



Final Report

“Institutional Strengthening of Gender Equality and Women’s Empowerment in Timor Leste”

Project of UN Women

2013-2016

Final Evaluation of the project

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Abbreviations

CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CEDAW SEAP	CEDAW Southeast Asia Programme of UN Women
GSC UNTL	Gender Studies Centre, National University of Timor Leste
GEWE	Gender Equality and Women's Empowerment
EM	Evaluation Manager, UN Women Project Manager
ESC	Evaluation Steering Committee
ERF	Evaluation Reference Group
ET	Evaluation Team, comprised of international and national consultants
IC	International Consultant
NC	National Consultant
MAF	Ministry of Agriculture and Fisheries
MoF	Ministry of Finance
MoJ	Ministry of Justice
RF	Rede Feto
PM	Prime Minister
PMO	Prime Minister's Office
PMF	Performance Measurement Framework
SAR	Special Autonomous Region
SEM	State Secretary for Support of Women's Economic Empowerment
SEPI	State Secretary for Promotion of Gender Equality
UNICEF	United Nations Children's Fund
UN WOMEN	United Nations Entity for Gender Equality and Empowerment of Women
UPMA	Planning, Monitoring and Evaluation Unit of the Prime Minister's Office

Executive Summary

Background

The project “Institutional Strengthening for Gender Equality and Women’s Empowerment in Timor-Leste” was implemented by UN Women Timor Leste Country Office for three and half years from June 2013 to December 2016. It was funded by the Government of Norway through the Norwegian Ministry of Foreign Affairs. The project’s overall development goal was defined for the Government of the Democratic Republic of Timor-Leste to demonstrate increased accountability for the implementation of gender equality commitments. The project planned to achieve two outcomes:

- Gender equality provisions of the Programme of the Fifth Constitutional Government in three selected ministries (Finance, State Administration and Justice) implemented by 2017
- Gender equality advocates’ capacities to demand accountability increased

The project was aligned with the Strategic Development Plan 2030 and the Fifth Constitutional Government Plan for 2012-2015 as well as with the UN Women Development Results Impact 5 and Country Impact 4 in area of governance and national planning.

Purpose and Objective

The purpose of the end-of-project independent evaluation was to assess the progress toward results envisioned at the project formulation stage. Terms of Reference for Evaluation prescribe the following specific objectives:

- Assess project’s progress at the outcome level by measuring the output level achievements, identifying gaps and assessing how/to what extent these have affected outcome level progress.
- Assess the relevance of the project strategy and design in the evolving context of Timor-Leste
- Assess effectiveness of the project in achieving the specific planned results of the project
- Assess the progress made by the Secretary of State for the Support and Socio-Economic Promotion of Women (SEM), Gender Study Centre of the National University of Timor-Leste (GSC UNTL), Rede Feto and other partners in institutional capacity to maintain results over time
- Provide recommendations for future gender mainstreaming interventions for use by UN Women, SEM and other interested stakeholders

The evaluation was a summative type evaluation and covered the overall timeframe of the project, since June 2013 until the day of the evaluation. The evaluation assessed the project’s relevance, effectiveness and efficiency, and sustainability. It sought to identify and analyse enabling factors for

achievement of results and challenges encountered during the implementation. It explored innovations, emerging good practices or examples and lessons learned. Evaluation looked for unexpected results, either positive or negative that project may have generated. Gaps and obstacles, emerging opportunities built up by the project and other stakeholders were also examined as the basis for recommendations for future programming.

Methodology

The overall approach to evaluation was participatory and consultative. The evaluation design applied a qualitative approach that ensured the inclusion of different stakeholders - partners and beneficiaries from a range of Government and CSOs. Evaluation used the following methods: - desk review of relevant documents, annual reports, performance measurement framework; - key informant interviews (KIIs); - focus group discussions (FGDs).

Evaluation questions covered three areas set out in the ToR: Relevance, Effectiveness and Efficiency, and Sustainability. Evaluation also explored innovations, good practices, lessons learned from the project and recommendations for future programming.

The KIIs were semi-structured interviews with what and why questions. The interviews documented candid responses, non-verbal communication, and views about the interventions along with suggestions and recommendations for future programming. Interviews with UN Women staff helped the team to assess the appropriateness and timeliness of management decisions, logic of funding, delivery of activities, achievement of targets and key information about project management against project's planned results.

Total 19 interviews and four focus groups were carried out by the ET. Key informants were selected on basis of their knowledge of project activities and the ability to offer a wide variety of perspectives and the ground reality. Participants of focus groups were selected from organisations who partnered with UN Women on the project or were participants of various capacity building activities held by the project. To ensure credibility, the data was triangulated from various sources, with due attribution of results. The information was validated by the team during field visits and by peer review with the evaluation. Evaluation reference group set up by UN Women and evaluation steering committee validated the findings.

To mitigate limited data and time constraints, attempts were made to obtain more information from former staff of UN Women, consultants and secondary data analysis from stakeholders.

Key Findings

Theory of Change and Project Design

The evaluation reconstructed a theory of change and proposed ways for capturing and measuring results beyond those stated in the approved project document. The project's Theory of Change builds on the complex concept of institutional capacity development of gender equality and women's empowerment. It requires establishment of strong multiple interrelated linkages among various individuals, organisations and networks / groups of organisations and groups of individuals. Changes happening over long period of time in understanding, knowledge, skills, attitudes and behaviour of individuals that gradually and incrementally transform into organisational change. Individual's

awareness, knowledge and skills to apply the knowledge transform into organisational policies, plans and processes. At larger system's level, multiple interrelations among institutions and groups form networks that should be accountable and inclusive. Therefore, the theory of change implies multiple tangible and non-tangible changes at various levels presenting a challenge for capturing and measuring them.

In light of these challenges, the evaluation examined the project's design and found that assessing progress towards two planned outcomes of the project were not possible without reconstructing more immediate level results or developing alternative indicators. This is because the project's immediate outcome 1 "Gender equality provisions of the Programme of the 5th Constitutional Government in three selected ministries (Finance, State Administration and Justice) implemented" was over-ambitiously designed for a 3 year time period. Therefore, the ET suggested to re-formulate Outcome 1 for this evaluation "Capacity of the Government of Timor Leste to integrate gender equality in Government plans and budgets increased in selected ministries by 2017". Two outputs out of four for the Outcome 1, namely 1.1 and 1.3 were designed more realistically - Output 1.1 "Knowledge and tools to track, analyse and reports the gender responsive ministerial plans and budgets developed for use by stakeholders" and Output 1.3 "Capacities of three line ministries to draft gender responsive plans enhanced (Finance, State Administration and Justice)". The Output 1.2 "Institutional Capacity of SEM strengthened to promote and implement its mandate of gender responsive budgeting, with prioritisation of three pilot ministries (Finance, State Administration and Justice)" is complex. It does not specify which aspects of institutional capacity it aims to improve. It could be a separate Outcome on its own because it implies a higher level result than output. The project document has not considered a risk of delaying of Government plans for decentralisation related to the output 1.4 "Capacities of Government at district level in at least three pilot districts strengthened to mainstream gender at decentralised level at through the district Gender Working Groups".

Outcome 2 "Gender equality advocates capacities to demand accountability increased" was found appropriate. It allowed flexibility for the project to work towards various aspects of institutional capacities of gender advocates and embraced individual, organisational or larger system levels. Two outputs were also appropriate.

In terms of the project's Performance Measurement Framework, it was limited to one qualitative indicator per result. Lack of a set of quantitative and qualitative indicators to capture tangible and intangible results was visible. Moreover, the Performance Measurement Framework was reviewed and revised during implementation phase and no additional indicators were proposed to better capture progress of the project. This has constrained tracking progress of the project and did not allow more comprehensive and systematic collection of information that could measure multiple dimensions of institutional capacity development.

It appears that there was a need for a specific Outcome or Output on changing public awareness. This is particularly important for pilot sites, new locations with new target groups. The ET considers that this was a missing result statement in the project framework.

