain within the development community to find ways to achieve programming continuity and minimise duplication. The F4GE programme found ways to make good on both of these desirable practices by building on past programming and leveraging other funding already in play in the countries of implementation.

The case study countries provide two ready examples. In Nepal, the programme combined F4GE programming with core funding in order to have access to greater resources for key programme and operating costs. In Senegal, the programme joined in activities of an ongoing multi-donor programme for MDGs in water and sanitation to provide inputs on gender planning.

Globally, the desk review highlighted examples from Ukraine where gaps in programming funding needs were accomplished vis cost sharing from other funding streams provided by FES and UNFPA. In Tanzania, the programme sought to strategically support the ongoing process of institutionalisation of gender-responsive planning and budgeting at both national and local levels and, in Rwanda, the programme built off of a previous EC funded agriculture programme to develop an annual workplan for the implementation of its gender strategy.

Finding 17

The F4GE programme was implemented according to international standards of transparency and accountability and day-to-day activities of the programme were coordinated at the country level.

Under the F4GE programme, each country was responsible for managing its own budget for accountability purposes. UNW HQ provided support to ensure effective and efficient financial management in all programme countries. Although the programme did experience funding delays, these did not affect the programme's delivery rate as workplans were adjusted to account for the delays. According to the financial data provided for the case study countries, all four achieved high delivery rates ranging from 95-100% (Haiti: 99.8%; Jordan: 100%; Nepal: 95.3%; Senegal: 99.1%).

While officially the global programme ran for 51 months, the calendars for start-up varied in individual countries. Category 1 Countries included as case studies ranged from 33 months of implementation to 39 months (Haiti 38; Jordan 33; and Senegal 39). As a Category 2 Country, the F4GE programme in Nepal was linked with ongoing and subsequent activities and ran for 15 months. Risks associated with the delays encountered in receiving the

respective tranches of funds were mitigated and workplans were adjusted in response to the delays. While some activities were pushed back due to delays in the disbursement of funds, the delays were not material to the ultimate delivery of planned activities over the course of the programme.

During the programme, the PCs were responsible for both activity and administrative level tasks with support from the CO in terms of facilities. In Haiti, the CO also offered some logistical support as well as intermittent assistance from a support staff person. Prior to the engagement of a full-time Project Manager, Jordan was able to rely on UNW CO staff to prepare programme documents. As with Senegal and Nepal, during implementation, the countries integrated financial management of the programme with the responsibilities of CO staff.

UN Women COs were directly responsible for the effective and efficient management of a complex, multidimensional, and multi-stakeholder programme. Despite the challenges associated with such a complex programme, partners and stakeholders interviewed expressed a high level of satisfaction for the efforts undertaken and level of cooperation extended by UNW in the COs and the programme Coordinators more specifically.

Programme management required great attention to building and managing partnerships with diverse actors, including actors who had no previous exposure to GE and GRB. This was a process that involved continued advocacy with partners, consistent follow up, consultations and good coordination. The dedicated programme Coordinators in all four case study countries devoted significant time to ensure that programme outputs and progress towards outcomes were being achieved despite challenges encountered during the programme's implementation such as delays in receipt of funding.

Further, evaluation interviews found that the case study countries received support, and technical and advisory guidance from UNW HQ. Effective communications through emails and Skype were maintained between the Programme Coordinators and UNW HQ, which has made an important contribution to the technical GRB work and its implementation, and in helping address the challenges encountered.

Finding 18

UN Women's standard monitoring and reporting procedures were employed for the programme

The F4GE programme followed UN Women's standard monitoring procedures. These procedures include planning for monitoring the programme, the submission of periodical reports, and a review against a Performance Monitoring Framework (PMF). Regular programme monitoring was undertaken based on the Monitoring and Evaluation Plan (M&E Plan). Reporting was aligned to donors' required cycles and monitoring data from the programme was sent to UN Women HQ from COs to be included in donor reports.

The extent of documentation available to the evaluation team across the 16 country portfolio suggest that programme coordinators remained intimately involved, and therefore knowledgeable, about the progress of programme activities for the duration of the programme.

Programme Coordinators were responsible for regular monitoring duties that entailed: quarterly and needs-based meetings with the UNW HQ Programme Manager, monitoring the work of subcontractors and external consultants contracted under the programme, preparing narrative reports and completing the PMF.

Sustainability

This section examines the extent to which activities carried out by the F4GE programme ultimately translated into tangible shifts in practice and behaviour that will not only be carried forward within the countries of implementation, but also potentially lead to deeper institutionalisation over time.

The evaluation considered sustainability through the following lenses:

- Extent to which capacity development amongst national governments in GE planning, budgeting and financing has led to increased ownership and institutional capacity.
- Extent to which capacity development amongst national GE advocates (such as women’s rights activists) has provided them with a platform and a voice with which to continue championing for GE budgeting and financing.
- Extent that risks identified in programme design materialised and how the programme has addressed these for future sustainability.

Finding 19

The potential for results achieved by the programme to be sustained beyond the implementation period exists in all programme countries but, even in the best cases, remains dependent upon strong political commitment and available resources.

From the case studies, Jordan and Nepal are further down the path of sustainability and exhibit a number of similarities. The evaluation finds that both countries enjoy tangible political buy-in which is seen in both international commitments and through the passage of local laws, like including GE in the Budget Circular. Both countries also have demonstrated tangible strides in integrating national, ministerial, and local budgets with GE and the same is strategically positioned in, and supported by, their respective MOFs. This integration is made possible through clear technical capacity available in both countries to implement GE initiatives, budgets and planning. Perhaps most importantly, the evaluation found that some respondents had taken ownership of the F4GE programme in Jordan and Nepal in a way that it was no longer perceived as a UNW initiative, but rather an important local initiative. This ownership is underscored by the presence in both countries of a strong civil society and national women’s networks that not only contribute to the F4GE conversation, but also act as an accountability function in both countries. The evaluation also found that Nepal has strengthened the potential for sustainability by spreading GE principles and tools beyond the MOF and into other central ministries and line ministries. Similarly, Nepal appears to be further along with respect to development partner cooperation.

Senegal has maintained a commitment to GE for many years as evidenced in the constitution, the parity law and the participation in global conventions. The current National Development Plan also considers gender as an important topic for improving the plight of everyday Senegalese. There is also strong interest in GRB within various branches of government, particularly in the context of an expansion in efforts to reform public finance management, and to adopt results-based management. Finally, the MEF has exhibited interest in GE and participation of the same in national planning, budgeting and monitoring processes could become a reality with continued advocacy.

The F4GE programme in Haiti laid the groundwork for an enabling environment which has the ability to generate long-term sustainability if certain conditions are fostered and met in the future. Given the policy support, ownership demonstrated by national stakeholders and the knowledge and skills acquired through the programme, there are good prospects for the national partners to carry out GRB with continued support. Furthermore, in view of the commitments to GE made at the national level through the PSDH and the National Gender Equality Policy, GOH policies and priorities serve as a fertile ground for the efficient implementation of GE-related activities. As noted earlier in this report, the programme is well anchored within a number of national policies, including international agreements, which foster sustainability at the policy level.

Similarities to the case study countries are found across the other 12 portfolio countries in the documentation review. In Cameroon, sustainability of F4GE results is bolstered through a gender perspective embedded in the country’s budget circular. Parallel to Nepal, sustainability in Ethiopia of results is bolstered by a tangible

government commitment, national stakeholder ownership and a good base of technical knowledge and skills delivered by the programme. In Honduras, sustainability of programme results and future growth appears fully owned and supported by the NWM. In Palestine, much like Haiti or Senegal, technical support has been provided to lay important groundwork, but the future of GRB currently rests with the ability of line ministries to muster political will to imbed GE in national plans, policies and budgets.

Finding 20

The greatest single sustainability challenge faced by the programme is breaking the barrier between successful delivery of technical support and capacity building on GRB/GE and true institutionalisation of the same.

While experiencing similar potential for success, from the case studies, Jordan and Nepal are also experiencing some of the same challenges. Institutionalisation tops this list because it is essential to F4GE principles surviving the reality of churn with frequent changes in leadership and staff. Both countries need to have a way to ensure that GE remains intact regardless of staff turnover. This includes embedding GE in regular training, job descriptions and standard procedures. Similarly, both countries need continued effort to make sure F4GE breaks out of current implementing units and becomes a part of the greater government, down to local levels. While this is happening to some degree already, respondents in both Jordan and Nepal called for much more focused effort in this area. Both Jordan and Nepal should continue investing in civil society outlets and national women's networks to continue to increase the vibrancy of the national conversation and further embed the principles of F4GE throughout their respective countries.

Senegal also has gaps that need to be filled for the sustainability of F4GE principles to become reality. At the top of this list is finding ways to transform political commitments and policy that existing on paper to practical action throughout the country. Coupled with this could be engaging the donor community to prioritise GE as a part of its programming. More specific, actionable and tailored capacity building is needed to give ministry staff the tools necessary to enact GE in budgets and planning processes. Finally, a critical missing element in Senegal is engagement with what is a vibrant civil society in order to create a national conversation and external accountability mechanisms. In Haiti while some progress towards national ownership has been displayed via the endorsement of the National Gender Equality Policy, engagement by parliament, civil society and other bodies is necessary to declare GRB nationally owned.

The documentation review revealed similar situations across the global portfolio. As examples, in Kyrgyzstan documentation stated that the programme was not well embedded in existing institutional structures of the country. Further, the GE portfolio was moved to the Ministry of Social Development, which is seen to have very limited political power, potentially decreasing the potential for institutionalisation of GE priorities across the government. In Tanzania, similar to other countries where capacity building and technical support were deemed a success, access to high-level leadership was problematic,⁶³ severely limiting the potential for sustainability. Documentation from Honduras simply stated that sustainability of programme achievements required proper institutionalisation.

⁶³ See ROM Monitoring Report MR-146766.04 of 22 NOV 13.

Finding 21

Implementation of the programme was effected by two major challenges: political instability and availability of qualified human resources.

The programme identified two major challenges to implementation at both country and global levels. Whenever possible, steps were taken to mitigate these challenges.

The first major challenge identified was political instability. This was especially true for the four case study countries given the political cycle in Haiti, Syrian refugees in Jordan, the ongoing constitutional discussion in Nepal, and the recent upheavals in Senegal. In these environments, the potential for gender issues to be put on the backburner, or completely ignored is not unusual. The programme worked within these fragile systems to identify points of engagement and areas of access that not only showed stability, but also were receptive to the ideas of bringing GRB into policies and practice.

Political instability was also noted across the global desk study. For example, a new regulation adopted in Ethiopia during implementation severely limited the amount of support the programme could provide to CSOs. In Bolivia, staff in the Vice-Ministry of Equal Opportunities changed four times during the implementation of the programme affecting programme activities. Similarly, in Nicaragua, the leadership of the NWM changed during the programme, which resulted in delays in priority setting and implementing planned activities. Finally, unrest in Ukraine and Palestine severely limited programme implementation. In Honduras, a restructuring of the government destabilised the NWM and its mandate.

The second major challenge identified at both global and country level was the lack of qualified human resources in country. This risk was mitigated through capacity building activities including the ITC/ILO GRB trainings and other workshops. For example, in Haiti, this risk was mitigated at the onset of the programme by bringing a GRB trainer from Senegal to conduct a 3-day workshop for MCFDF, MEF, and MPCE staff which allowed 13 Haitian government staff to be certified as GRB trainers and continue on to train other individuals in the country.

Lack of capacity on GRB approaches and tools posed a challenge in some programme countries. In Kyrgyzstan for instance, the programme team had difficulty in finding qualified technical experts and NGOs to implement components of the annual workplan, including costing of the NAP on gender equality.

The lack of resources even effected UNW's ability to move the programme forward in some cases. In Haiti, Jordan and the occupied Palestinian territories, in particular, the programme encountered difficulty recruiting qualified programme coordinators, which delayed the start of activities.

Impact

Impact was examined in the context of progress towards the stated goal of the programme: to increase the volume and effective use of aid and domestic resources to implement national commitments to gender equality and women's rights (GE/WR) at country level and the programme's country-level objectives. The evaluation findings support that wide variation exists across the programme countries. Of the four case study countries, only Jordan and Nepal had data to support that there was an increase in funding to GE/WR-related activities during the programme's lifetime. While it is still too early to know how this actually impacted women and will require monitoring to do so, the evaluation concludes that the F4GE programme contributed to these increases through continued advocacy, capacity building activities, and partnerships at the country level.

The evaluation considered impact across the following topics:

- How has the programme contributed to the development and implementation of national action plans for gender equality?
- To what extent has the programme strengthened the capacity of national governments to integrate gender in national planning, budgeting, and programming?
- Has the programme’s work to strengthen the capacity and accountability of donors and stakeholders improved aid coordination mechanisms?
- What documented changes have occurred since the start of the programme in national and/or sectorial policy frameworks that illustrate a positive shift in the incorporation of gender equality?

Finding 22

Through capacity building, technical assistance, and advocacy efforts, the F4GE programme successfully contributed to the development of national action plans for GE in many of the programme countries. However, factors outside of the programme’s control sometimes adversely affected approval and implementation of these plans. Further work in this area is necessary to ensure the approval and implementation of national action plans for gender equality.