Overall design of the project did allow flexibility to adapt to challenges, emerging opportunities and needs in changing developmental context of the country. UN Women utilised this to maximise emerging opportunities in the Government and civil society.

Progress toward results

There was great progress towards achievement of the reformulated Outcome 1.0. “Capacity of the Government of Timor Leste to integrate gender equality in Government plans and budgets increased in selected ministries and Government units by 2017”. A target of 7 ministries which have incorporated gender equality in their annual action plans surpassed. By end of 2016, 11 line ministries adopted annual action plans with allocated budgets for gender equality. In addition, three major policy documents aimed at women’s empowerment and promotion of gender equality were developed and two were adopted by the Government. By adopting the Maubise Declaration, nine Ministries agreed to work together to address the empowerment of rural women, a priority set by the VI Government programme. The most significant change for Outcome 1 is related to institutional processes being established and strengthened with contribution from the project. The UPMA in the Prime Minister’s Office initiated a process for coordinating gender responsive planning and budgeting with support and leadership of the Prime Minister. An institutional process facilitated by the PMO office across all line ministries /sectors resulted in Gender Budget Report 2016 that will allow future monitoring of the State Budget. This is a significant step forward to strengthening gender mainstreaming mechanism with a whole of Government approach.

Measuring progress on the Outcome 1 showed significant progress on building technical knowledge and skills in SEM and line ministries. 217 staff of ministries and national parliament were trained on gender equality and 350 received introductory trainings. Series of technical trainings were supported by on-job mentoring by technical advisors of UN Women who were placed on long term assignment in the MoF and SEM. This contributed to increased understanding of gender responsive budgeting and planning by staff and deeper levels of knowledge reported by key informants. Although there has been no measurement of knowledge or survey among trainees, the existence of Government plans and budgets developed and adopted by the ministries provides a proof of emerging national expertise and leadership in respective Government offices.

Output 1.1: “Knowledge and tools to track, analyse and report the gender-responsive ministerial plans and budgets developed for use by key stakeholders” was well achieved. The number of tools surpassed the target. Developed in highly consultative process with inputs from staff of ministries has helped to gain greater ownership of the products. Government agencies have used the checklists in their planning process in 2015 and 2016.

Output 1.2: “SEPI’s institutional capacity strengthened to promote and implement its mandate of gender-responsive planning and budgeting, with a prioritization of three pilot ministries (Finance, State Administration and Justice)” was well achieved. SEM’s coordination capacity among the Government entities increased through new mechanism in the Planning, Monitoring and Evaluation Unit of the Prime Minister’s Office(UPMA) in charge of planning and monitoring of State Budget. SEM collaborated successfully with the Prime Minister’s Office (PMO) in developing Gender Budget Report which will facilitate monitoring of gender equality commitments in the future. SEM facilitated trainings and the process of gender responsive planning in 11 line ministries, including three prioritised Ministries.

Output 1.3: “Capacities of three pilot ministries enhanced to draft gender-responsive plans with corresponding budgets (Finance, State Administration and Justice)” was well achieved. The three line ministries demonstrated ability to draft annual plans that integrated gender concerns and in adoption of specific plans or programmes addressing gender equality. Beyond three pilot Ministries, UN Women developed a new partnership with the Ministry of Agriculture and Fisheries where initial training was held in the last year of the project that introduced basic concepts of gender mainstreaming. The Ministry of Agriculture integrated a programme for young women in agriculture as an example of greater commitment to gender equality. The Civil Service Commission, National Statistics Office were among other Government entities that addressed critical issues of gender equality in their work.

Output 1.4 “Capacities of Government at district level in at least three pilot districts strengthened to mainstream gender at decentralized level through the district GWG” was partially achieved for reasons beyond control of UN Women. Despite of delays in rolling out decentralisation, UN Women undertook activities in awareness raising and basic orientation of district GWG in six municipalities and dialogues. Extensive advocacy work on promoting women candidates to village chief elected positions was supported that targeted local Government and communities. This resulted in greater understanding of gender equality in national and local contexts. As result, the number of women suco chiefs during 2016 elections has almost doubled.

Significant progress was achieved toward the Outcome 2.0. “The capacity of CSOs to advocate with Government on gender equality issues has increased”. Organisational strengthening and expanded networking within larger gender architecture of Timor Leste were notable results of the project. For example, NGO Working Group on Gender Responsive Budgeting (GRB) consistently carried out advocacy with SEM and the Parliament. Government recognised their technical expertise, called for inputs during parliamentary debates. Law on suco chief election was adopted with strong CSO advocacy for gender quota. CSO were able to submit and advocate for their proposals during debates on land law and drafts of other laws and policies. Women’s activism increased in communities where project supported work of Luta Hamutuk on gender and social accountability of Petroleum Fund. More women have started raising their issues with local suco and district administration, prompting them to address and debate the issues at central level. Public awareness about women’s equal rights to land ownership, to life free of violence and women’s political rights in rural communities increased through community radio broadcasting. Trained radio journalists developed talk show programmes based on local priorities. Immense interest was reported by journalists as they received feedback, queries and requests to continue programmes.

However, the Output 2.1: Capacity of Gender Studies Centre, UNTL strengthened to develop and implement curriculum on gender and development” has not fully achieved. Despite of adoption of the Strategic Plan of the Gender Studies Centre of UNTL for 2014 - 2018 the project could not overcome difficulties caused by differences in views between the GSC and UN Women on the ways forward. Lack of funding arising from fluctuation of currency exchange has also affected this output. Work on this output offers a valuable lesson learned emphasising the need for a thorough capacity assessment of a partner.

Output 2.2: “Capacities of women’s organizations to monitor implementation of the gender equality provisions of the 5th Constitutional Government Programme strengthened “ was well achieved and surpassed planned numbers. The capacity of gender advocates in CSOs has increased. The pool of

gender advocates in civil society expanded as new CSO partners have developed new programmes on demanding accountability of Government inclusive of gender equality. Each of CSOs supported by UN Women’s project demonstrated increased capacity of individual members, of their organisations, and of their abilities to network and interact with other organisations within larger systems. However, the work in Oecusse was affected by the lack of partners on ground and limited capacities of existing women’s groups. An initial investment was made in locally based women’s associations and community radios to build their capacity for future advocacy with the Government of the SAR and local administration. This has started to yield results that could lead to next step of advocacy work with the Special Zone’s administration. UN Women’s support to Luta Hamutuk NGO working on social accountability resulted in greater women’s participation in local development forums. Women’s activism at local level become visible, with older women been engaged in dialogue with authorities. Evidence showed that short term projects are not be sufficient to build capacity necessary for advocacy, as they require sustained guidance and continuous support. Another intervention in Oecusse through support of local radio shown the continued need for reaching out to remote rural areas and awareness raising among general public on gender equality.

Conclusions

UN Women project “Institutional Strengthening of Gender Equality and Women’s Rights in Timor Leste” made a significant contribution to strengthening the institutional mechanism and processes for integrating gender equality in policies, plans and budgets at national and local levels. It substantially improved capacities in the Government and civil society organisations to implement commitments to gender equality and women’s empowerment. Overall, it laid a solid foundation for institutional change in the Government and CSO networks.

Evaluation criterion	Score	Remarks
Relevance	Very good	The Goal, Outcomes, Outputs of the project are highly relevant to the national priorities set out in the V and VI Government Programmes, long term sustainable development plan 2030, international commitments to gender equality under CEDAW and other human rights treaties.
Effectiveness	Good – outputs are achieved, with reservation for one output	The capacity of partners was strengthened during the project through trainings on gender responsive planning and budgeting, on advocacy for law and policy reform, for monitoring of implementation and on results based management, other skill- building activities which would contribute to the development and implementation of future work on gender equality.
Efficiency	Satisfactory	Activities were implemented in a cost efficient and timely manner.
Sustainability	Satisfactory – some	The overall project results have a solid potential to last beyond project timeline, but most partners in the Government and civil

	<p>outputs will continue while some require more support</p>	<p>society need longer support to firm up the established mechanism, processes and partnerships.</p>
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Recommendations

The achievements that have been made by UN Women on institutionalisation of gender equality in Timor Leste must be further supported and nurtured. Key recommendations for the overall UN Women country programme that ET note are as follows:

To UN Women:

On substantive areas of programming for institutionalisation of gender equality:

- A second phase of the project is needed to support the on-going initiatives in the Government and civil society, with focus on their institutional strengthening, built on the achievements and lessons learned from past experiences. For instance, the work with the MoF and MAF that has been initiated by the project needs to be continued in a systematic manner,
- Programming on Gender Responsive Budgeting is the key programme for integration of gender into all sectors, in particular into hard or non-traditional sectors of finance, trade, industry, extractive industry, agriculture, construction, infrastructure, environment or tourism,
- Programming on economic empowerment of women, especially of rural women, if UN Women to roll out larger programmes in Timor Leste, should be integrated with advocacy of gender advocates for gender responsive budgeting,
- Special attention to integration of training in specialised training institutions of Government / public administration should be considered in order to achieve better sustainability of results,
- Roll out development and implementation of pilot models in two or three selected municipalities / districts,
- Further support partnerships among women's rights groups and non-traditional NGO partners such as human rights groups with focus on social accountability,
- Utilise innovative strategies (social media) while continuing public awareness raising reaching out to remote rural areas,
- Engage all stakeholders early in the design of programme, particularly with the non-traditional, new partners in new geographic locations or thematic areas

- Assess the potential and opportunities for continued work in Oecusse and select partners that could deliver desired results in effective and efficient manner

On results based management at all stages of project formulation, implementation and monitoring:

- Strong linkages between UN Women programmes and projects should be continued while keeping in mind the project specific planned outcomes and outputs during implementation, monitoring and reporting processes,
- UN Women should carry out evaluability assessment of projects at the beginning of the project implementation, identify challenges and gaps for systematic monitoring of project's progress,
- In addition to the UN Women corporate reporting system, a project / programme specific system for data collection ensures systematic data collection and use in daily project monitoring work, and allows capturing results at impact, intermediate and immediate outcome levels,
- Ensure iterative process for review of project performance measurement framework that would reflect changing or evolving development contexts of country,
- Allocate adequate resources for systematic monitoring, including follow up surveys, satisfaction surveys and other in-depth analytical tools,
- Consider establishing a project steering committee that would assess progress and make management decisions vis-a-vis planned results. It is also useful for facilitating networking among stakeholders, better coordination, synergies and potential joint activities, Alternatively, a project advisory committee or technical committee could be established to serve for quality assurance of project activities, provide advice to programme as well as assist in gaining greater national ownership of the project. It also promotes sharing experiences among stakeholders,
- Overall, training and refresher trainings on results based management for country offices would help to keep the focus of specific programmes and projects on track and maximise efficiency and effectiveness

To SEM:

- Continue strengthening the coordination function for gender equality across line Ministries and local governments by ensuring integrated, coherent approach among sectors. Convene regular monitoring exercises for adopted cross sectoral documents such as Maubise Declaration
- Strengthen its training function by rolling out programs for gender focal points in decentralised Government units

- Assist line ministries in implementing their sectoral plans and programmes by facilitating gender training, i.e. application of gender concepts in specific sectoral issues by working together with sectoral specialists such as agriculture

To donor/s:

Numerous evaluations of gender mainstreaming interventions have proven the need for long term sustained support for institutional mechanisms, processes and organisations as these involve changing attitudes, perceptions and behaviours. Donors should engage in closer monitoring of projects, results reporting and learning. Although integrating gender equality into aid modalities presents many challenges, linking them with SDGs would allow better integration of gender concerns in overall development agenda involving finance, industry, agriculture, environmental sectors

Introduction

Background of the project

The project “Institutional Strengthening for Gender Equality and Women’s Empowerment in Timor-Leste” was implemented by UN Women Timor Leste Country Office for three and half years from June 2013 to December 2016. It was funded by the Government of Norway through the Norwegian Ministry of Foreign Affairs.

The project’s overall development goal was defined for the Government of the Democratic Republic of Timor-Leste to demonstrate increased accountability for the implementation of gender equality commitments. The project was aligned with the Strategic Development Plan 2030 and the Fifth and Sixth Constitutional Government Plan for 2012-2015 as well as with the UN Women Development Results Impact 5 and Country Impact 4 in area of governance and national planning.

The project planned to achieve two outcomes:

- 1) Gender equality provisions of the Programme of the Fifth Constitutional Government in three selected ministries (Finance, State Administration and Justice) implemented by 2017
- 2) Gender equality advocates’ capacities to demand accountability increased

The focus of the project was defined as to strengthen the overall institutional capacity of the Government and civil society organisations to mainstream gender across policies, programmes, processes and budgets in various sectors at national and local levels.

The project document identified the State Secretary for Social and Economic Support for Women (SEM), Ministries of Finance, Ministry of State Administration and Ministry of Justice, Gender Studies Centre at the National University of Timor Leste and women’s rights NGOs as its key partners. The project was designed to support selected Government agencies in integration of gender equality concerns into action plans and budgets of the Government, the Gender Studies Centre of the National University of Timor Leste to undertake research on priority issues and integrate gender and development courses in the curriculum and for the selected CSOs, namely Rede Feto and several other NGOs, to advocate with the Government on gender responsive annual action planning and budgeting, laws and policies.

Gender Equality in Timor Leste

After re-gaining its independence in 2002, Democratic Republic of Timor Leste undertook post-conflict reconciliation, recovery and peacebuilding efforts. Now the county has embarked on the path of state building. Comprehensive political and legal reforms in all areas of social and economic development are implemented hand in hand with building good governance and effective public sector. Institutional strengthening at all levels is the priority on national development agenda.

Timor Leste is a country with deep gender disparities. Patriarchal social norms and cultural values shape unequal gender relationships in society. Subordinate position of women is manifested in low labour force participation of women, high rate of illiteracy among women, high maternal mortality. Pervasive domestic violence are among the critical concerns of gender

equality. Women are poorly represented in local decision making with only 2% of female village chiefs in 2012 and general lack of voice in families and communities.

Gender equality has been underlined as an important goal of the national development. In line with the CEDAW and Beijing Platform for Action, legislation and policies were passed to address discrimination against women and girls along with a number of national strategies and programmes on women's empowerment. The V Constitutional Governmental Programme declared gender equality "a cornerstone issue" and "a whole of Government task that requires collaboration and cohesion between the security, health and education sectors, the Civil Service Commission, the judicial sector and other ministries and agencies". The Government of Timor Leste committed to integrate gender equality into initiatives, meetings and planning across Government administration, with more focused attention to gender issues in key ministries, such as the Ministry of Agriculture and Fisheries, the Ministry of Health, the Ministry of Education and the Ministry of Justice. The role of the Secretary of State for the Promotion of Equality was highlighted to promote regular meetings between the gender working groups at national and district levels and in each State agency. The Government programme specifically mentioned the importance of integrating gender issues in the Strategic Development Plan 2011 to 2030, allocating funds in the state general budget and monitoring the implementation by line ministries. The issue of gender based violence was prioritised, with a clear commitment to implementation of the Law Against Domestic Violence and the National Action Plan for 2012-2015.

After resignation of the Vth Government in 2015, the new Government re-assured in the VI Constitutional Government Programme that the commitment to gender equality was the "central consideration for all Government programmes and decision making". It recognised that gender equality was a cross-cutting issue that needs to be addressed through a whole Government approach that requires high levels of coordination, cohesion and collaboration among all sectors".

National women's machinery, State Secretary for Promotion of Equality (SEPI) was restructured and renamed as the State Secretary for the Support and Social and Economic Promotion of Women (SEM). It is tasked with providing technical support and coordinating among Government bodies in gender mainstreaming through gender working groups that were established in most of Ministries, agencies and local Governments. The VI Government intends to strengthen work on gender equality in key ministries – namely the Ministry of Agriculture and Fisheries, the Ministry of Health, the Ministry of Social Solidarity, the Ministry of Education, the Secretary of State for Professional Training and Employment and the Ministry of Justice and in municipalities and in the Special Administrative Region of Oecusse.