The programme effectively utilised available expertise to build the capacity of national actors and provide technical assistance to develop national action plans for GE. While many programme countries have made significant strides in this area, additional training on costing will be necessary to bring key stakeholders to a place where staff can identify and cost interventions independently. The *Handbook on Costing Gender Equality*, which was published by UN Women in 2015 as a result of programme activities and previous UN System-wide work on costing, will be a vital tool in providing future trainings. In order to support future training efforts, translation of the handbook into local languages will be necessary.

The programme’s work in this area in the four case study countries is summarised below:

By providing the required technical support to MCFDF in Haiti, the programme helped to develop the National Gender Equality Policy (2014-2034) which was endorsed by the President and Prime Minister in August 2014 and was officially launched on 8 March 2015. The Policy is the government’s commitment to address gender inequality and it serves as a critical accountability tool to demand greater progress on gender equality outcomes. MCFDF now has the guidelines for action and support, for advocacy within government and with donors, and the guidelines to advise the ministry’s participation in national dialogues. Further, a six-year Action Plan (2014-2020) was developed and costed to implement the national Policy. The costing exercise, which covered the first year of implementation, was performed by a consultant contracted with F4GE programme funding. Moving forward, MCFDF staff can use the financing strategy to advocate for and mobilise the required resources to implement the Plan from government and development partners. In this regard, MCFDF has initiated discussions within the Council of Ministries and has built a strong partnership with the Prime Minister’s Office, which is critical in realising the full implementation of the Action Plan.

In Jordan, the programme supported efforts to mainstream gender in national plans and in the national budget cycle. In collaboration with JNCW, the programme carried out a gender gap analysis of the National Executive Development Programme and the National Budget to assess existing gender biases. The analysis led to the formulation of substantive recommendations and proposed interventions which allowed for gender perspectives to be integrated into the National Executive Development Plan (2011-2013). Further, the programme provided technical assistance to JNCW to revise the Jordanian National Strategy for Women (2013-2017) and to develop a

draft national action plan on the United Nations Security Council Resolution 1325.⁶⁴ As of February 2016, the action plan was still being finalised.⁶⁵

After Senegal adopted its new national plan called Plan Senegal Emergent (PSE), the programme provided support to the Ministry of Women, Family, and Children to elaborate the Gender Equity and Equality National Strategy 2015-2025 (SNEEG) and ensure that it aligns with PSE. As of December 2015, SNEEG was being finalised.⁶⁶ A new €2.1 million programme funded by the Italian Development Cooperation titled Supporting Programme of National Strategy for Gender Mainstreaming and Women Empowerment (PASNEEG)⁶⁷ will continue the work started by the F4GE programme as PASNEEG will be working on gender mainstreaming in both policies and budgets.⁶⁸

Information from the global desk review also supports the finding that while the programme has provided substantial support to governments in developing national action plans for GE, approval and implementation of these plans are sometimes prevented by factors outside of the programme's control.

For example, in Kyrgyzstan, the programme contributed to the design of the National Strategy for Sustainable Development (NSSD) and its accompanying action plan, both of which had mainstreamed GE. Further, the NSSD action plan was costed using the methodology developed by the F4GE programme.⁶⁹ The global desk review of this evaluation revealed that in late 2013, the impact of the programme was likely to remain mainly theoretical due to "the lack of a real commitment of the government on GE and inadequate capacities to implement gender policies".⁷⁰

Further progress reports under F4GE and other data supported this finding from the Results-Oriented Monitoring (ROM) independent review of the F4GE programme. For example, the programme provided expert support during the entire process of developing the new National Action Plan on GE for 2015-2017, however, approval of the new NAP by the government has been delayed several times since the submission of the draft in January 2015. As of the latest data available to the evaluation team, the NAP was still pending approval as of 5 October 2015.⁷¹ Further, the F4GE programme also provided coordination support for the working group on costing the draft NAP 2015-2017. As reported in a 2015 progress report for the Kyrgyzstan F4GE programme, the expectation that the costing exercise would increase the probability of resource allocation for GEWE issues within the national budget was extinguished when the government placed emphasis on the more effective use of aid resources for GE-related activities rather than an increase in the volume of national resources for GEWE. Given the deficit of the national budget, the progress report stressed that it can be predicted that there will be no increase in the volume of earmarked resources for GE commitments in the coming years.⁷²

⁶⁴ UN Women. 2015. Jordan F4GE programme, Progress report on outcomes supported by Italian Funds: Strengthening national mechanisms for gender equality and the empowerment of women (p. 2).

⁶⁵ UN Women Jordan. 2016. Consultations on the implementation of UNSCR 1325 concludes in Amman. Accessed at: <http://jordan.unwomen.org/en/news/stories/2016/2/consultations-on-the-implementation-of-unscr-1325-concludes-in-amman>

⁶⁶ UN Women. 2015. Senegal F4GE programme Final Italian-Funded Progress Report (p. 1).

⁶⁷ <http://openaid.esteri.it/en/projects/initiative/010409/>

⁶⁸ UN Women. 2015. Senegal F4GE programme Synthesis EC-Funded Progress Report (p. 7).

⁶⁹ European Commission. 2013. Kyrgyzstan ROM Background Conclusion Sheet (p. 10).

⁷⁰ European Commission. 2013. Kyrgyzstan ROM Monitoring Report (p. 3).

⁷¹ UN Women. 2015. Kyrgyzstan F4GE programme Synthesis EC-Funded Progress Report (p. 10).

⁷² UN Women. 2015. Kyrgyzstan F4GE programme Progress Report June 2014 to December 2015 (p. 3).

Finding 23

In many cases, the programme encountered difficulties engaging with donors to increase their capacity and accountability in an attempt to improve aid coordination mechanisms. Where engagement was present, there is little evidence to argue that these activities improved aid coordination mechanisms.

In Jordan, the programme faced major difficulties in achieving Outcome 3, including the reluctance of stakeholders in disclosing expenditures and the challenges faced in identifying gender expenditures vs. non-gender expenditures. As stated in the synthesis progress report for Jordan, the programme “is in the process of rethinking the process and modifying the scope of work”.⁷³

In Senegal, the programme provided online GRB training to donors including EU, Spain, Belgium, UN Women, GIZ, and UNIDO; and 29 JICA staff were trained by UN Women experts in 2014 on basic concepts of GM in planning and budgeting. Following this basic training, an MoU was signed between UN Women and JICA to continue the training of JICA staff. That said, how these capacity building activities led to improved aid coordination mechanisms is undetermined.⁷⁴

The programme in Haiti operated within a very difficult political and economic environment. When the programme began, aid coordination mechanisms on GE were either non-existent or not functioning. In 2013, the programme supported efforts of the MCFDF to revitalise a multi-stakeholder group under the national aid coordination mechanism (CAED) called the table thematique genre or the thematic table on gender equality (TTG) which now meets quarterly. At the time of the field visit, Canada was the only donor actively participating in the TTG.

The Haiti F4GE programme Coordinator worked with the TTG and MCFDF to enable it to play a stronger role with donors. However, the objective of engaging donor partners (EUD) in training or awareness-raising activities was not met. This was not, however, a function of F4GE not delivering - the EUD during the programme period (2011-2015) did not find itself with adequate staff resources to take part. Expectations of local donor delegations are directed from their own headquarters and it may be unrealistic to anticipate the participation of donor partner staff who feel their load of responsibilities leaves little room for the deep time and resource commitments of this type.⁷⁵ Further, despite various programme efforts, main donors including the EU, World Bank, IADB, and USAID are not part of the TTG.⁷⁶

While the programme has taken steps to strengthen the capacity and accountability of donors and stakeholders in aid coordination mechanisms, much work remains to be taken forward. The Evaluation Team did not find any data on the extent to which gender is integrated in donor policy documents that were formulated during programme implementation.

Nepal faced a similar lack of interest from donors in utilising the country’s Aid Management Information System (AMIS) which contains gender markers that are applied to development partners’ funding support. While training and coaching of DPs on AMIS took place so that they would be able to accurately report on their programme budgets, there was a distinct lack of enthusiasm amongst bilateral donors for the AMIS. These actors argued that the indicators are effectively biased against non-government programmes and that it is not currently an appropriate or flexible tool to assess programmes that are not focused on economic empowerment. Further engagement of donors is required to improve aid coordination mechanisms.

⁷³ UN Women. 2015. Jordan F4GE programme Synthesis EC-Funded Progress Report (p. 6).

⁷⁴ UN Women. 2015. Senegal F4GE programme Synthesis EC-Funded Progress Report (p. 5)

⁷⁵ Based on information from key informant interviews, EUD, UN Women, some TTG members.

⁷⁶ UN Women. 2015. Haiti F4GE programme Synthesis EC-Funded Progress Report (p. 4).

This finding is further supported through data gathered during the global desk review. In Ethiopia, MoFED representatives participated in a sensitisation workshop on integrating an accountability mechanism in tracking development aid resources, including gender-oriented allocations. The workshop raised awareness of an aid flow monitoring system called the Gender Equality Marker, however, no information within the global review documents exists on how this tool or aspects of this tool have been integrated into the existing Aid Management Platform for the country. That said, the synthesis progress report for Ethiopia states that “there was commitment, from both UN Women and MoFED, to implement the AMP from the GEWE perspective on the way forward”.⁷⁷ This is a potential entry point for future programming.

In 2013, the programme in Kyrgyzstan provided the EUD with training on gender-responsive planning and budgeting. Unfortunately, this was the only capacity building activity carried out with donors under the programme despite several attempts by the programme to engage donors on aid effectiveness and accountability in financing for GE. Throughout the programme, the donors expressed little interest in cooperating with UN Women on aid effectiveness and accountability in financing for GE as both accountability and budget transparency remain a very sensitive issue among donors as well as within UN system.⁷⁸

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Programme support has led to positive shifts in both national and sectorial policy frameworks towards the incorporation of gender equality in several programme countries.

In response to programme activities, the Government of Jordan fiscal reform process now includes results-oriented budgeting and gender-responsive budgeting which impacts national planning and budgetary systems and affects change at the systemic level. Further, gender-responsive budget circulars have been signed into law and detailed gender-sensitive templates are ready to be approved in 2016, and will be applied to the Budget Circulars in 2017-2018. Interviews revealed that there has also been an encouraging shift in individual mind-sets and institutional perspectives on national budgetary processes that have been influenced through F4GE advocacy and capacity development activities.

In Haiti, the programme directly contributed to the development, finalisation, and endorsement of the National Gender Equality Policy (2014-2034) and the finalisation and costing of the Action Plan (2014-2020). Further, programme support during the development of Haiti’s Strategic Development Plan (PSDH) resulted in the incorporation of gender equality objectives within the Plan. At the sectoral level, the programme provided support to the Ministry of Planning (MPCE) in creating an updated version of the technical sheets, a gender-aware planning tool called FIOP,⁷⁹ which requires all estimates submitted for financing to be identified for gender impact specifically. As the FIOP is required for every programme and project, this revision represents a step forward in analysing the gender impact of government programming.

With programme support, the MFFE in Senegal formulated the new National Strategy on Gender Equity and Equality (SNEEG) which is aligned with the National Development Strategy of Senegal (PSE). Finally, the F4GE programme successfully initiated dialogue between the MFFE and MEF to mainstream gender in the Economic and Social Policy Document 2011-2015 (DPES) which acts as a frame of reference for the actions conducted by the government and DPs This is another important first step in the GRB process with the ministry that has the leverage to affect all financial policy and budgeting practices.

⁷⁷ UN Women. 2015. Ethiopia F4GE programme Synthesis EC-Funded Progress Report (p. 14).

⁷⁸ UN Women. 2015. Kyrgyzstan F4GE programme Synthesis EC-Funded Progress Report (pp. 4-5).

⁷⁹ Individual Operational Project Form

Similar data were also gleaned from the global desk review to support this finding. For example, Rwanda revised the Organic Budget Law to incorporate gender budget statement (GBS) as one of the required annexes of agencies' budgets. The revised law also contains a provision on reporting of the performance on the implementation of GBSs. Prior to the revision, there was no provision in the law on reporting of GBS implementation.⁸⁰ Furthermore, in Kyrgyzstan, the Programme of Transition of the Kyrgyz Republic to Sustainable Development (2013-2017) was approved by parliament. This Programme of Transition includes GE priorities and aligns with the current National Gender Equality Strategy until 2020.⁸¹

⁸⁰ UN Women. 2015. Rwanda F4GE programme 2013 Progress Report (pp. 9-10).

⁸¹ UN Women. 2014. F4GE programme Second Progress Report to the European Commission April 2013 – January 2014.

Good Practices and Lessons Learned

Good Practices

The evaluation identified good practices that have the potential for adaptation and multiplier effect in future programming and UNW's other undertakings. These practices are drawn mainly from the case studies and supplemented by the global documentation when possible.

Participatory approaches adopted

Participatory approaches adopted by UNW gave the lead to national partners in identifying priorities, challenges, and contributing to the programme design, implementation plans and activities. This has fostered a sense of ownership and led to trust and confidence building with UNW and was valued by partners. The ITC/ILO applied consultative and participatory approaches involving stakeholders including EUDs in all eight countries prior to planning activities. The practice worked well as also in the preparation of the ITC/ILO Resource Package enriching its contents with valuable inputs.