UN Women in Timor Leste

UN Women works in the following areas: 1) Women in decision making at all levels; 2) Economic empowerment of women; 3) Women and girls live free of violence; 4) women's leadership and participation in peace and security; 5) governance and national planning accountable for gender equality; 6) Global norms and standards on gender equality and women's empowerment are in place and implemented. In doing so, UN Women country programme focuses on improving governance and national planning that is accountable for gender equality commitments in four priority areas – gender responsive planning and budgeting, women in politics, CEDAW implementation in Timor Leste, Women, Peace and Security. It works to develop national

capacities to formulate, implement and monitor policies, plans and budgets that are in line with CEDAW and other international human rights treaties. UN Women emphasises capacity strengthening of gender advocates in Government and civil society in all its projects and programmes. Several programmes of UN Women have been implemented in areas of ending violence against women and girls, improving women's access to justice, law reform, governance and particularly, gender mainstreaming in national planning. In doing so, UN Women maximises synergies and complementarity of various projects and links them to regional and global programmes.

Evaluation Purpose, Objectives and Scope

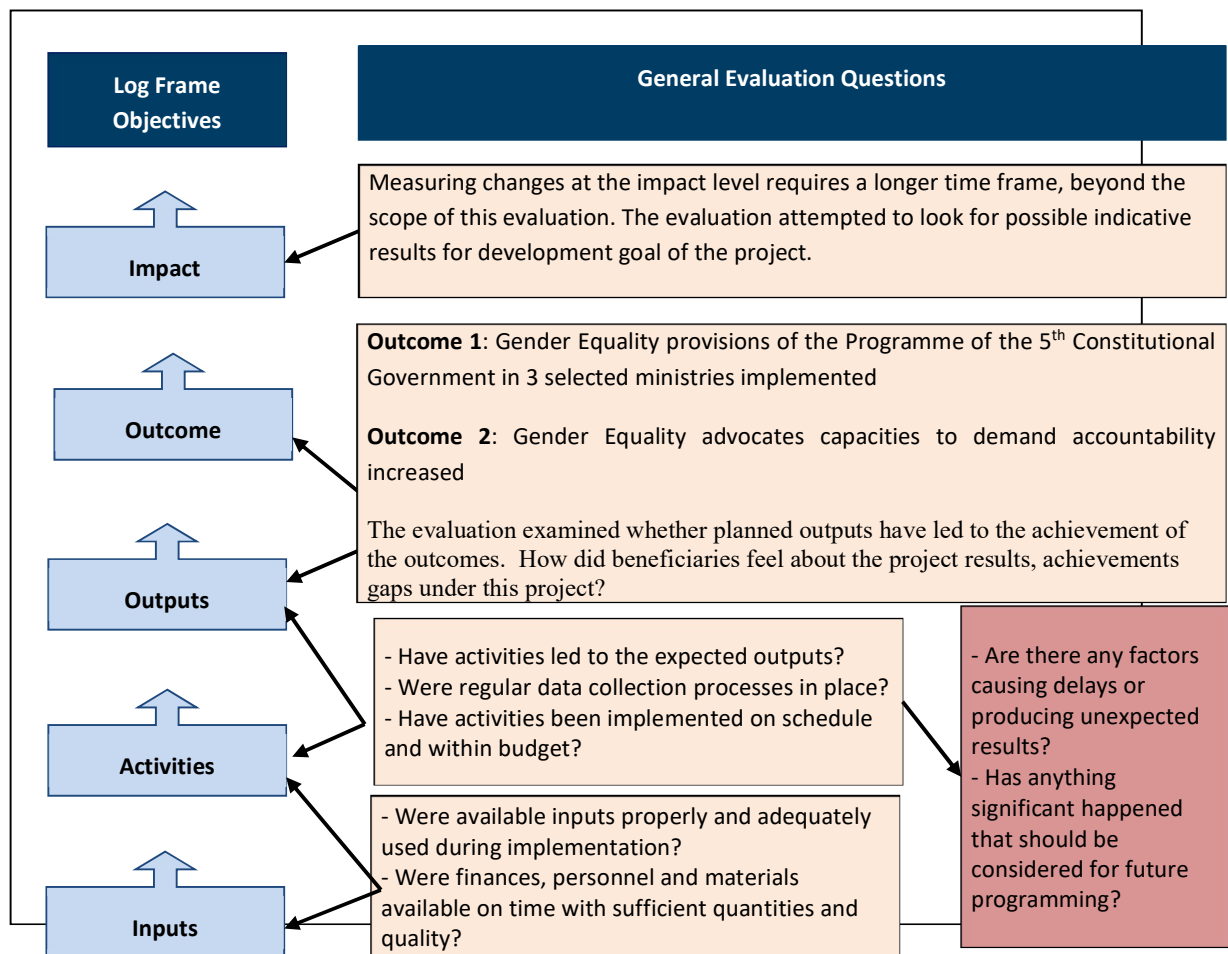
The purpose of the end-of-project independent evaluation was to assess the progress toward results envisaged at the project formulation stage. Terms of Reference for Evaluation prescribe the following specific objectives:

- Assess project's progress at the outcome level by measuring the output level achievements, identifying gaps and assessing how/to what extent these have affected outcome level progress.
- Assess the relevance of the project strategy and design in the evolving context of Timor-Leste
- Assess effectiveness of the project in achieving the specific planned results of the project
- Assess the progress made by the Secretary of State for the Support and Socio-Economic Promotion of Women (SEM), Gender Study Centre of the National University of Timor-Leste (GSC UNTL), Rede Feto and other partners in institutional capacity to maintain results over time
- Provide recommendations for future gender mainstreaming interventions for use by UN Women, SEM and other interested stakeholders

The end of project evaluation was a summative type evaluation and covered the overall timeframe of the project, since June 2013 until the day of the evaluation. The evaluation collected, analysed and assessed relevant data, drawing on internal reports of UN Women and informants during field research held in Timor-Leste, in the capital Dili, Aileu, one of pilot districts, and Special Administrative Region of Oecusse.

The evaluation assessed the project's relevance, effectiveness and efficiency, and sustainability. It sought to identify and analyse enabling factors for achievement of results and challenges encountered during the implementation. It explored innovations, emerging good practices or examples and lessons learned. Evaluation looked for unexpected results, either positive or negative that project may have generated. Gaps and obstacles, emerging opportunities built up by the project and other stakeholders were also examined as the basis for recommendations for future programming.

Methodology of Evaluation



The overall approach to evaluation was participatory and consultative. The evaluation design applied a qualitative approach that ensured the inclusion of different stakeholders - partners and beneficiaries from a range of Government and CSOs.

Evaluation used the following methods:

- Desk review of relevant documents, annual reports, performance measurement framework
- Key informant interviews (KIIs)
- Focus group discussions (FGDs)

In order to collect good quality information from the key informants, the ET paid attention to use of easy to understand language during data collection, in interviews, focus group discussions. A strong gender perspective was applied throughout evaluation of the project.

The ET developed a set of tools /guides for KII, FGDs for various stakeholders (see Annex 3)

Evaluation questions covered three areas set out in the ToR: Relevance, Effectiveness and Efficiency, and Sustainability. Questionnaire also included questions about innovations, good practices, lessons learned and recommendations. The KIIs were semi-structured interviews with what and why questions. The interviews documented candid responses, non-verbal communication, and views about the interventions along with suggestions and recommendations for future programming.

Interviews with UN Women staff helped the team to assess the appropriateness and timeliness of management decisions, logic of funding, delivery of activities, achievement of targets and key information about project management against project's planned results. All information was documented, shared and discussed between ET members

Sampling Strategy:

Total 19 interviews were held by the ET during field visits in Timor Leste. In addition, the national consultant carried out interviews and FGD held after departure of the team leader.(see Annex 3 for the details of KIs and Annex 4 for details of interview guiding questions). Key informants were selected on basis of their knowledge of project activities and the ability to offer a wide variety of perspectives and the ground reality.