Ownership of GRB

As demonstrated in the four country case studies, the Ministry of Finance (MOF) in Nepal has ownership of the programme, which has been essential in promoting the spread of GRB. This level of integration by the MOF was achieved with long-term technical advice and support from UNW and the leadership of the MOF.⁸² In Jordan, a high degree of ownership of the programme is demonstrated at the national level by the lead partners Ministry of Finance /General Budget Department, the National Women Machinery /JNCW and members of the national GRB Network. Ownership has been spread across more than one agency and actor and increases the potential for sustainability.⁸³

Capacity development

Capacity development at individual and institutional levels has been a promising practice valued by stakeholders. It has enhanced sustainability with potential for systemic changes. In Nepal, capacity building within the ministries, despite the challenges of staff rotation, has been essential to creating a jointly responsible team for each ministry that understands and manages the GRB processes. In Jordan, capacity development established foundational knowledge of governmental partners on GE/GRB, expanded and enhanced technical skills and ownership of national partners and stakeholders contributing to sustainability. Effective application of the learning was evident in the ongoing work in mainstreaming GE/GRB in MOF/GBD, Ministry of Planning and International Cooperation (MOPIC) and relevant pilot ministries of Labour, Health and Social Development.

In Haiti conceptual and technical capacity on GE/GRB was enhanced in government ministries. Similarly, in Senegal technical capacity on GE/GRB increased in several partner ministries, among parliamentarians, civil society and gender advocates facilitating them as actors in the GRB national planning and budgeting processes.⁸⁴

Mechanisms for institutionalising GRB

A good practice observed in the four countries is the establishment of specific mechanisms to institutionalise GRB: the establishment of GRBCs in Nepal in the planning departments of 22 ministries, 5 commissions, and 2 other key state bodies is a highly practical move towards shared responsibility for GRB from a single Gender Focal Point

⁸² Nepal Case Study Report. Final Evaluation of F4GE programme.

⁸³ Jordan Case Study Report. Final Evaluation of F4GE programme.

⁸⁴ Ministry of Agriculture, Natural Resources and Rural Development (MARNDR); Haiti Draft Case Study Report 28 March 2016. Final Evaluation of F4GE programme.

to a more influential committee under the authority of the MOF's own intra ministerial GRB committee; a national multi stakeholder GRB Network has been institutionalised in Jordan with a clear mandate and action plan (2014-2016) to collectively move the GRB agenda forward in the national planning and budgeting process; Senegal has established a multi-sector committee on GRB.

Open budgeting promotes economic governance, greater transparency

The Citizens Budget Initiative in Jordan, a collaborative and synergistic effort of CSOs and the Ministry of Finance/General Budget Department supported by UNW has resulted in a Budget Brochure which includes a comprehensive explanation on gender-responsive budgeting and highlights how the budget targets women and children, thereby promoting greater transparency and good governance.

Peer learning and sharing in international cooperation and networking

Promoting GRB through peer learning and networking including through international exchanges and regional workshops (Bolivia, Brussels, Morocco, Egypt, Rwanda, and Italy) has been an effective and good practice. It has encouraged greater sharing among peers and GRB practitioners on workable models that can be adapted and applied by countries addressing similar challenges, albeit in different political, economic and social environments. Stakeholders in all four countries found learning from each other most valuable with potential for multiplier effects.

Specifically, peer learning and networking via the inception and final meetings of the programme and the global thematic workshops in Bolivia and Italy contributed to the creation of the *Handbook on Costing Gender Equality* which was published by UNW in 2015.

Institutionalising GRB in national training systems

An important and good practice observed in Nepal has been to develop the capacity of government training institutions (e.g. Local Development Training Academy) to teach/train on GRB and integrate GRB in the curricula for civil servants. It is anticipated that this will contribute to ensuring that GRB is systematically institutionalised within government systems and that its implementation is less arbitrary and ad hoc and not dependent on individuals. It enhances sustainability and may address the institutional challenges faced by the high rate of turnover of government personnel.

Coordinated multi-donor initiatives have potential for impact on GEWE

Donors coordinating on specific national priorities has the potential to heighten impact on GEWE. It is particularly important in national contexts which are less supportive of GEWE. In Ethiopia, a large government initiative, the Productive Safety Net Programme (PSNP) 2005-2014, reached more than 7.6 million people, was supported by multiple donors⁸⁵ with technical assistance from ITC/ILO and led to the finalisation of the National Action Plan on Gender Equality of the Productive Safety Net Programme (PSNP) 2005-2014 which could significantly improve opportunities for women.⁸⁶ In Jordan, UNW in collaboration with NWM/JNCW integrated gender perspectives in a singularly well-coordinated major government led multi-donor and UN system initiative, the Jordan Response Plan 2015 to the Syria Crisis, which put in place a strong foundation for a gender equitable response to the Syria crisis.⁸⁷

⁸⁵ Development partners include the European Commission, Canadian International Development Agency, Embassy of the Kingdom of the Netherlands, Irish Aid, and Swedish International Development Agency, United States Agency for International Development, UK Department for International Development, DANIDA and World Bank

⁸⁶ Stakeholder Interview; also refer to outcome 3 output 3.2; and to Monitoring Report: Results Oriented Monitoring (ROM) (2011), Ethiopia

⁸⁷ Jordan Case Study Report. Final Evaluation of F4GE programme.

Building on past and existing initiatives and institutional structures

The programme built on a wealth of experiences accumulated by UNW at the global level in implementing GRB programmes for more than a decade now, in about 73 countries. Lessons learned in the context of the EC/UN partnership on GE and the EC/UNIFEM programme on Integrating GRB in to the AE Agenda (ProDoc) have informed and guided the design of the F4GE programme.

The programme identified existing initiatives, opportunities including national and local institutions and structures in all case study countries. It has built on this experience as demonstrated in collaboration with existing or ongoing GRB initiatives in all four countries and the relevant institutions and partners rather than starting anew, and thus avoiding duplication of efforts. It has also sought out local CSO coalitions and NGO partners and involved them and built on their practical experiences and community links.

Lessons learned

The evaluation identified a number of lessons to be learned to mitigate challenges and enhance results achieved in future programming.

Lessons learned from the greater F4GE programme

GRB is a powerful tool but not an end in itself

Financing for gender equality and the GRB approach has been recognised by stakeholders as a means to an end. It is a powerful tool that can help align budgets with state obligations to national gender commitments and reach a higher development goal, namely women's empowerment and gender equality through improved access to resources and services. This needs to be consistently kept in sharp focus among partners and stakeholders and explicitly reflected in the TOC. GRB is not an end in itself, but only one strategy, and a critical one among others in contributing towards the integration of GEWE in national planning, budgeting and programming.

Political will, commitment and leadership at the highest level of the utmost importance

Political will is critical in keeping the GE/GRB a high priority on the national agenda and translating national gender equality commitments into legislation and actions. The F4GE programme has made good progress in countries where it was implemented. Case studies from the four countries demonstrate that the programme has influenced and embedded GRB in national planning and budgetary processes in varying degrees such as in Nepal and Jordan and to a lesser extent in Haiti and Senegal. Concerted work needs to be done across sectoral ministries and all government including at the local level in strengthening and engendering policies and legislation with adequate resources. Political leadership on GEWE from government as well as donors and the EU Delegations at country level is of utmost importance.

Partnerships and collective efforts

Collective efforts of multiple stakeholders are critical in ensuring accountability and achieving programme objectives as there is no one actor that can effectively implement the comprehensive and holistic approach of the F4GE programme. Partnership building promotes a broad base of support and joint commitment towards integrating GE/GRB in national planning, budgetary processes, implementation and monitoring. The depth and quality of partnerships has varied in specific country contexts. Moving forward, it will be increasingly important that future programming work strategically with national and donor partners capable of leveraging accountability for gender equality.

A crucial role for civil society and gender advocates

The programme affirms that civil society and gender advocates have a crucial role in advocacy, in monitoring financing for GEWE and holding governments and donors accountable. For example, civil society is active in Senegal and Haiti and in all four countries their voices need to be stronger and better heard and their potential needs to be captured. The programme experience shows this requires building technical and financial capacity of civil society and gender advocates on GE/GRB and in monitoring and policy issues on aid effectiveness. Civil society and gender advocates would then be better prepared to participate and engage in a more informed and substantive manner in dialogues with national partners and donors and play an active advocacy and effective monitoring role.

Focused technical assistance on capacity development of EUD facilitated GEWE integration in EU development cooperation projects

Programme results from Outcome 3 show that deliberate and ongoing technical assistance and capacity development from ITC/ILO to EUDs added value. It engaged the Delegations in the F4GE programme and improved alignment of donor policies and development cooperation programmes on GEWE. In this same context a key lesson learned from the eight-country ITC/ILO pilot programme is the importance of political leadership on GEWE that needs to emanate from within the EUDs and higher management levels (the Heads of Delegation and Operation Managers), including engagement of technical staff involved in sectors beyond the EUD gender focal points.

GRB has social implications, takes time, and requires a long-term perspective

GRB is challenging, takes time, and requires a long-term perspective. Experience in all four countries shows that GRB has social implications beyond its technical application. It touches upon sensitive issues: changing social norms and gender roles, resistance in the equitable sharing of power between women and men and how women are perceived at the level of societies, communities and government. It involves changing systems, attitudes, and capacities at national and local level. Success depends on an enabling environment, greater gender sensitivity in society, and technical competence and commitment of the actors involved.

Decentralisation of government has implications for GE/GRB

Decentralisation and local governance structures as in the Nepal context present an important avenue for equitable participation of women and men in local governance mechanisms, including for women's leadership in local decision making and involvement of socially excluded groups. However, this also could mean that the disjuncture between central level ministries and district level mechanisms (also below the district level) will need to be overcome through improved communications, coordination at all levels and clearer lines of authority. The institutionalisation of GRB faces a new phase of work in coordinating new government structures with its partners which may also be impacted by Federalism.

Engagement in donor aid coordination

The active engagement with donors, including within aid coordination mechanisms surrounding accountability in donor practices on GE is critical in maximising results and impact. For the most part, this has been a weak link in Haiti, Jordan, and Nepal. In Senegal, the programme has engaged with donors and EUD albeit in an uneven manner. It will be crucial going forward to strengthen dialogue and engagement with donors and aid coordination bodies for maximum impact and in the context of the TOC. Appropriate measures would need to be explored by UNW, donors and EUDs.

Balancing programme scope and size with time frame and resources

Stakeholders in all four countries highlighted that, while the F4GE programme was highly relevant in the national contexts, its objectives and scope appeared to be somewhat overambitious in light of the short programme duration period and limited resources. Achieving the programme objectives and making a positive impact on women's lives and progress on GE needs more time, resources, staff and concerted efforts. A future programme calls for taking into account realistic and longer time frames and resources to realise the objectives and strategies.

UNW's catalytic role

UNW at the global and national levels has played an important role as a catalyst and facilitator in placing financing for gender equality on the global and national agenda of governments as one that merits high priority. It has facilitated dialogue, learning, collaboration and partnerships among diverse actors at global, national and local level such as linkages between CSOs and government which otherwise would not have taken place. UNW technical support on F4GE across and within countries and facilitating knowledge sharing has been most valuable and relevant. Stakeholders acknowledged that UNW has provided an impetus for change and is well positioned through its mandate to lead on GE/GRB.

Lessons Learned specific to the ITC/ILO interventions

Lessons learned from the ITC /ILO interventions are pertinent to other countries, including the four case study countries, are discussed in this section of the report.

Targeted capacity building support has value

Provision of on-going and targeted technical and capacity building support to donors and EUD has the potential to improve alignment of donor policies and priorities on national commitments on gender equality. Because donors can play a critical role in strengthening the accountability of national partners, close collaboration between the two (donors and national partners) can facilitate and identify effective responses for delivering on gender equality commitments and enhance accountability in financing for gender equality.

National stakeholder engagement generates ownership

The pilot programmes were most effective and successful where national stakeholders from sectors were fully engaged with the EUD (e.g. in Ethiopia, Nicaragua, Rwanda, Tanzania, and Zambia). This created an enabling environment and ownership for stronger programme implementation and for sustainability.

Leverage through donor coordination

Strong coordination among donors and multi-donor initiatives increases leverage with government (e.g. the PSNP programme in Ethiopia) and this is particularly important in national contexts which are less supportive of GEWE. It facilitates exchanges and knowledge sharing.

Capacity and expertise on gender is crucial

Commitment and capacity of EUD staff on gender is a requirement to drive the gender agenda, and hence training and capacity building of staff is important in this context

Engage strategically with staff in the EUD hierarchy

While the GFPs are a key entry point in EUD and an important catalyst for gender mainstreaming, it is crucial and equally important to engage and involve the staff in the thematic sectors in EUDs and work with them as the main interlocutors. Their role in the EUD hierarchy currently holds more authority on sector programmes.

Political leadership cannot be underestimated

One key lesson that emerged from the work across all eight countries is the importance of political leadership, management support and authority drawn from the Head of Delegation and Head of Operations. Commitment of the EUD to the EU Plan of Action 2010-2015 and to F4GE is equally important.

Conclusions

The evaluation has determined the following conclusion based upon the findings noted above from the in-depth case studies and the global portfolio documentation review.

Conclusion 1

The F4GE programme is well aligned with the needs of women and national gender equality priorities in its countries of implementation, and reflects the priorities of UNW and major donors. (Based on Findings 1, 2, and 6.)

In each of the programme countries, women face significant barriers towards achieving equality. The global desk review and four in-depth country case studies underscored UNW's understanding of the unique needs of women in each of these contexts.

At the same time, the programme also reflected UNW's understanding of the national priorities in each of the programme countries and how these created opportunities and presented challenges in advancing the GEWE agenda. In some cases, GE priorities and principles were quite mature and clearly integrated in national planning, as in Nepal and Rwanda. In other cases, such as Senegal, while the country has signed up to global frameworks, the integration of GE principles in day-to-day activities of the government still remain minimal.

On a global level, the programme was very well aligned with the strategic priorities related to GE of its major donor, the EC. Further, the F4GE programme was rooted in the framework of the first Strategic Plan of UNW (2011-2013) and in line with its 2014-2017 Strategic Plan.

Lastly, while a link cannot be drawn between the programme and the overall increase in the volume of resources allocated to reaching various GE commitments from OECD-DAC member countries, this trend also reflects the alignment of the programme with general global priorities and goals.

Conclusion 2

UNW effectively engages with policy makers and donors at the global level, but needs to find a way to translate this same engagement at the national level. (Based on Findings 4, 5, 10 and 23.)

The programme has clearly demonstrated its ability to effectively engage with policy makers and donors at the global level. While not explicitly attached to a programme outcome, UNW effectively leveraged its expertise and position to influence the drafting stages and outcome of the 2015 Financing for Development conference so that a systematic integration of gender equality concerns was recognised at the end of the drafting period and reflected in the outcome of the conference.

Conversely, the evaluation found that UNW encountered challenges in engaging systematically and effectively with EUDs and donors in dialogue and aid coordination efforts and mechanisms at country-level. A key issue observed across the four case study countries is that the programme has not been driven by a commonly agreed agenda between UNW and EU/EC at the country level and a set of agreed responsibilities and expectations on both sides. The evaluation also found that beyond the EU, the programme also encountered difficulties engaging with donors to increase their capacity and accountability in an attempt to improve aid coordination mechanisms.

Conclusion 3

By building on past experiences and exhibiting flexibility in country-level approaches, the programme was able to realise progress across a variety of contexts towards incorporating GE principles in national agendas. (Based on Findings 3, 8, 9, 14, 15, 21, 22 and 24.)

The evaluation found numerous areas in which the programme achieved progress towards its objectives. Specifically, programme support led to positive shifts in both national and sectorial policy frameworks towards the incorporation of GE in several programme countries. To varying degrees, the programme strengthened the capacity and accountability of national governments to implement GE commitments and women's priorities in national planning and budgeting systems. Most notably, the F4GE programme successfully contributed to the development of national action plans for GE in many programme countries through capacity building, technical assistance, and advocacy efforts.

These results were achieved across varying national contexts (including those facing the aftermaths of natural disasters, civil unrest, shifts in political leadership, political instability, and low capacity of national actors to implement GE principles) which posed significant challenges to programme implementation and institutionalisation of progress. To mitigate these risks, the programme made strategic choices regarding its activities based upon prior programming to target the most likely areas where the programme could realise effect. Additionally, the programme remained flexible which allowed it to respond to opportunities when they arose. Although the programme exhibited adaptability and flexibility, and was able to mitigate many of the identified risks outlined in country logframes, many respondents from several countries perceived that the programme was overly ambitious given the allocated human and financial resources. The above has resulted in a wide variety of progress towards the outcomes of the programme across the 16 countries.

Conclusion 4

Working with and through partners is an effective strategy and force multiplier. (Based on Findings 11, 13 and 17.)

The partnership with ITC/ILO was especially effective. ITC/ILO-led efforts supported the integration of gender perspectives in national and sector programmes and raised awareness about the need for assigning or re-allocating funds for gender equality priorities. In some cases, this work also increased the visibility of the F4GE programme and the active involvement of gender focal points (GFPs) in the EUDs.

The evaluation found that the F4GE grant making facility was an effective mechanism for supporting feminist economists and gender equality advocates in their efforts to realise stronger policy coherence on gender equality in fora related to economic and development effectiveness.

Finally, and very importantly, the entire programme was predicated on the ability of UNW to partner closely with Government partners (especially in central and line ministries), civil society actors and other bodies. As noted elsewhere, this engendered local ownership and the continued development of an ecosystem that supports GE principles and goals.

Conclusion 5

Monitoring progress of the programme and following up with outputs are critical for long-term sustainability and achievement of programme outcomes. (Based on Findings 7, 12 and 18.)

As noted above, the programme utilised UNW's standard monitoring and reporting procedures. These were sufficient for internal accountability and donor reporting and resulted in volumes of documentation. That said, these tools did not provide the programme with a sufficient mechanism for tracking progress against outcomes

and, more importantly, following up with activities and their outputs. For example, while the programme documented the capacity building activities through progress reports, manuals, and other documentation; the programme lacked follow up on these activities to determine what type of knowledge was retained or how tools were ultimately used. -

Conclusion 6

[Sustaining GEWE-focused efforts is critical to their ultimate institutionalisation and sustainability. \(Based on Findings 16, 19 and 20.\)](#)

The adoption and ultimate absorption of GE principles into a national context and governance structures is not a simple undertaking. As noted in the evaluation, the F4GE programme stands on the shoulders of many years of prior efforts that laid the foundation for the results it has achieved.

The evaluation also finds that while the potential for current results to be sustained beyond the implementation period exists in all programme countries, this forward movement remains dependent upon strong political commitment and available resources. Indeed, the greatest single sustainability challenge faced by the programme is breaking the barrier between successful delivery of technical support and capacity building on GRB/GE and true institutionalisation of the same. This can only be achieved by ensuring that GE remains on the active agenda of governments, that capacity exists to translate GE priorities into practical and actionable tools, and that a strong voice of advocacy and accountability exists.

Recommendations

This evaluation represents a conscious and strategic moment of reflection by UNW at the conclusion of a large and complex programme that seeks to address a critical need for women across the globe. The most complete and nuanced understanding of the F4GE programme rests with those who supported implementation. As such, the recommendations below are based on the evidence collected and consultations with stakeholders, but the ultimate decision about how to best support GRB in the future lies with UNW.

Recommendation 1: Initiate a new phase of GRB programming (Based on Conclusion 1 and 6)

Gender-responsive budgeting and the promotion of gender equality principles in financing is an important topic in the broader context of efforts designed to promote and support the improvement of women's lives around the world. This is clearly indicated in the stated strategic priorities of donor governments, especially the EC/EU, and the trend towards an increase in gender-earmarked funding.

Across the entire portfolio of 16 countries, and especially in the four case study countries, elements for a successful continuity exist. Indeed, as noted in the evaluation's findings and conclusions, sustaining effort, maintaining momentum and building upon past achievements is an important critical success factor. As such, UNW should design a new and updated phase of F4GE to incorporate both GRB and AE goals. This design should engage with the concept of financing for GE, based on the feminist macroeconomics of development and ODA and ensure that a future programme design adjusts the current logical framework and TOC to reflect more clearly the ultimate and higher development goal of women's access to resources and services and GE.

In the design of a new programme, UNW should build on their own good practice that brings together key actors to help assess the institutional and political components of the programme's change logic for its work in GRB and develop a nationally specific road map. This will ensure that future programming is appropriate to the particular social and political environment, and identifies the strategic route required to adopt meaningful GRB. This will include a clearer focus on achievable outcomes and articulate risks, assumptions and mitigating actions. Such routes might include:

- When designing future GRB- and FfD-related programming, fund the initial deployment of a gender-and-statistics mission to explore the data capacity and instruments of the national statistics office and design capacity building responses where necessary.
- Assessment of country-level capacity for expenditure tracking and assessing the impact of expenditure on poor women and their families.
- Review of national accounting processes from local to central level to ensure that quality information is available and to gauge the relationship between allocation and expenditure.
- Devising strategies to pursue engagement with the higher management levels of Government, particularly with Ministries of Finance, Planning and high leadership offices.
- Identify where the well supported ongoing programming lies for leveraging support for GRB e.g. linking GRB to the major reform processes in public financial management.

UNW should also design programming that continues to support capacity development measures and focus in areas identified as country relevant:

- In partnership where possible, assist national partners/government in strengthening capacity and accountability for effective monitoring and tracking systems on public spending, to ensure programmes and projects actually benefit women and men, girls and boys equitably.

- Capacity development on GE/GRB should be continued with stakeholders and the scope of training expanded for broader coverage to include staff from ministries and more Budget Analysts from gender budgeting departments or units. This would help build a strong and competent core group of staff who can provide technical support on GRB to ministries and local government (if expansion of the programme to take place at local government level). In this regard a capacity development strategy including a ToT plan should be designed for the various training activities involving participation of higher management in the ministries.
- A series of short courses on data literacy could then be designed and built into future programmes.
- Capacity development activities should be put in place or continued for MPs to strengthen their capacity on gender sensitive policies, GE/GRB and to enhance their important role in the passing of gender sensitive legislation and budget laws.

Finally, GRB tends to be focused on the central levels of government but significant opportunities exist where governments are engaged in decentralisation. It is at the local level that national policies, plans and budgets get translated to improving women and men's access to resources and services. These levels may be more amenable to introducing GRP and GRB, and they may have greater shares of women active in public office – who could become champions of GRB at their local level.

Recommendation 2: Ensure that the implementation period, level of effort, and funding are commensurate with the programme's objectives (Based on Conclusion 3)

As the evaluation has noted, UNW has achieved significant forward movement for GRB with the F4GE programme. One of the most difficult aspects of this evaluation was capturing and digesting the achievement and challenges across the 16 countries. While they were all guided by a global ToC and logical framework, these were adjusted and localised based on the specific needs of the country of implementation. However, even with this localisation, the scope, breadth and aspirations of the F4GE programme were ambitious, and perhaps overly so. This was specifically noted by stakeholders in the country case studies, but is also readily evident from the available documentation of the overall portfolio.

The financial allocation and associated level of effort given to projects should realistically reflect the scope of activities and expected results. To achieve this for a future F4GE programme, one of two scenarios should be followed:

- **Option 1:** Expand the volume of resources to extend and embed GRB, and to undertake activities around aid coordination through greater funding commitments. This would allow for more CO level staff (e.g. a programme coordinator for managing activities and a GRB expert for providing technical inputs) and the ability to support more partnerships with CSOs and women's groups.
- **Option 2:** Reduce either the number of countries of implementation, or the scope of activities pursued. This would bring a focus on quality, impact and sustainability of activities, rather than the pursuit of high levels of outputs.

Underscoring both of the options above should be an emphasis on the best practice of underpromising and overdelivering - seeking to truly achieve realistic outcomes and objectives within time and budget allotments. In so doing, UNW will be able to better focus its limited resources and be able to realize externalities (e.g. evidencing how the inclusion of women rises all boats incentives other programmes to learn and implement the practice), network effects (e.g. building the capacity of women's organizations should, in turn create pressure on government) and leverage points (e.g. becoming a truly powerful influencer at a MOF) will result in the multiplication of their efforts.

Recommendation 3: Seek to leverage partnerships at all levels to a greater extent (Based on Conclusion 4)

GRB is predicated on leveraging other stakeholders to play a part and, as noted in the findings and conclusions, the F4GE programme realised significant success when partnering with others. In the case of ITC/ILO, which was a designated partner and responsible for delivery of specific programme outputs, significant progress was made in enhancing the capacity of EUDs and raising the visibility of GFPs. Focused, tangible achievements were realised through the grant making facility and, the programme relied on numerous local contractors and consultants for delivery of programme activities.

UNW should consider broadening and deepening partnerships like the ITC/ILO to be able to focus efforts on its contribution to the dialogue and policy formation around GRB while allowing others to effectively deliver programme outputs. This recommendation is in line with others proposed for UNW's overall contribution to Women's Economic Empowerment.⁸⁸

While partnerships with international organisations are important, it is equally important to join with actors who are realistically capable of leveraging accountability at the local level, across all sectors. This could be a sweet spot for UNW's efforts in the GRB space. Not only could UNW support partners to further the GRB agenda individually, it could also use its networking power to ensure related actors are communicating, sharing and moving that agenda forward together.

Finally, at the CO staff level, working through partnerships should also allow UNW to continue to deliver more with less. UNW human resources would be able to focus their time managing partners to ensure the achievement of outputs and monitoring overall movement towards outcomes.

Recommendation 4: Establish a meaningful and mutually productive relationship with the EUD and other donors at the national level (Based on Conclusion 2)

As noted in the findings and conclusions, the F4GE programme maintained an excellent relationship with donors, especially the EU, and policy makers at the global level. These efforts were instrumental in the inclusion of GE principles in the 2015 FfD conference outcomes and, more generally, in steering the global programme. However, these effective relationships were not enjoyed at the local level, where they would be most likely to generate effect for the programme's outcomes.

In partnership with the EU, UNW should develop a proactive engagement and strategy to generate greater ownership by EU Delegations. This partnership should be formalised with commonly agreed responsibilities and expectations. As starting points, UNW should explore:

- The feasibility of establishing a Project Steering Committee with EUDs and national partners to facilitate more formalised joint communications and exchanges on F4GE at a strategic level, and close engagement and support of EUD in collaboration with national partners
- The possibilities of UNW participation in existing EU Subcommittees such as Good Governance which has responsibility for gender or in Public Financial Sector Reform processes where the EUD is often active.
- How future programme design can learn from good practices generated for F4GE by the ITC/ILO component.