Four focus groups were carried out in small groups of 6-12 persons. Participants were selected from organisations who partnered with UN Women on the project or were participants of various capacity building activities held by the project.

Data Synthesis and Analysis

Qualitative analysis was carried out from the data available in reports, secondary data sources and KII, FGDs during field visit. KII and FGDs were documented, shared and discussed by ET members.

Review and Validation Process

The information was validated by the team during field visits and by peer review with the evaluation reference group set up by UN Women and evaluation steering committee were used to validate the findings. To ensure credibility, the data was triangulated from various sources, with due attribution of results.

Ethical considerations

The evaluation team adhered to UNDG ethical principles and standards for evaluation and followed UN Women Evaluation guidelines. Attention was paid to informed consent of participants and confidentiality of responses.

Risks and limitations of evaluation

- Limited duration of all phases of evaluation, including inception phase,
- Shortage of time for data collection at central and local levels and non-availability of several key informants from Government during data collection phase. Several individuals were busy with the ongoing state budget planning work for 2017. The ET mitigated this with holding KII and FG by national consultant,
- Limited data on project progress. The ET attempted to mitigate this by restating the Theory of Change and results framework,

- Lack of information in English language. Many reports and documents of activities were in Tetum, some were with brief summary in English that has limited the full analysis of collected data,
- To mitigate limited data and time constraints, attempts were made to obtain primary information from former staff of UN Women, consultants and secondary data analysis from stakeholders.

Evaluation team

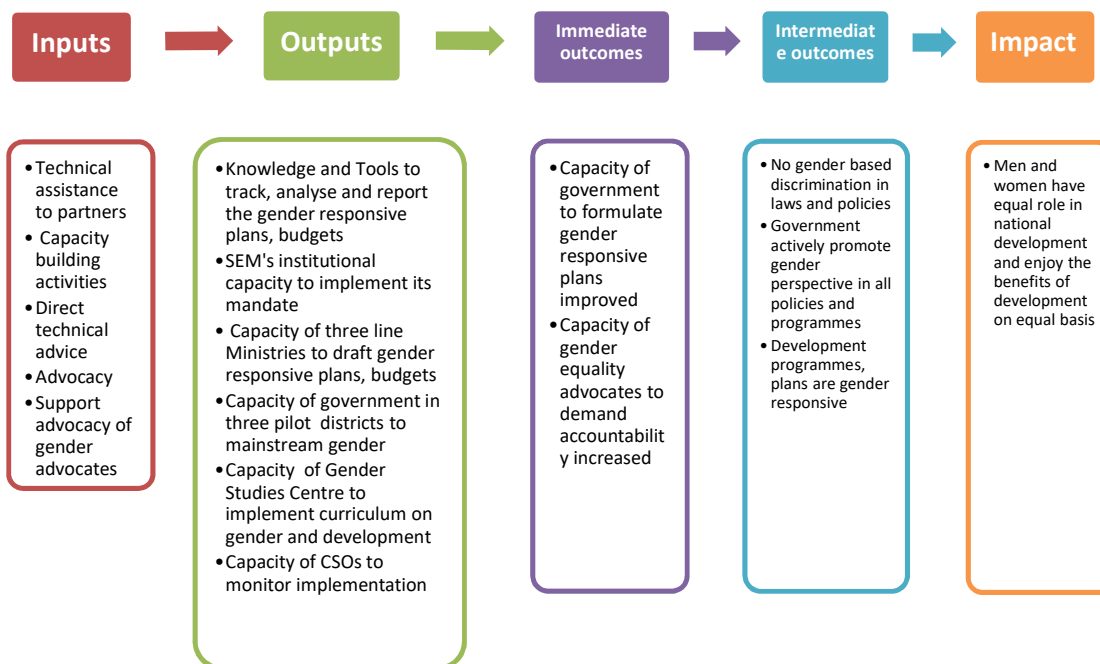
The ET was a gender balanced team of an international evaluation expert with extensive work experience on gender equality in Asia, including Timor Leste, and a national evaluation consultant with work experience on gender issues as well as evaluation experience of development projects in Timor Leste (Annex 4 brief bios of ET members).

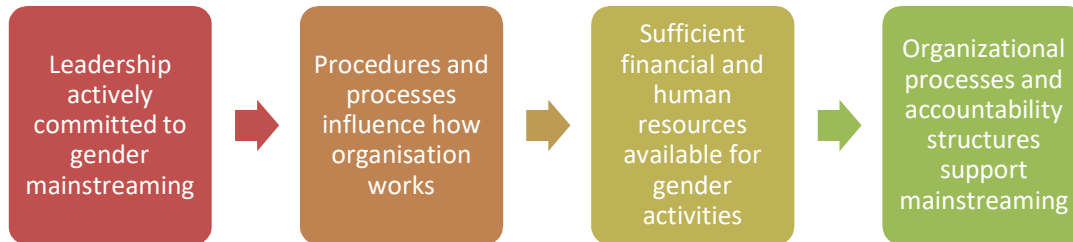
Findings of Evaluation

Theory of Change of the project and analysis of the intervention logic

The project document does not explicitly mention Theory of Change. Instead, it sets a development Goal, two outcomes with 2 to 4 outputs under each outcome and a multi-pronged strategy aimed at increasing knowledge and skills of individuals in Government and CSOs, while integrating gender equality into organisational processes, feeding into gender responsive national policies, laws, annual action plans of ministries and budgets.

The Evaluation Team (ET) reconstructed the Theory of Change of the project in order to help to better understand linkages between inputs, outputs and planned outcomes. The theory of change was prepared in line with UN Women Results Based-Management Framework.





At the impact level the project aims to achieve a positive change in lives of women and girls in Timor Leste: “Women and girls in TL enjoy their human rights on equal basis with men”. This impact can be achieved in longer period of time, at least 10 to 20 years, if not a generation. The project’s Goal to see the Government of Timor Leste demonstrating increased accountability on gender equality reflects an intermediate outcome result that could be realised in 5 to 10 year time after completion of the project. Ideally, the two planned outcomes stated in the project document should be immediate level results that could be measured by the end of project by using a set of relevant indicators. Output level results should describe results to be achieved at the end of completed activities.

The project’s theory of change envisages changes in capacities of key partners in Government and CSOs. The immediate outcomes of the project are the increased capacities of the Government agencies (Outcome 1) and of the civil society organisations (outcome2) to implement gender equality commitments of the Government of Timor Leste.

Therefore, the institutional capacity development is the main long term strategy aiming to develop existing capacities of three types of organisations – Government (SEPI/SEM and line ministries, local Government bodies), an academic institution - Gender Studies Centre at the University of Timor Leste; and the Rede Feto as a network of women’s groups. This strategy requires inputs such as direct technical advice, technical support and facilitation of trainings on skills building, development of practical tools, support / facilitation of advocacy by gender advocates in Government and CSOs were designed to lead to increased level of knowledge and skills for drafting gender responsive action plans, budgets in pilot districts and by the ministries at central level. The CSO institutional strengthening includes their substantive advocacy on GRB, as well as organisational and financial management. All planned inputs, immediate outputs lead to overall institutional strengthening of Government entities to better mainstream gender equality concerns across policies, programmes, processes and budgets.

The project’s Theory of Change builds on the complex concept of institutional capacity development of gender equality and women’s empowerment. It requires establishment of strong multiple interrelated linkages among various individuals, organisations and networks / groups of organisations

and groups of individuals. Changes happening over long period of time in understanding, knowledge, skills, attitudes and behaviour of individuals that gradually and incrementally transform into organisational change.