⁸⁸ See Recommended decision 2 in *AN EMPOWERED FUTURE - Corporate evaluation of UN Women's contribution to women's economic empowerment*, 2015. UN Women Evaluation Office

In addition to deepening engagement with the EUD, UNW should apply new strategies for strengthening the capacity and accountability of donors in F4GE. The aim should be to support donor coordination on gender. UNW should collaborate with donors and explore opportunities to engage with donor aid coordination mechanisms and major projects, for example:

- Opportunities were clear in particular countries with, for example USAID (GRB), UNICEF (Child Friendly Budgeting), Donor Groups (Public Financial Sector Reform), UN Gender Thematic Groups (GTG), and Donor Gender Coordination Mechanisms.
- Explore the feasibility of establishing a multi stakeholder coordination group including donors using the GRB Network as an existing mechanism to engage national partners with donors.

Recommendation 5: Emphasise programme monitoring and reporting towards outcomes (Based on Conclusion 5)

The evaluation found a wealth of documentation related to the implementation of the F4GE programme and this documentation was related to both standard and required reporting processes. However, reporting was focused on the achievement of outputs, rather than monitoring and reporting on desired outcomes. A shift from output to outcome monitoring and reporting will benefit a future programme in numerous ways, but two in particular for the F4GE:

- Most importantly, a focus on outcomes will require UNW coordinators and partners to follow outputs to understand their uptake and ultimate impact on behaviour change. This will move reporting from “what happened” to “so what?” and should, ultimately provide UNW with an even better platform for highlighting its achievements and success.
- Focusing monitoring and reporting on outcomes will also directly impact decision making by coordinators at the CO level. Rather than necessarily emphasising quantity of outputs, this shift would bring a focus on quality, depth, impact and sustainability.

Finally, a future programme would benefit from a clearer link between monitoring and evaluation activities and programme adjustments for greater success. In so doing, UNW would make clear the strategic importance of monitoring and reporting to achieving the programme goal.

ANNEX I: Lists of Persons Interviewed

1. Global and virtual interviews (8 females; 0 males)

Name	Sex	Organisation	Position
Samina Anwar	F	UNW (HQ)	Programme Specialist, Governance and National Planning
Oksana Kisselyova	F	UNW (Ukraine)	Programme Coordinator, Ukraine
Zohra Khan	F	UNW HQ	Policy Advisor, Governance and National Planning
Benedetta Magri	F	ITC/ILO	Senior Programme Officer
Marina Marchetti	F	European Commission	Head of Section, Gender Equality and Non-discrimination
Anar Musabaeva	F	UNW (Kyrgyzstan prior)	Programme Coordinator, Kyrgyzstan
Touloupe Lweis-Tamoka	F	UNW	Programme Specialist, Africa
Blerina Vila	F	ITC/ILO	Programme Coordinator

2. Haiti (31 females; 11 males)

Name	Sex	Organisation	Position
Jean Claude Muenda	M	UNW	RR (Representant)
Nadege Beauvil	F	UNW	PM
Michele Romulus	F	UNW	PC
Elda Cajuste Deronnette	F	Consultant to F4GE	Consultant to MARNDR
Jeruscha Vastie Michel	F	Consultant to F4GE	Consultant in Communications, assigned to MCFDF (TTG)
Ruthlande Borga	F	Consultant to F4GE	Consultant to MCI
Sandra Jean Gilles	F	Consultant to F4GE	Consultant for F4GE results study
Danielle Magloire	F	Consultant to F4GE	Consultant for Diagnostic Study of Gender Inequality, MCFDF
Sabine Manigat	F	Consultant to F4GE	Consultant for capacity assessment, MCFDF
Elyse Brisson Gelin	F	Ministry of the Status of Women and Women's Rights (MCFDF)	Director General
Eugenie J. Lyberal	F	MCFDF	UEP Coordinator
Denise Amédée	F	MCFDF	Director
Nadine Napoléon	F	MCFDF	Adjunct Director
Viona Guerrier	F	MCFDF	Head of Service
Gerty Adam	F	MCFDF	Technical Director
Sandra Verdier	F	MCFDF	UEP Tech
Kedma Joseph	F	MCFDF	BDS Coordination
Marie Perpetue Michel	F	MEF	Director
Omar Reginald Jean	M	MEF	Economist
Julio Dorleant	M	MEF/Directorate General of Budget	Financial Controller
Marie-Evans Berger	F	MEF-IHSI	Statistician
Thermil Yverose F.	F	Office of Management and Human Resources (OMRH)	Director, Policy and Systems Unit, GRH
Antoine Verdier	M	OMRH	Assistant General Coordinator
Uder Antoine	M	OMRH	General Coordinator
Yves Robert Jean	M	OMRH	Director General
Frantz Bastien	M	OMRH	Director
Léane Chery	F	CCCH (Canada)	Gender Expert (Experte Egalité Femmes Hommes)
Rhodes Jules Garçon	F	PARGEP	Assistant Coordinator
Kesner Pharel	M	Group Croissance (USAID)	President, Director General
Yves Robert Jean	M	Ministry of Planning and External Cooperation (MPCE)	Director General
Frantz Bastien	M	MPCE/PIP	Director, Public Investment Program
Samuel Jérôme	M	MPCE/DPES	Analyst, Directorate of Economic and Social Programming

M Fatimer Leone Prophète	F	MPCE/DPES	Assistant Director
Marie Michel Alexandre	F	MPCE/DPES	Planner, Planning Division
Michaëlle Samedy	F	MPCE/PIP	Project Analyst, Public Investment Directorate
Yvrose Guerrier	F	MPCE	Project Manager
Murielle Dorcinvil	F	MPCE	Project Analyst
Margaret D. Jasmin	F	MPCE	Project Analyst
Mary Barton-Dock	F	World Bank	Special Representative
Marie-Laure Robert	F	EU Delegation (EUD)	Programme Manager
Massimo Scalerbi	F	EU Delegation (EUD)	Chief of Operations
Liane Dussault	F	Embassy of Canada	First Secretary (Development)

3. Jordan (12 females; 8 males)

Name	Sex	Designation	Organisation
Mr. Giuseppe Belsito	M	UNW Representative, Country Office for Jordan and Syria	UNW
Ms. Laila Hatahet	F	Project Manager	UNW
Ms. Barbara Engelstoft	F	Programme Manager (Media, Justice, Civil Society, Human Rights, and Gender Focal Point for Human Rights, Gender and Civil Society – Operations)	European Union – Delegation to Jordan
Ms. Costanza Farina	F	UNESCO Representative to Jordan	UNESCO, Amman Office
Mr. Jawad Aslam	M	Policy Analyst	Child Responsive Budget Programme UNICEF
Mr. Ahmad Alkhateeb	M	Chief Accounting and Gender Focal Point	Ministry of Social Development
Ms. Asma Abu Asba	F	Head of Awareness Section, Women Work Department	Ministry of Labour
Mr. Bassam Nasser	M	Head of Strategic Planning Section	Ministry of Labour
Mr. Wael Thaher	M	Head of Accounting Section	Ministry of Labour
Ms. Zeina Toukan	F	Director of International Cooperation Directorate	Ministry of Planning and Cooperation (MOPIC)
Ms. Bushra Bin Tarif	F	Researcher	Gender Unit, MOPIC
Mr. Feras Sou' b	M	Director of Public Administration Directorate & Gender Focal Point	Gender Budget Department
Mr. Majdi Alshuraiqi	M	Assistant Director General of Budget Department	General Budget Department
Abeer Dababneh (Dr.)	F	Director	Centre for Women's Studies, University of Jordan
Ms. Rasha Abdullatif	F	Senior Programme Coordinator	Partners Organisation
Ms. Lina Qura	F	Director	Freedom House
Salma Al Nims (Dr.)	F	Secretary General	JNCW
Ms. Rawan Maaita	F	GRB Project Coordinator	JNCW
Mr. Salem Abulghanem	M	General Budget Advisor	USAID Jordan Fiscal Reform Project II
Ms. Sandra Suklal	F	Short-term Advisor on KPI	USAID Jordan Fiscal Reform Project II

4. Nepal (21 females; 14 males; 2 FGDs with male/female mix, headcount not taken)

Name	Sex	Organisation	Designation
Mr. Ziad Sheikh	M	UNW Nepal	Representative
Ms. Gitanjali Singh	F	UNW Nepal	Deputy Representative
Mr. Durga Khatiwada	M	Governance and Leadership Unit, Government of Nepal	Manager
Ms. Nigma Tamrakar	F	MoF/UNW	GRB Technical Expert
Ms. Diana Garcia-Alcubilla	F	EU Delegation	Governance, Civil Society and Gender
Mr. Purusottam Nepal	M	Ministry of Federal Affairs and Local Development, Federal Division, (formerly head of GESI section in the same ministry)	Under Secretary

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Dr. Baikuntha Aryal	M	Budget & Programme Division	Chief, GRBC member secretary/ GRBC coordinator/ MoF
Ms. Laura Leyser	F	DFID	Governance and Gender Adviser
Ms. Suman Subba	F	Asian Development Bank	Senior Social Development Officer (Gender)
Ms. Manju Lama	F	Embassy of Denmark	Responsible for human rights, local governance, rule of law
Ms. Yamuna Ghale	F	Swiss Development Cooperation	Senior Programme Officer Agriculture programme and gender focal person for the embassy
Ms. Binda Thapa Magar	F	UNDP	GESI specialist
Mr. Ram Saran Pudasaini	M	M&E division/MoF	Chief
Ms. Maheswori Bista Rawal	F	Women and Children Development Office, Morang	Chief
Mr. Saroj Gautam	M	DDC Morang	Social Development Officer
Ms. Indira Ojha	F	Women and Children Development Office, Jhapa	Chief
Ms. Gita Shrestha	F	Local Governance and Community Development Programme (LGCDP), Regional Coordination Unit, Biratnagar	GESI Expert
Mr. Tilak Singh Bhandari	M	Development Capacities for Effective Aid Management and Coordination Project	Senior Project Officer
Ms. Pradarsani K. Yadav	F	National Planning Commission	Programme Director, Social Division (Under Secretary)
Ms. Radhika Aryal	F	Women, Children and Social Welfare Ministry	Joint Secretary
Mr. Lekh Bahadur Karki	M	National Women Commission	Secretary
Mr. Laxmi Prasad Gautam	M	GBV Unit of the Office of the Prime Minister and Council of Ministers and MoWCSW	Under Secretary
Ms. Lila Adhikari	F	MoFALD	Head of GESI Section
Ms. Nirmala Thapa	F	LGCDP	GESI Specialist
Ms. Ranju Jha	F	Women, Children, Senior citizen, Social Welfare Committee at the Parliament Secretariat	Member of Constitutional Assembly
Dr. Meena Acharya	F	Freelance consultant (very senior)	Sahavagi consulting agency
Mr. Krishna Hari Banskota	M	MoF Former	Secretary of Finance
Mr. Ramesh K Adhikari	M	Senior Advisor, Former Joint Secretary of GoN	GRB Localisation Expert
Ms. Kusum Bista	F	Freelance Consultant	GRM analyst/Master trainer
Ms. Ram Maya Lamichhane	F	Consultant	GRM analyst/Master trainer/Lawyer
Mr. Bodh Raj Niraula	M	Ex-GoN	Expert (Former Joint Secretary of GoN)
Mr. Jaya Krishna Shrestha	M	Local Development Training Academy	Director
Ms. Ananda Pokharel	F	Local Governance and Community Development Programme (LGCDP), Regional Coordination Unit, Dhulikhel	GESI Expert
Ms. Maya Shrestha Bade	F	DDC Kavre	Programme Officer, Gender and Social Development
Mr. Shree Bikram Byanju	M	Dhulikhel Municipality Kavre	Community Development Officer
FGDs in Dulikhel	M/ F	VDC, Municipality, CAC and WCF	Members and some officeholders
FGDs in Morang	M/ F	VDC, Municipality, CAC and WCF	Members and some officeholders

5. Senegal (15 females; 10 males)

Name	Sex	Position
UNW, West and Central Africa Regional Office (WCARO)		
Axel de Ville	M	Deputy Regional Director
Cyuma Mbayiha	M	Regional Evaluation Specialist

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Mbarou Gassama Mbaye	F	Programme Coordinator, F4GE
Aminata Camara	F	Programme Assistant, F4GE
United Nations African Institute for Economic Development and Planning (UN-IDEP)		
Professor Herbert Robinson	M	Head of Training Division
Sokhna Oumou Khaïry Ndoye	F	Programme Assistant
Catherine Lalyre Faye	F	Programme Assistant
International Monetary Fund (IMF)		
Boileau Loko	M	Resident Representative
El Hadji Saïdou Ba	M	Economist
Ministry of Women, the Family and Children (MFPE)		
Absa Wade Ngom	F	Director, Department of Gender Equity and Equality (DEEG)
Oumou Khaïry Niang	F	Adviser to the Minister
Ministry of Environment and Sustainable Development (MEDD)		
Ramatouye Dieng Ndiaye	F	General Secretary, Head of Gender Unit
Rama Diouf Diallo	F	Member of Gender Unit
Ministry of Water and Sanitation (MWS)		
Amadou Diallo	M	National Coordinator, PEPAM
Ibrahima Dieng	M	Gender Focal Point
Ministry of Economy and Finance (MEF)		
Mayacine Camara	M	Coordinator, Planning and Economic Policy Division
Khady Ndao Diagne	F	Head, Budget Directorate
Anta Fall Diallo	F	Gender Focal Point, Department of Planning and Economic Policy
Others		
Anne Simon	F	Head of Local Development, Civil Society and the Environment, European Union Delegation
Rokhaya Fall	F	Gender Focal Point, European Union Delegation,
Olga Martín Gonzalez	F	Head of Humanitarian Affairs, Spanish Cooperation
Malick Mbengue Fall	M	Senegal Programme Associate, Open Society Initiative for West Africa (OSIWA)
Mor Gueye	M	Monitoring and Evaluation Officer, Luxembourg Cooperation Agency for Development (LUXDEV)
Ndeye Codou Fall	F	Fonds français Muskoka
Gaelle Demolis	F	Programme specialist, Fund for gender equality

ANNEX II: Data Collection Tools

Questions to guide semi-structured KIIs and FGDs

Individual guides can be accessed on the following pages:

<u>Annex II(a): KII/Discussion Guide: UN Women Staff (HQ and Country/Programme Office Respondents)</u>	83
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*Note: The interviews are semi-structured. **The following are guides, not questionnaires.** It is expected to be more of a discussion than an ‘interview’. Some interviewees will know much more about the sector and about the programme than others. As noted, some interviewees will be non-participants in the programme, and may wish to offer more general comments. Some interviewees will have more useful insights than others. The interview will be led by an international ISG Evaluation Team Member and the respective National Consultant. Each interview will last approximately one hour, though focus groups may require a little more time. **The interview/discussion questions may be prioritised or adjusted to the specific respondents to be interviewed.***

Additionally, a one-page document will be sent to informants beforehand (where possible) so that they are aware of the general topics and overarching questions the evaluators will be asking. Evaluators will then use the following KII guides to further flesh out the conversations.

Annex II(a): KII/discussion guide: UN Women Staff (HQ and Country/Programme Office Respondents)

For each KII or focus group discussion the Evaluation Team Member and National Consultant will begin with introductions and provide a brief explanation of the purpose of the meeting/discussion, its emphasis on a participatory and learning-oriented approach, and express appreciation for the respondent's participation in the interview/discussion

Introductory

Name of respondent

Job title

UN Women Department

Date and time of Interview

Name of Interviewer: ISG Evaluator and National Consultant (give names)

1. Opening questions

Both (HQ and CO level respondents)

- 1.1. Please describe briefly your current position and key responsibilities in the F4GE programme?
- 1.2. Could you please explain the composition of the UN Women programme team that you are working with (country /regional/global)?

2. Context of the programme

Both (HQ and CO level respondents)

- 2.1. What are the contextual factors (political, social, legal, economic) at national and global level influencing programme objectives and planned results?

CO level respondents only

- 2.2. To what extent are Gender Equality/Women's Empowerment (GEWE) and women's rights a political priority for the government?
- 2.3. What have been the key developments in GE/GRB over the past 5 years?
- 2.4. To what extent are stakeholders (e.g. governments, donors, and CSOs/NGOs) familiar with the agenda on gender in development cooperation and aid effectiveness (a focus of the HLF4 in Busan⁸⁹), and the more recent deliberations of FfD3⁹⁰ in Addis Ababa, 2015, and the post 2015 development agenda?

3. Relevance

Both (HQ and CO level respondents)

- 3.1. To what extent is this programme relevant to the UN Women mandate?

CO level respondents only

⁸⁹ The Fourth High Level Forum (HLF4) on Aid Effectiveness in Busan, South Korea, 2011, endorsed a set of common principles for effective development cooperation. These are: *Ownership, A focus on results, Partnerships, Transparency and shared responsibility.*

⁹⁰ The Third Conference on Financing for Development (FfD3)

- 3.2. To what extent are programme design and strategies relevant to [insert country]'s context (political, legal, economic, cultural) in particular its focus on GRB and aid effectiveness
- 3.3. How valid is the *Theory of Change* as articulated in the UN Women F4GE programme for this country? If you could, would you adapt the ToC for this country?
- 3.4. To what extent are programme design and strategies relevant to [insert country]'s context (political, legal, economic, cultural) in particular its focus on capacity development and evidence-based advocacy?
- 3.5. What in your perspective are the gender priorities and GE goals in the country? How were gender priorities identified?
- 3.6. How relevant is the programme in addressing gender priorities/issues in [insert country] particularly at community and grassroots level and for those most disadvantaged?
- 3.7. To what extent have national and local stakeholders including women beneficiaries participated in the programme design?

Both (HQ and CO level respondents)

- 3.8. In what way were you involved in the programme design?
- 3.9. Do you think the programme approaches and strategies will achieve the planned results? Please explain what has worked well and what has not? Did the programme components complement each other well or not?

4. Effectiveness

Both (HQ and CO level respondents)

- 4.1. What would you say are the programme's major achievements? Please give examples.
- 4.2. To what extent has the programme made progress against the planned outcomes and outputs?
- 4.3. Which of the results have not been achieved and why?
- 4.4. How effectively have GEWE concerns and GRB been integrated in national plans, economic policy frameworks and in aid management systems? Please share an example from your experience.
- 4.5. How has knowledge building and information sharing among partners influenced policy dialogue at national and global levels and helped achieve programme outcomes?
- 4.6. Has the programme provided an enabling environment for civil society participation? If so, how? Please give examples.
- 4.7. What have been the key factors (contextual, management, strategies, operational) that have hindered or supported programme effectiveness and progress?
- 4.8. How well did the programme manage to measure the effect it was having on intended beneficiaries? In other words, please discuss the quality of M&E of F4GE outputs and outcomes.

Capacity development

CO level respondents only (HQ level if appropriate)

- 4.9 What are the main achievements in knowledge and capacity development of national government decision makers, donors, civil society in relation to GE/GRB?
- 4.10 What changes have you observed in levels of GRB skills and technical capacity amongst all these stakeholders? Please give examples.
- 4.11 What changes have you observed in levels of understanding GE concepts more generally amongst all stakeholders? Please give examples.
- 4.12 To what extent has the capacity of government ministries, donors, EC and EU delegations, civil society and others been strengthened for greater accountability mechanisms in GRB and aid effectiveness? Please give examples.
- 4.13 To what extent (if applicable) has the capacity of government ministries, donors, and other relevant stakeholders been strengthened with regard to tracking GE finance flows and identifying bottlenecks? Please give examples.
- 4.14 What have been the results of ITC/ILO interventions, in particular the capacity building activities undertaken as regards strengthening EU Delegations on GE and GRB?
- 4.15 How have the specific contributions of CSO grantees contributed to advancing GE/GRB? Please give examples

5 Partnerships and coordination

CO level respondents only (HQ level if appropriate)

- 5.1. What is the quality of cooperation and partnership of UN Women, EU/EC including EU Delegations and with ITC/ILO at the country level?
- 5.2. To what extent has partnership and engagement between UN Women, EU delegations and ITC/ILO been strengthened?
- 5.3. What has been the leveraging effect of EU Delegations with other bilateral donors on GRB/GE?
- 5.4. Who are the other main partners of the programme in [insert country]?
- 5.5. What were the criteria for choosing these partners?
- 5.6. Are there other organisations working on AE/FfD/F4GE? Are you familiar with what they do? Do you ever consult with each other?
- 5.7. To what extent were national partners consulted in developing Country Implementation Plans
- 5.8. How effectively have partners supported the UN Women programme on F4GE?
- 5.9. How effective are national and donor mechanisms for the following (please give examples):
- 5.9.1. Fostering partnerships and coordination?
 - 5.9.2. Sharing learning on GE and GRB in national planning, policies, budgeting and monitoring processes?
 - 5.9.3. In development cooperation frameworks and accountability mechanisms for aid effectiveness?
- 5.10. In what areas could partnerships and coordination be further strengthened and consolidated?

5.11. To what extent has UN Women played a lead and important coordination role in the UN system efforts on promoting GE outcomes through the F4GE?

5.12. Is there a role for other partners e.g. the private sector? Why? If not, why not?

6. Efficiency

CO level respondents only (HQ staff as appropriate)

6.1 How do you assess the strengths and weakness of the programme management structure and processes (e.g. staffing; planning; monitoring; resource management; communications and interactions between national, regional and global level) in facilitating programme delivery?

6.2 To what extent did UN Women Headquarters, UN Women Regional Offices provide timely and adequate guidance, support and tools for programme implementation? Please give examples.

6.3 In terms of programme management, what has worked well, what has not and why? What do you think needs to be improved?

6.4 To what extent has programme implementation proceeded in a timely manner?

6.5 To what extent were risk factors and risk mitigation strategies identified and applied during implementation?

6.6 How have you ensured that human and financial resources and technical support have been strategically and efficiently used in the programme? Please give examples.

6.7 How do you assess the adequacy of resources provided to meet the planned results?

6.8 What if any are challenges related to efficient monitoring and use of PMFs tools?

6.9 What has been the quality of political and technical support provided by the Steering Committee to advance GE/GRB?

7. Potential Sustainability

Both (HQ and CO level respondents)

7.1. Do you think this programme will continue after the end of this round?

7.2. What were the sustainability elements built into the programme from the initial stages?

7.3 How successfully were the risks identified in the programme design stage addressed during implementation? (E.g. changing macro-economic environment, political instability, weak capacity of donors and government for F4GE, etc.)

7.4. To what extent has commitment and ownership been demonstrated by government and national institutions to ensure sustainability? What about other stakeholders?

7.5. What were the plans and strategies developed to ensure programme sustainability?

7.6. Are there examples where programme interventions have been institutionalised?

8. Impact

Both (HQ and CO level respondents)

- 8.1. What in your view has been the overall impact of the programme and in which specific areas and issues? What are the changes that have occurred since F4GE started?
- 8.2. To what extent has the programme created a favourable environment for integrating gender equality in GRB, aid effectiveness and aid coordination mechanisms?
- 8.3. What is the evidence that the programme has had impact at the grassroots level particularly on women and girls? Please give examples.
- 8.4. Are programmes for women and girls receiving any more money now than before?

9. Lessons learned, future directions and recommendations

Both (HQ and CO level respondents)

- 9.1. In your perspective, what are the main lessons learned and good practices that can inform future programming on GE/GRB, effective development cooperation and aid effectiveness work in the country? What could be replicated elsewhere?
 - 9.2. What are key lessons learned for future collaboration between government partners, donor EC and UN Women?
 - 9.3. What are key lessons in regard to the UN Women management approach?
- 10. Other:** Please feel free to add or share any other comments and observations.

Thank you for your kind participation.

Annex II(b): KII/discussion guide: ITC/ILO Staff

For each KII or focus group discussion the Evaluation Team Member and National Consultant will begin with introductions and provide a brief explanation of the purpose of the meeting/discussion, its emphasis on a participatory and learning-oriented approach, and express appreciation for the respondent's participation in the interview/discussion

Introductory

Name of respondent

Job title

ITC/ILO Department

Date and time of Interview

Name of Interviewer: ISG Evaluator and National Consultant (give names)

1. Opening questions

- 1.1. Please describe briefly your current position and key responsibilities in the F4GE programme?
- 1.2. Could you please explain the composition of the ITC/ILO programme team that you are working with (country /regional/global)?

NOTE: Once interviewee's role in F4GE programme has been established, the interviewer will tailor the following questions to ensure only questions relevant to the interviewee's experience are asked.

2. Context of the programme

- 2.1. What are the contextual factors (political, social, legal, economic) at national and global level influencing programme objectives and planned results?
- 2.2. To what extent are Gender Equality/Women's Empowerment (GEWE) and women's rights a political priority for the government?
- 2.3. What have been the key developments in GE/GRB over the past 5 years?
- 2.4. To what extent are stakeholders (e.g. governments, donors, and CSOs/NGOs) familiar with the agenda on gender in development cooperation and aid effectiveness (a focus of the HLF4 in Busan⁹¹), and the more recent deliberations of FfD3⁹² in Addis Ababa, 2015, and the post 2015 development agenda?

3. Relevance

- 3.1. To what extent is this programme relevant to the ITC/ILO mandate?
- 3.2. To what extent are programme design and strategies relevant to [insert country]'s context (political, legal, economic, cultural) in particular its focus on GRB and aid effectiveness
- 3.3. How valid is the *Theory of Change* as articulated in the UN Women F4GE programme for this country? If you could, would you adapt the ToC for this country?
- 3.4. To what extent are programme design and strategies relevant to [insert country]'s context (political, legal, economic, cultural) in particular its focus on capacity development and evidence-based advocacy?
- 3.5. What in your perspective are the gender priorities and GE goals in the country? How were gender priorities identified?
- 3.6. How relevant is the programme in addressing gender priorities/issues in [insert country] particularly at community and grassroots level and for those most disadvantaged?
- 3.7. To what extent have national and local stakeholders including women beneficiaries participated in the programme design?
- 3.8. In what way were you involved in the programme design?
- 3.9. Do you think the programme approaches and strategies will achieve the planned results? Please explain what has worked well and what has not? Did the programme components complement each other well or not?

4. Effectiveness

- 4.1. What would you say are the programme's major achievements? Please give examples.
- 4.2. To what extent has the programme made progress against the planned outcomes and outputs?
- 4.3. Which of the results have not been achieved and why?