Individual's level:

- Individual's understanding and awareness of equality and women's rights in communities, (resulting in public awareness)
- Individual's knowledge of concepts on gender equality, of women's equal rights and technical skills and abilities of individuals to translate the knowledge into policy and implement in their work
- Individual's commitment and leadership, especially in decision making positions in Government, research organisation and civil society organisations

Organisational level:

- Organisational goals for gender equality set in policies and plans
- Processes within organisations that ensure inclusiveness and accountability

Larger system's level:

- Interrelations, interactions among various institutions, individuals and groups of individuals in larger systems
- Networks among various stakeholders to ensure inclusiveness and accountability

The theory of change implies multiple changes at various levels that should occur to enable stronger institutions. Some changes may be tangible in form of organisational plans and policies while changes in understanding, attitudes and behaviours present a challenge for capturing and require specific indicators to measure them as well as efforts for measuring them.

4.2. Project design and results framework

Based on study of documents and interviews with UN Women, the ET found the following with regards to the project's design:

- Two Outcomes of the project were designed to address the above complex tasks of institutional change within Government and civil society with a view of gradual change over longer period of time that would occur beyond the project's lifetime. The project's long term capacity development strategy was intentional. Also, the individual and organisational capabilities and capacities to mainstream gender equality among various organisations were uneven and generally low. This was especially true for new areas and new partners in the SAR Oecusse, local administration in pilot districts, UNTL and local civil society organisations.
- The project was built on achievements of previous and ongoing projects and programmes of UN Women and aimed to continue strengthening of the national women's machinery, line ministries and major women's rights CSOs and networks, expand advocacy of gender

champions and continue awareness raising work on gender equality at national and local levels. For example, the project design was built on the results of previous project on Gender Mainstreaming and MDG project which supported the establishment of Gender Working Groups in sectors and local administration and the NGO Gender Responsive Budget Working Group.

- However, the project's immediate outcome 1 "Gender equality provisions of the Programme of the 5th Constitutional Government in three selected ministries (Finance, State Administration and Justice) implemented" was over-ambitiously designed for the planned 3 year time period. This outcome belongs to intermediate level result that can be achieved in longer period of time. This formulation has resulted in unrealistic expectation that the pre-existing capacities of the three Ministries were solid enough to allow the implementation of the Government plans related to those three ministries. Contrary to that assumption, the project design focused on building capacities for planning, budgeting, and monitoring of implementation, but not on actual implementation of these plans. Therefore, the ET suggests are formulated Outcome 1 for use in this evaluation "Capacity of the Government of Timor Leste to integrate gender equality in Government plans and budgets increased in selected ministries by 2017".
- Two outputs out of 4 for the Outcome 1, namely 1.1 and 1.3 were designed more realistically -Output 1.1 "Knowledge and tools to track, analyse and reports the gender responsive ministerial plans and budgets developed for use by stakeholders" and Output 1.3 "Capacities of three line ministries to draft gender responsive plans enhanced (Finance, State Administration and Justice)".
- Output 1.2 "Institutional Capacity of SEM strengthened to promote and implement its mandate of gender responsive budgeting, with prioritisation of three pilot ministries (Finance, State Administration and Justice)" is complex. It does not specify which aspects of institutional capacity it aims to improve. It could be a separate Outcome on its own because it implies a higher level result than output.
- The output 1.4 "Capacities of Government at district level in at least three pilot districts strengthened to mainstream gender at decentralised level at through the district GWGs". However, the Government's plan for deconcentration and decentralisation has been delayed as more preparations were required to roll out this work. This type of risk has not been foreseen in the project documents.
- Outcome 2 "Gender equality advocates capacities to demand accountability increased" is appropriate. It allows flexibility for the project to work towards various aspects of institutional capacities of gender advocates and could include individual, organisational or larger system levels. Two outputs are appropriate.
- The Performance Measurement Framework (PMF): Complexity of institutional strengthening requires a set of quantitative and qualitative indicators to capture both tangible and intangible results. At the design and inception phases the Project's PMF has identified only one quantitative indicator to measure progress for each outcome and output, a target and a baseline for most of outputs. The PMF has not been reviewed and revised during

implementation phase, no additional indicators were proposed to better capture progress of the project. This has constrained tracking progress of the project and did not allow more comprehensive and systematic collection of information that could measure multiple dimensions of institutional capacity development.

- Overall, the reconstructed Theory of Change provides a logical linkage of how four outputs for the revised Outcome 1 and two outputs for the Outcome 2 contribute to both outcomes.
- It appears that there was a need for a specific Outcome or Output on changing public awareness. This is particularly important for pilot sites, new locations with new target groups. The ET considers that this was a missing result statement in the project framework.
- Overall design of the project did allow flexibility to adapt to challenges, emerging opportunities and needs in changing developmental context of the country.

Relevance

The project design is highly relevant to the overall goal of the Government of Timor Leste. The VI Constitutional Government Programme reassured its commitment to gender equality as the “central consideration for all government programmes and decision making”. It recognises that gender equality as a cross-cutting issue that needs to be addressed through a whole Government approach requiring high levels of coordination, cohesion and collaboration among all sectors. The CEDAW Committee (2015) recommended to the Government of TL to strengthen national women’s machinery in terms of human, technical, financial and the decision making power, to put the monitoring systems under the auspices of the MoF and develop a comprehensive system for data collection disaggregated by gender, to assess the impact and effectiveness of gender responsive budget policies and programmes.

Evidence collected from project partners shows that the project has supported the implementation of Government priorities in line with the CEDAW Concluding Observations of 2009 and 2015. Examples of highly relevant support are the following:

- Capacity development in the General Directorate of Statistics for disaggregated statistics in the census and household survey resulting in improved statistical tools
- Technical assistance to the SEM and the UPMA for strengthening coordination in the Government
- Technical advice and support to the line ministries such as MoF, State Administration, and to the Parliament staff in gender analysis of the State Budget and sectoral annual action plans
- Strengthening of CSO networks in monitoring of Government obligations, analysing state budget and developing advocacy proposals for law reform

Effectiveness

Assessment of Progress

Progress on Development Goal: “Government demonstrates increased accountability to implement gender equality commitments”

Indicator	Baseline	Project completion
No indicator in the project document. The ET proposed a new indicator: Number and quality of Government reports that contain analysis of progress on gender equality and women’s empowerment	The Initial Report to CEDAW 2009 was written by an international consultant with technical assistance of UN Women	Second and Third Combined CEDAW Report 2015 was prepared by the Government

The Government of Timor Leste has demonstrated increased accountability to gender equality. As noted in the CEDAW report, “it was prepared by the office of the Secretary of State for the Promotion of Equality (SEPI) in close collaboration with all relevant Government institutions and national institutions such as the office of the Ombudsman for Human Rights and Justice. Civil Society also participated through their contribution in the various consultations. The elaboration of the report was facilitated through the funding of activities (consultations, translation, and printing) and collaborative technical inputs from UN Women”. This development result was achieved through combined interventions of several programmes and projects of UN system, including UN Women’s past and current programmes. In the future, other Government reports to human rights treaty bodies, Universal Periodic Review and the SDG report should be analysed to see progress on Government’s accountability for gender equality.

Progress on Outcomes and Outputs

Working closely with national partners, UN Women has made strong progress on the achievement of outputs across two outcome areas. Progress has varied on outputs, influenced by political, social and economic constraints and, in part, by institutional weaknesses of partners.

Outcome 1: Gender equality provisions of the Programme of the 5th Constitutional Government in three selected ministries (Finance, State Administration and Justice) implemented

As discussed in section on project design and results framework (page 10) the Outcome 1 requires reformulation because it does not match the project design, the results framework and the theory of change. The project design did not entail supporting the actual implementation of the provisions of the Governmental programmes nor of the ministerial annual action plans, rather, it aimed to support the planning and budgeting processes in the Government and ministries. In addition, the approved

indicator 1.0.1 does not allow capturing the extent of implementation of Government Programmes. Thus, it is impossible to assess the progress toward the Outcome 1 in its current formulation.

The ET proposes the following revision of the outcome statement: “Capacity of the Government of Timor Leste to integrate gender equality in Government plans and budgets increased in selected ministries and Government units by 2017”. Additional indicators 1.0.2, 1.0.3 and 1.0.4 are proposed to capture results for this reformulated Outcome 1 at individual, organisational and larger system’s levels.