⁹¹ The Fourth High Level Forum (HLF4) on Aid Effectiveness in Busan, South Korea, 2011, endorsed a set of common principles for effective development cooperation. These are: *Ownership, A focus on results, Partnerships, Transparency and shared responsibility.*

⁹² The Third Conference on Financing for Development (FfD3)

- 4.4. How effectively have GEWE concerns and GRB been integrated in national plans, economic policy frameworks and in aid management systems? Please share an example from your experience.
- 4.5. How has knowledge building and information sharing among partners influenced policy dialogue at national and global levels and helped achieve programme outcomes?
- 4.6. Has the programme provided an enabling environment for civil society participation? If so, how? Please give examples.
- 4.7. What have been the key factors (contextual, management, strategies, operational) that have hindered or supported programme effectiveness and progress?
- 4.8. How well did the programme manage to measure the effect it was having on intended beneficiaries? In other words, please discuss the quality of M&E of F4GE outputs and outcomes.

Capacity development

- 4.9. What are the main achievements in knowledge and capacity development of national government decision makers, donors, civil society in relation to GE/GRB?
- 4.10. What changes have you observed in levels of GRB skills and technical capacity amongst all these stakeholders? Please give examples.
- 4.11. What changes have you observed in levels of understanding GE concepts more generally amongst all stakeholders? Please give examples.
- 4.12. To what extent has the capacity of government ministries, donors, EC and EU delegations, civil society and others been strengthened for greater accountability mechanisms in GRB and aid effectiveness? Please give examples.
- 4.13. To what extent (if applicable) has the capacity of government ministries, donors, and other relevant stakeholders been strengthened with regard to tracking GE finance flows and identifying bottlenecks? Please give examples.
- 4.14. What have been the results of ITC/ILO interventions, in particular the capacity building activities undertaken as regards strengthening EU Delegations on GE and GRB?

5 Partnerships and coordination

- 5.1. What is the quality of cooperation and partnership of ITC/ILO with UN Women, and the EU/EC including EU Delegations at the country level?
- 5.2. To what extent has partnership and engagement between ITC/ILO and UN Women and EU delegations been strengthened?
- 5.3. What has been the leveraging effect of EU Delegations with other bilateral donors on GRB/GE?
- 5.4. Who are the other main partners of the programme in [insert country]?
- 5.5. What were the criteria for choosing these partners?
- 5.6. Are there other organisations working on AE/FfD/F4GE? Are you familiar with what they do? Do you ever consult with each other?
- 5.7. To what extent were national partners consulted in developing Country Implementation Plans

5.8 How effectively have partners supported the F4GE programme?

5.9 How effective are national and donor mechanisms for the following (please give examples):

5.9.1 Fostering partnerships and coordination?

5.9.2 Sharing learning on GE and GRB in national planning, policies, budgeting and monitoring processes?

5.9.3 In development cooperation frameworks and accountability mechanisms for aid effectiveness?

5.10 In what areas could partnerships and coordination be further strengthened and consolidated?

5.11 To what extent has ICT/ILO played a lead and important coordination role in the UN system efforts on promoting GE outcomes through the F4GE?

5.12 Is there a role for other partners e.g. the private sector? Why? If not, why not?

6 Efficiency

6.1 How do you assess the strengths and weakness of the programme management structure and processes (e.g. staffing; planning; monitoring; resource management; communications and interactions between national, regional and global level) in facilitating programme delivery?

6.2 To what extent did UN Women Headquarters, UN Women Regional Offices provide timely and adequate guidance, support and tools for programme implementation? Please give examples.

6.3 In terms of programme management, what has worked well, what has not and why? What do you think needs to be improved?

6.4 To what extent has programme implementation proceeded in a timely manner?

6.5 To what extent were risk factors and risk mitigation strategies identified and applied during implementation?

6.6 How have you ensured that human and financial resources and technical support have been strategically and efficiently used in the programme? Please give examples.

6.7 How do you assess the adequacy of resources provided to meet the planned results?

6.8 What if any are challenges related to efficient monitoring and use of PMFs tools?

6.9 What has been the quality of political and technical support provided by the Steering Committee to advance GE/GRB?

7 Potential Sustainability

7.1. Do you think this programme will continue after the end of this round?

7.2. What were the sustainability elements built into the programme from the initial stages?

7.3 How successfully were the risks identified in the programme design stage addressed during implementation? (E.g. changing macro-economic environment, political instability, weak capacity of donors and government for F4GE, etc.)

7.4. To what extent has commitment and ownership been demonstrated by government and national institutions to ensure sustainability? What about other stakeholders?

7.5. What were the plans and strategies developed to ensure programme sustainability?

7.6. Are there examples where programme interventions have been institutionalised?

8. Impact

8.1. What in your view has been the overall impact of the programme and in which specific areas and issues? What are the changes that have occurred since F4GE started?

8.2. To what extent has the programme created a favourable environment for integrating gender equality in GRB, aid effectiveness and aid coordination mechanisms?

8.3. What is the evidence that the programme has had impact at the grassroots level particularly on women and girls? Please give examples.

8.4. Are programmes for women and girls receiving any more money now than before?

9. Lessons learned, future directions and recommendations

9.1. In your perspective, what are the main lessons learned and good practices that can inform future programming on GE/GRB, effective development cooperation and aid effectiveness work in the country? What could be replicated elsewhere?

9.2. What are key lessons learned for future collaboration between government partners, ITC/ILO, UN Women and EC/EU delegation and other donors?

9.3. What are key lessons in regard to the ITC/ILO management approach?

10. Other: Please feel free to add or share any other comments and observations.

Thank you for your kind participation.

Annex II(c): KII/discussion guide: Donor EU/EC

For each KII or focus group discussion the Evaluation Team Member and National Consultant will begin with introductions and provide a brief explanation of the purpose of the meeting/discussion, its emphasis on a participatory and learning-oriented approach, and express appreciation for the respondent's participation in the interview/discussion

Introductory

Name of respondent

Job title

Donor Agency/Department

Date and time of Interview

Name of Interviewer: ISG Evaluator and National Consultant (give names)

1. Opening questions

1.1. Please describe briefly your current position and key responsibilities in the EU Delegation [or insert appropriate donor] for this programme. Are you a gender focal point? If not, are you aware of any gender focal points from [insert donor] for this programme?

1.2. How does gender equality and financing for gender equality relate to your work?

2. Context of the programme

- 2.1. In your perspective what are the national and global contextual factors (political, legal social, economic) which have implications for the UN Women programme on F4GE?
- 2.2. To what extent are stakeholders (e.g. governments, and CSOs/NGOs) familiar with gender in effective development cooperation, aid effectiveness and aid modalities (a focus of the HLF4 in Busan, South Korea. 2011), and the more recent deliberations of FfD3 in Addis Ababa, and the post development 2015 agenda?
- 2.3. To what extent are GEWE and women's rights a political priority for the government?
- 2.4. What is your experience with GE and GRB work at national level as regards political commitment, policies, and capacity of donors, ministries and civil society and a range of different actors involved in this work?

3. Relevance

- 3.1. How relevant is this programme and its objectives to the EU/EC development policies and programmes for GEWE and women's rights?
- 3.2. What is the relevance of the programme in the broader global framework, national policies, legislation and international commitments on gender equality that have been enacted?
- 3.3. How relevant are F4GE programme strategies in addressing gender priorities?
- 3.4. To what extent has civil society, women's organisations, women and men at local and community level been involved in identifying gender priorities?
- 3.5. Do country programme strategies meet the needs of women at the national and community level, particularly of those most disadvantaged?
- 3.6. How valid is the *Theory of Change* as articulated in the UN Women F4GE programme for this country?

4. Effectiveness

- 4.1. What are the significant achievements of the programme?
- 4.2. To what extent are gender priorities explicitly integrated in the EU country program, aid agenda, policy dialogues and budget support to the government and in its monitoring frameworks? Please give examples.
- 4.3. If so, to what extent has the programme contributed to the above changes? How have EU Delegations championed F4GE programme results?
- 4.4. What has been the leveraging effect of EU Delegations with other bilateral donors on GRB/GE?
- 4.5. What are the key factors (contextual, management, strategies, operational) that are supporting or hindering progress?

Capacity development

- 4.6. To what extent has country capacity for institutionalising GRB in the context of aid effectiveness been enhanced as a result of the programme? What is the evidence for this?
- 4.7. To what extent and how has the EU Delegation (EUD) ensured gender mainstreaming in house/within its organisation (e.g. in terms of leadership, capacity building for the EU Delegation and its staff in ensuring that GE/GRB is effectively integrated in development cooperation, national planning, budgetary and monitoring

processes, reporting procedures, and in aid management mechanisms as well as providing adequate resources)?

- 4.8. How effective was the technical support provided by ITC/ILO in addressing capacity building issues in the EUD? Please give examples.
- 4.9. To what extent was the ITC/ILO *Resource Package* on GE and development cooperation effectively used by your Office and what are the results?

5. Partnerships and coordination

- 5.1. How satisfied are you with the quality of partnership and cooperation between the EU/EC and UN Women?
- 5.2. What joint partnerships, multi-stakeholder dialogues, coordination initiatives and mechanisms have been catalysed by EU/EC on GE/GRB, aid effectiveness and accountability, with national government partners, other donors and civil society?
- 5.3. How effective are these mechanisms? Please give examples
- 5.4. Are there other donors working in the AE and FfD field? In F4GE?
- 5.5. To what extent are women's organisations, feminist economists, and gender equality advocates influencing and driving the gender agenda in national planning, budgeting and monitoring and in aid effectiveness?
- 5.6. Is there a role for other partners e.g. the private sector? Why? If not, why not?

6. Efficiency

- 6.1. How do you assess the efficiency and timeliness of programme implementation by UN Women?
- 6.2. What has worked and what has not?
- 6.3. What has been the quality of programme monitoring and reporting?
- 6.4. To what extent have programme funds been used strategically to optimise results?
- 6.5. What is the quality of political and technical support provided by the Steering Committee to advance GE/GRB?

7. Potential Sustainability

- 7.1. Is the EU planning to fund a further phase of this programme?
- 7.2. What factors lead you to believe/not believe that the programme is likely to be sustained for a reasonable time period beyond the programme period?
- 7.3. What level of commitment is demonstrated by government to institutionalise processes that integrate GE and gender responsive financing in domestic resources and the agenda on aid and development effectiveness?
- 7.4. Are there examples where programme interventions have been institutionalised?

8. Impact

- 8.1. What in your view is the impact of the programme and on which specific issues? Please give examples. What are the changes that have occurred since the start of F4GE?
- 8.2. Is there more money for gender in development cooperation now than before? Why or Why not?
- 8.3. What has been the impact on national, sectoral and local budget planning?
- 8.4. What evidence exists to support claims that UN Women F4GE is contributing to GE and women's rights?

9. Lessons learned, future directions and recommendations

- 9.1. In your perspective what are the main lessons learned and good practices that could inform future programming on GE/GRB and aid effectiveness work in the country?
- 9.2. What are key lessons learned for future collaboration between the EC and UN women?
- 9.3. What recommendation do you have as a result of the experience gained to date?

10. Other: Please feel free to add or share any other comments and observations.

Thank you for your kind participation.

Annex II(d): KII/discussion guide: Other Donors and UN agencies

[Note: Aside from specific questions for EU/EC as the main donor, there are also some questions for other donors and UN agencies likely related to this programme, and some not engaged in it].

For each KII or focus group discussion the Evaluation Team Member and National Consultant will begin with introductions and provide a brief explanation of the purpose of the meeting/discussion, its emphasis on a participatory and learning-oriented approach, and express appreciation for the respondent's participation in the interview/discussion

Introductory

Name of respondent

Job title

Organisation/Department

Date and time of Interview

Name of Interviewer: ISG Evaluator and National Consultant (give names)

6. Opening questions

- 6.1. Please describe briefly your current position and key responsibilities?
- 6.2. Are you familiar with the UN Women Programme F4GE, and is this an area of collaboration between your agency and UN Women?
- 6.3. How does gender equality and financing for gender equality relate to your work?

7. Context

- 7.1. What are the national and global contextual factors (political, legal social, economic) which have implications for the UN Women programme on F4GE?
- 7.2. To what extent are stakeholders familiar with the gender in effective development cooperation and aid effectiveness and aid modalities (a focus of the HLF4 in Busan, South Korea), and more recent deliberations

of the third international conference on Financing for Development (FfD3) in Addis Ababa, Ethiopia and the post 2015 development agenda?

7.3. In your perspective, are GEWE and women's rights a political priority for the government?

8. Relevance

8.1. In your view how relevant is this programme in the country context?

8.2. Is F4GE relevant to your/agency programmes? Why?

8.3. How relevant are stated programme objectives, strategies in addressing gender priorities?

8.4. To what extent do the above meet the needs of women at the national and community level, particularly those most disadvantaged?

9. Effectiveness

9.1. Overall, do you think there is more or better funding for GEWE now than there was 4 years ago?

9.2. How significant is the F4GE initiative in view of UN commitments to GEWE and women's rights?

9.3. What do you understand to be the main achievements and successes of the programme?

9.4. What were some of the challenges and how were these addressed?

9.5. To what extent has the programme effectively influenced the national planning, budgeting and monitoring processes, development cooperation, aid effectiveness and aid management mechanisms/systems?

9.6. What has been the role of the major donor EU/EC in this respect? What has been the role of other donors and UN agencies including your agency?

9.7. To what extent has UN Women contributed in developing capacity of government Ministries and development partners including civil society on GE /GRB and for institutionalising GRB in national planning, budgeting and monitoring processes and in the context of aid effectiveness? What is the evidence for this?

9.8. In your view what factors (contextual, management, strategies, operational) have supported or hindering progress?

10. Partnerships and coordination

10.1. How effective were national and donor coordination mechanisms and partnerships in mainstreaming GE and GRB in national development plans and in development cooperation frameworks? To what extent was your agency involved?