Indicator	Baseline	Project completion
<p>1.0.1. Number of line ministries that formulated gender-responsive ministerial plans with support from SEPI and submitted to the Council of Ministers</p> <p>Target:7 Ministries</p>	<p>4, with no budget visible</p>	<p>2014 – 14 line ministries, with no budgets allocated for 2015 State Budget</p> <p>2015 – 9 line ministries allocated budget for gender equality for 2016 State Budget</p> <p>2016 – 11 line ministries allocated budget for gender equality for 2017 Stat Budget</p>
<p>New 1.0.2. Number of Government staff trained by project on gender responsive planning and budgeting (disaggregated by position, agency and sex)</p>	<p>No baseline reconstructed by ET</p>	<p>By end of 2016, Over 200 civil servants (through SEM); and 152 staff in municipalities received introduction to GE</p> <p>163 Government staff strengthened on different aspects of GE.</p> <p>42 staff (26W/16M) of SEM; 67 staff of MAF (28 W/39M); and 54 other line ministries (18 W/36M)</p> <p>54 technical staff from Parliament received 40h training on GE.</p>
<p>New 1.0.3. Number of ministerial plans, policies and programme that address issues in the Government Programme on Gender equality and women’s empowerment are developed by or with support from SEPI /SEM and the project</p>	<p>No baseline reconstructed by ET</p>	<p>2015 – Strategy on Women’s Economic Empowerment of SEM</p> <p>2015 Maubise Declaration on Rural Women’s Economic Empowerment</p> <p>2015 - Draft Gender Equality Policy of the Ministry of Agriculture and Fisheries</p> <p>2016 – Revised Decree Law on Planning, Monitoring and Evaluation</p>
<p>New 1.0.5.</p>	<p>Draft laws on suco elections, on land</p>	<p>3 policies</p>

<p>Number of laws, policies and regulations adopted by the Government that address or integrate gender equality issues with support of the project</p>	<p>ownership, policy on implementation of law on DV</p>	<p>Decree law 3/2016 on administrative Decentralization integrate recommendations from SEM, and requests Municipalities to develop Gender Action Plan</p> <p>Suco (village) law 9/3026 introduced recommendations from CSO supported by UN Women, including gender quota for women candidates as suco chiefs in the suco election in 2016</p> <p>State budget documents (2014 to 2016) require ministries to integrate gender equality issues into annual plans and budgets of line ministries</p>
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This Outcome was well achieved. The target of 7 ministries which have incorporated gender equality in their annual action plans was surpassed. By end of 2016, 11 line ministries adopted annual action plans with allocated budgets for gender equality. In addition, three major policy documents aimed at women’s empowerment and promotion of gender equality were developed and two were adopted by the Government. By adopting the Maubise Declaration, nine Government Institutions agreed to work together to address the empowerment of rural women, a priority set by the VIth Government programme.

The most significant change for Outcome 1 is related to institutional processes being established and strengthened with contribution from the project. The UPMA in the Prime Minister’s Office initiated a process for coordinating gender responsive planning and budgeting with support and leadership of the Prime Minister. An institutional process facilitated by the PMO office across all line ministries /sectors resulted in Gender Budget Report 2016 that will allow future monitoring of the State Budget. This is a significant step forward to strengthening gender mainstreaming mechanism with a whole of Government approach.

Gender analysis was integrated in the Parliament revision of the State Budget documents and discussed during parliamentary debate of budget for 2016. It resulted in 11 %increase in budget allocation for activities on gender equality as compared with the previous year’s budget, despite of 29% of decrease in overall budget. The increased capacity of Government for gender budgeting in the state budget for 2017 has been demonstrated during discussions supported by the project in 2016.

Project initiatives contributed to the improved coordination of SEM with line ministries and local Governments through UPMA in the PMO.

Measuring progress on the Outcome 1 shows significant progress on building technical knowledge and skills in SEM and line ministries. 217 staff (102 women and 115 men) of ministries and national

Parliament were trained on gender equality and 352 received introductory trainings during the timeframe of the project. Series of technical trainings were supported by on-job mentoring by technical advisors of UN Women who were placed on long term assignment in the MoF and SEM. This contributed to increased understanding of gender responsive budgeting and planning by staff and deeper levels of knowledge reported by key informants. Although there has been no measurement of knowledge or survey among trainees, the existence of Government plans and budgets developed and adopted by the ministries provides a proof of emerging national expertise and leadership in respective Government offices.

Capacity development activities in the MAF commenced only mid-2015, with basic introduction of gender concepts in agricultural development. Still the project has been working jointly with MAF to develop a draft Gender Equality Policy and re-initiated the Gender Focal Point System. A total of 67 staff at MAF received training on Gender Equality. In the future, it will be important to analyse the extent of actual implementation of ministerial action plans that were developed during project years.

Output 1.1: Knowledge and tools to track, analyze and report the gender-responsive ministerial plans and budgets developed for use by key stakeholders

Indicator	Baseline and	Project completion
1.1.1: Number of tools developed by SEPI in monitoring budget allocations and tracking expenditures from a GE perspective. Target: at least two effective actions on monitoring budget allocation and tracking expenditure	1 checklist	2014 – 3 2015 – 3 2016 – 4 These tools include specific checklists for nine ministries, monitoring tools for AAP revision, State Budget analysis for Parliament, tool for monitoring implementation of GE commitments
New 1.1.2: Number of knowledge products and tools developed by line ministries or agencies for analyzing, monitoring action plans and budget allocations and tracking expenditure from a GE perspective	No baseline reconstructed	MoF developed a survey on attitudes and motivations of women and men in public finance sector with technical assistance from the project In 2016 UPMA developed jointly with SEM the Gender Report, which allows to monitor budget expenditure of line ministries based on their gender commitments.
New 1.1.3: Number of Government agencies which used knowledge products and tools developed by the project	No baseline is needed	Parliament, SEM and MoF used gender analyses of action plans and budgets developed by the project and/or Civil Society with support from project.
New 1.1.4: Total Score of targeted line ministries and state institutions using the gender	Baseline: Total Score of nine institutions –	Total Score of nine institutions – 310 (2017 Annual Action Plans). See annex 5 for detailed analysis of nine institutions.

score card on their Annual Action Plan	70 (2016 Annual Action Plans)	
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Output 1.1 has been well achieved. The number of tools surpassed the target. Knowledge products were found useful for the needs of target group and were utilised by the Ministries and the Parliament. Developed in highly consultative process with inputs from staff of ministries has helped to gain greater ownership of the products. Government agencies have used the checklists in their planning process in 2015 and 2016. In the future, it will be important to see how Government would use tracking and monitoring tools developed by the project. Initial analysis done by the project team, using a gender score card approach with a set of seven indicators, shows progress for nine Government institutions when comparing 2016 and 2017 Draft Annual Action Plans. Progress includes increased availability of sex-disaggregated data, clear targeting of women as beneficiaries of their programmes, minimum 30% targets for training of women civil servants, funding for gender equality projects, implementation of the gender working group and gender mainstreaming.