10.2. What is your experience as a partner with UN Women in this programme? What are the areas where partnership and coordination could be further strengthened and consolidated?

10.3. To what extent do you see UN Women playing an important coordination role in the UN system efforts on promoting GE outcome through the F4GE?

10.4. Is there a role for other partner's e.g. the private sector? Why? If not, Why not?

11. Efficiency

- 11.1. How do you assess the efficiency of programme implementation by UN Women?
- 11.2. What has worked well and what has not?
- 11.3. What has been the quality of programme monitoring and reporting?

12. Potential Sustainability

- 12.1. What are prospects that the programme is likely to be sustained for a reasonable time period beyond the programme period? Why?
- 12.2. What level of commitment and ownership is demonstrated by government to institutionalise processes to integrate GE and gender responsive financing in domestic resources and the agenda on aid and development effectiveness?
- 12.3. To what extent are other partners including your agency committed to achieving the objectives of F4GE and advancing GE?

13. Impact

- 13.1. What in your view is the impact of the programme and on which specific issues? Please give examples.
- 13.2. To what extent has the programme created a favourable environment for integrating gender equality in GRB, aid effectiveness and aid coordination mechanisms?

14. Lessons learned and Future Directions

- 14.1. In your perspective what are the main lessons learned and good practices that can inform future programming on GE/GRB and aid effectiveness work in the country?
- 14.2. What lessons have been learned on partnerships and coordination with national government partners, donors, civil society, women’s organisations and gender advocates on F4GE?

15. Other: Please feel free to add or share any other comments and observations.

Thank you for your kind participation.

Annex II(e): KII/discussion guide: National government (MoF and Line Ministries), NWMs, government departments and related government partners

For each KII or focus group discussion the Evaluation Team Member and National Consultant will begin with introductions and provide a brief explanation of the purpose of the meeting/discussion, its emphasis on a participatory and learning-oriented approach, and express appreciation for the respondent’s participation in the interview/discussions

Introductory

Name of respondent

Job title

Organisation/Department

Date and time of Interview

Name of Interviewer: ISG Evaluator and National Consultant (give names)

1. Opening questions

- 1.1. Please describe briefly your current position and key responsibilities in this programme? How does gender equality and financing for gender equality relate to your work?
- 1.2. What is your understanding of the F4GE programme?
- 1.3. To what extent are you directly involved in integrating GEWE concerns in the national planning agenda and budgeting procedures and mechanisms and in development/aid effectiveness modalities?

2. Context of the programme

- 2.1. What are the contextual factors (political, social, legal, economic) at national and global level influencing F4GE objectives?
- 2.2. To what extent are GEWE and women's rights a priority for the government and your Ministry? What have been the key developments in this area over the past years?
- 2.3. What is your experience with GE and GRB work at national level as regards political commitment, policies, and capacity of donors, ministries and civil society and a range of different actors involved in this work?
- 2.4. To what extent are stakeholders familiar with gender in effective development cooperation and aid effectiveness and aid modalities (a focus of the HLF4 in Busan, South Korea), and the more recent deliberations of the third international conference on Financing for Development (FfD3) in Addis Ababa, Ethiopia and the post 2015 development agenda?

3. Relevance

- 3.1. To what extent is the programme relevant to national priorities and commitments on GE/GRB?
- 3.2. To what extent are programme and strategies relevant to the country context (political, legal economic, cultural), in particular its focus on GRB and Aid Effectiveness?
- 3.3. How relevant is the F4GE to the mandate of your Ministry?
- 3.4. What has been the involvement of the Ministry in the programme design, and in Country Implementation Plans?
- 3.5. What in your perspective are the gender priorities in the country? How were gender priorities identified?
- 3.6. How relevant is the programme in addressing the priorities/concerns particularly of the most disadvantaged at community and local level?
- 3.7. Do you think the programme approaches and strategies will achieve the planned results? Please explain what has worked well and what has not?

4. Effectiveness

- 4.1. In your view what are the most significant achievements and results to date?
- 4.2. To what extent has the programme made progress against its objectives and results at the country level? How has your Ministry contributed to the results?
- 4.3. To what extent are GEWE concerns being integrated in the economic policy frameworks and in aid effectiveness and aid management systems?

4.4. To what extent and how effectively are gender equality experts, feminist economists, women's peace building groups participating in and influencing policy dialogue on aid practices and GE/GRB?

4.5. What are the results that have not been achieved? Why?

4.6. What have been the key factors (contextual, management, strategies, operational) that have supported or hindered programme progress?

Capacity development

4.7. To what extent have capacity development initiatives including training, technical assistance and tools, knowledge sharing and information contributed to enhanced knowledge and strengthened capacity of staff and decision makers on GRB and on aid and development effectiveness?

4.8. What are the changes in levels of GRB skills and technical capacity?

4.9. What have been the key achievements in terms of strengthening national government capacity and accountability mechanisms for F4GE in aid and domestic resources?

4.10. What results have been achieved in integrating GRB into **local level** planning and budgeting?

4.11. What specific progress has been made in regard to integrating GRB into government training curricula?

4.12. To what extent has the programme influenced changes in the budgetary processes (national planning and policy, budgeting and monitoring mechanisms) to respond to the different needs of women and men?

4.13. Do you think there are other unmet capacity development needs in your ministry relating to GRB and if so what are they?

4.14. When it comes to GRB, how do you avoid policy evaporation?

5. Partnerships and coordination

How do you assess the quality of your cooperation and partnership with UN Women? What is the support and guidance you have received from UN Women?

5.1. How do you assess the quality of your cooperation and partnership with EU/EC and EUDs at the country level?

5.2. In what way have women's organisations, women's groups and gender advocates been active partners with your Ministry on GRB and aid effectiveness issues?

5.3. To what extent has the Ministry (Ministry of Finance) catalysed and maintained strong partnerships and coordination arrangements and mechanisms with other ministries and national partners, civil society UN Women, EU Delegations and donors on GE/GRB?

5.4. How effective are the aid coordination mechanisms for GE/GRB at the country level? What is government ownership and leadership in these?

5.5. What are the bottle necks in interministerial coordination and other to deliver on results?

5.6. Is there a role for other partners (e.g. the private sector) in the programme? Why? If not, why not?

6. Efficiency

- 6.1. In your view how efficiently and effectively has the programme management monitored the performance and results of the programme?
- 6.2. How do you assess the timeliness and efficiency of programme implementation by UN Women?
- 6.3. Are programme implementation arrangements efficient in achieving planned objectives? What has worked well, what has not and why? What do you think needs to be improved?
- 6.4. To what extent have human and financial resources and technical support been strategically and efficiently used in the programme?
- 6.5. What has been the quality of political and technical support provided by the Steering Committee to advance GE/GRB?

7. Potential Sustainability

- 7.1. What is the level of government political commitment, ownership and capacity to sustain programme results?
- 7.2. Which results are likely to be sustained after the programme ends? Which are less likely, and why?
- 7.3. What is the degree of institutionalisation of programme interventions in F4GE?
- 7.4. Does the Ministry have a sustainability plan for ensuring results are sustained beyond the programme period? Please explain.

8. Impact

- 8.1. What is the impact of the programme and on which specific areas and issues? What changes have you observed since the start of F4GE?
- 8.2. To what extent has the programme made a difference and impacted women at grassroots level? Please give specific examples?
- 8.3. To what extent has the programme created a favourable environment for integrating gender equality in GRB, aid effectiveness and aid coordination mechanisms?
- 8.4. Is there more money now for gender in development cooperation than before? Why or Why not?
- 8.5. What evidence exists to support claims that UN Women F4GE is contributing to GE and women's rights?

9. Lessons learned future directions and recommendations

- 9.1. In your perspective, what are the main lessons learned and good practices that could inform future programming on GE/GRB and aid effectiveness work in the country?
- 9.2. What are key lessons learned for future collaboration on F4GE between government partners, donors, civil society and UN Women?
- 9.3. What are your recommendations in light of the experience gained on the F4GE programme?

10. **Other:** Please feel free to add or share any other comments and observations.

Thank you for your kind participation.

Annex II(f): KII/discussion guide: NGOs, women’s organisations and gender advocates, feminist economists, women’s peace building groups and others

For each KII or focus group discussion the Evaluation Team Member and National Consultant will begin with introductions and provide a brief explanation of the purpose of the meeting/discussion, its emphasis on a participatory and learning-oriented approach, and express appreciation for the respondent’s participation in the interview/discussions.

Introductory

Name of respondent

Job title

Organisation/Discussion

Date and time of Interview

Name of Interviewer: ISG Evaluator and National Consultant (give names)

1. Opening questions

- 1.1. Please describe briefly your current position and key responsibilities in your organisation?
- 1.2. How is your organisation involved in this programme? How does gender equality and financing for gender equality relate to your work?
- 1.3. To what extent are you familiar with the objectives and strategies of the UN Women programme F4GE?

2. Context of the programme

- 2.1. To what extent are GEWE and women’s rights a political priority in the country?
- 2.2. What is your experience with GE and GRB work at national and local level? What are the main issues?
- 2.3. To what extent is your organisation familiar with the gender agenda on effective development cooperation and aid effectiveness and aid modalities (a focus of the HLF4 in Busan, South Korea), and the more recent deliberations of FfD3 in Addis Ababa, and the post 2015 development agenda?

3. Relevance

- 3.1. To what extent are the programme and its strategies (5 strategies) relevant to the work of your organisation in particular its focus on GRB and Aid Effectiveness?
- 3.2. What in your view are the gender priorities and GE goals in the country? How have these been identified? Were women beneficiaries involved in identifying priorities?
- 3.3. In your view how relevant is the programme in focusing on the priorities and needs of women, in particular the most disadvantaged?
- 3.4. Do you think the programme approaches and strategies will achieve the planned results? Please explain what has worked well and what has not.

4. Effectiveness

- 4.1. What would you say are the main achievements of the programme? What difference has it made to improved financing on GE issues?

- 4.2. To what extent are GEWE concerns being integrated in the economic policy frameworks and in aid effectiveness and aid management systems?
- 4.3. How has your organisation contributed to achieving the outcomes of the programme? If so, how?
- 4.4. In your view do civil society/your organisation have a strong and coherent voice on GRB and aid effectiveness? How is civil society shaping public policy on GE?
- 4.5. How effectively is your organisation addressing structural barriers e.g. gender norms and perspectives that impact the institutional culture for gender mainstreaming?
- 4.6. How effectively and to what extent have NGOs, women's organisations and gender advocates shifted government and donor policy on GE and GRB in national planning, budgeting and monitoring processes?

Capacity development

- 4.7. To what extent has the programme developed the capacity of NGOs, women's organisation, feminist economists, and gender advocates to advocate, monitor and track GRB in government institutions and demand accountability for increased financing for GE from government and donors for GE?
- 4.8. What have been the results of the trainings held for CSOs on GRB?
- 4.9. What are the results from the grants made to 5 CSOs and what has been achieved? Please give examples.
- 4.10. To what extent have specific advocacy materials/messages developed and disseminated by CSOs enhanced understanding and awareness on GRB and GE and built knowledge on effective approaches for F4GE?

5. Partnerships and coordination

- 5.1. How do you assess the quality of your cooperation and partnership with UN Women? What is the support and guidance you have received from UN Women?
- 5.2. To what extent have women's organisations and gender advocates established active partnership with government and donors (e.g. EU/EC) on GRB and aid effectiveness issues?
- 5.3. What are the challenges in fostering partnerships and creating space for the voice for civil society?
- 5.4. In your view what are key factors (e.g. contextual, management, strategies, operational) supporting or hindering progress?

6. Efficiency

- 6.1. How do you assess the efficiency and timeliness of programme implementation by UN Women?
- 6.2. To what extent have implementation arrangements supported the work of civil society?
- 6.3. How appropriate were the financial resources (allocated to your organisation) to enable your organisation to carry its work efficiently?
- 6.4. What were the main challenges that you encountered in implementing programme activities and were these addressed? What are your suggestions for improvements?

7. Sustainability

- 7.1. In your opinion what is the likelihood that the benefits of the programme will be continued after the programme ends?
- 7.2. What gains has the programme made that you would like to see sustained in the country? Please give examples
- 7.3. What is the degree of institutionalisation of programme interventions in F4GE?
- 7.4. To what extent has civil society including your organisation demonstrated commitment to achieving results of F4GE?

8. Impact

- 8.1. What is the impact of the programme and on which specific areas and issues?
- 8.2. What has been the impact at local/grassroots level and on women? Please give specific examples?
- 8.3. To what extent has the programme created a favourable environment and given a voice to civil society in addressing GRB/GE issues in aid effectiveness and aid coordination mechanisms?
- 8.4. Is there more money now for gender in development cooperation than before? Why or Why not?

9. Lessons learned and Future Directions

- 9.1. In your perspective, what are the main lessons learned and good practices that could inform future programming on GE/GRB and aid effectiveness work in the country?
- 9.2. What are key lessons learned for future collaboration between civil society, government partners, donors and UN Women?
- 9.3. In view of the experience gained do you have any recommendations?

- 10. Other:** Please feel free to add or share any other comments and observations.

Thank you for your kind participation.

ANNEX III: Evaluation Terms of Reference

A copy of the evaluation's terms of reference may be accessed [here](#).

ANNEX IV: List of Documents Consulted

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