Output 1.2: SEPI's institutional capacity strengthened to promote and implement its mandate of gender-responsive planning and budgeting, with a prioritization of three pilot ministries (Finance, State Administration and Justice)

Indicator	Baseline	Project completion
1.2.1: Existence of the plan for implementation of gender equality provisions of the 5 th Constitutional Government Programme Target: Plan for implementation of 5 th Government programme elaborated	1 (National Action Plan on Gender Based Violence - 2012)	SEM adopted Women's Economic Empowerment Strategy for 2015-2017. SEM coordinated the adoption of Maubise Declaration, an inter-ministerial document for empowerment of rural women.
New 1.2.2: Number of line ministries, Government agencies at national / local level that SEM coordinates with to fulfill its mandate of gender responsive planning and budgeting	SEM provides targeted support to six line ministries (since 2012). SEM is observer in the Budget Review Committee (since 2010)	Through the PMO, SEM coordinates with all line ministries, and reaches all line ministries (for example at the Yellow Road workshop). In 2016 SEM provided targeted support to ten line ministries and Government Institutions with the project support.
New 1.2.4. Existence of Inter-ministerial processes on gender equality	Since 2009 GWG are mechanism for mainstreaming	In 2015, SEM is coordinating a new inter-ministerial process through UPMA at the PMO

	gender into line ministries	
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Output 1.2 was well achieved. SEM's coordination capacity among the Government entities increased through new mechanism in the PMO UPMA in charge of planning and monitoring of State Budget. In October, the Secretary of State for the Support and Socio-Economic Empowerment of Women (SEM) and the Prime Minister's Office (PMO), developed a gender report which facilitates tracking of implementation and financing of gender equality. Using the on-line monitoring system of the PMO, a tagging system was used to indicate the gender responsive activities in the 2017 Annual Action Plans of the 22 line ministries responsible for implementing the CEDAW Concluding Observations, the National Action Plan on Women, Peace and Security, the National Action Plan on Gender Based Violence and the Maubise Declaration for rural women's empowerment.

Output 1.3: Capacities of three pilot ministries enhanced to draft gender-responsive plans with corresponding budgets (Finance, State Administration and Justice)

Indicator	Baseline	Project completion
1.3.1. Existence of draft gender-responsive plans with corresponding budgets in three pilot ministries Target: at least two	2013 - 0	2014 – 1 AAP MoJ without budget 2015 – 4 (AAP MoF, MoJ, MSA, MAF) with gender provisions, 3 with budget 2016 – 4 (MoF, MoJ, MSA, MAF) with budget allocations
New 1.3.2. Number of civil servants in GWGs / line ministries who received training on drafting gender responsive plans with corresponding budgets, by position and disaggregated by sex	No baseline reconstructed by ET	217 staff of SEM, Ministry of Agriculture, Parliament received training on gender equality and 350 civil servants received introductory training on gender
New 1.3.3. Number of new programs on gender equality developed by Ministries for their respective sectors	Since 2014 MOJ is working on CEDAW based legal revisions	Since 2016 the Ministry of Finance started a new programme to support women's participation in leadership positions. Since 2016 the Ministry of Agriculture and Fisheries started a programme supporting women farmers in horticulture Since 2016 Ministry of State Administration included budget for training in the municipalities on Gender Mainstreaming.

The output 1.3 was well achieved. Ministry of Finance included a programme on affirmative action for women in leadership, Ministry of State Administration included budget for gender mainstreaming trainings in the municipalities and the Ministry of Justice (MoJ) included activities for developing second phase of Domestic Violence Programme and training at the legal and judicial training centre. Project collaborated with the UN Women CEDAW SEAP to develop capacities in the MoJ for law drafting and implementation, and developing annual sectoral action plan, for instance capacity building of Legal Training centre on gender sensitivity for lawyers, judiciary and other legal professionals.

Increased knowledge and skills of staff of ministries to apply gender responsive planning and budgeting was reported in the Ministry of Finance. Staff in the Ministry of Finance where capacity development started in 2014 and was supported by national technical advisor demonstrated greater uptake of knowledge. The use of gender budget tools in planning was evident. Aside of integrating gender in planning, the Ministry also demonstrated commitment to affirmative action for women in finance sector. Human resource department carried out a survey to examine barriers for women to enter the profession and career opportunities for female civil servants in the Ministry.

Beyond three pilot Ministries, UN Women developed a new partnership with the Ministry of Agriculture and Fisheries where initial training was held in the last 18 months of the project that introduced basic concepts of gender mainstreaming. This new partnership laid a foundation for future work on gender in the agriculture sector. The Ministry of Agriculture integrated a programme for young women (2016 Annual Action Plan) in agriculture and a programme on horticulture for women farmers (2017 Annual Action Plan) as an example of greater commitment to gender equality. The Civil Service Commission was among other Government agencies where capacity development and advocacy by UN Women resulted in initiatives to raise gender equality issues, for example, to adopt policy against gender based violence in public spaces.

Further, 25 staff of the national parliament received training on GRB and tested this knowledge during debates on the 2016 State budget.

Output 1.4: Capacities of Government at district level in at least three pilot districts strengthened to mainstream gender at decentralized level through the district GWG

Indicator	Baseline	Project completion
1.4.1 Percentage of district and local level Government officials with demonstrated increase in knowledge and skills after training and capacity building exercises Target: at least 50%	Capacity Assessment to be conducted at onset of project to show the initial level of knowledge	Training activities were postponed and therefore, not measured. There are reports of increased awareness of gender issues and women’s rights by local Governments as results of campaign supported by the project.

New 1.4.2. Number of participants of training and awareness raising events at decentralized level, by district, organization, position, sex	0	152 civil servants received induction training on gender responsive budgeting and gender mainstreaming at decentralized level in six municipalities
New 1.4.3. Number of advocacy, orientation, training and awareness raising events on gender mainstreaming at decentralized level, by district and type of event	0	3 - Women's Municipality Associations in Aileu, Ermera and Liquica held one day dialogues with the local Governments

Output 1.4 has been partially achieved for reasons beyond control of UN Women. Despite of delays in rolling out decentralisation, UN Women undertook activities in awareness raising and basic orientation of district GWG in six municipalities and dialogues. A national NGO, Fundação Patria, carried out advocacy work on promoting women candidates to village chief elected position, targeting local Government and communities at large. This resulted in greater understanding of concepts of gender equality, and issues in national and local contexts. The focus of debates were women's leadership and participation in elected government bodies at village level. 300 women candidates were trained at local level to run for the elections. As result, the number of women suco chiefs during 2016 elections has increased. This work laid a solid foundation to continue skills building for those elected female chiefs to formulate gender responsive local policies and plans along with male chiefs.

The project initiated partnerships in the Special Zone of Social Market Economy in the SAR Oecusse where UN started discussion on greater gender integration in the development plan. CSO partners in the Zone achieved greater awareness of women's rights in the communities through media campaigns and through social accountability campaign (see Outcome 2)

Outcome 2: Gender equality advocates capacities to demand accountability increased

Indicators	Baseline	Project completion
<p>2.0.1: Number of budget assessments conducted by CSO networks</p> <p>Target: three additional assessments (MOSA, MoF, MoJ) by 2016</p>	<p>2013 – 1 (MoJ)</p>	<p>Total 3</p> <p>2014 – 1</p> <p>2015 - 1 Charts of demand and state budget assessment submitted to parliament</p> <p>2016 – 1 budget assessment submitted to parliament</p>
<p>New 2.0.2. Number of research, monitoring and advocacy proposals developed by CSOs that promote and demand accountability of the Government on GEWE, including in law and policy reform at national and local levels</p>	<p>No baseline reconstructed by ET</p>	<p>Two CSO proposals on budget were accepted by the Parliaments during budget discussions on 2016 State Budget.</p> <p>CSOs developed proposals on draft land law, taxation policy, on national programme of action on DV are currently debated in the Parliament and Government.</p> <p>NGO proposal for gender quota in the law on suco election was adopted</p>

Significant progress was achieved toward the Outcome 2.0. The capacity of Civil Society Organizations (CSOs) has increased not only in terms of their advocacy with the Government on gender equality issues but also organisations became stronger, expanded networks within larger gender architecture of Timor Leste.

NGO Working Groups supported by UN Women (on Gender Responsive Budgeting and on Legal Review) consistently carried out advocacy with SEM and the Parliament. Government recognised their technical expertise, called for inputs during parliamentary debates. The law regulating the suco chief elections (Suco Law 9/2016) was adopted with strong CSO advocacy for gender quota. CSO could submit and advocate for their proposals during debates on land law and drafts of other laws and policies.

Women’s activism increased in communities where project supported work of Luta Hamutuk on gender and social accountability of Petroleum Fund. More women have started raising their issues with local suco and district administration, prompting them to address and debate the issues at central level.

Public awareness about women’s equal rights to land ownership, to life free of violence and women’s political rights in rural communities increased through community radio broadcasting. Trained radio

journalists developed talk show programmes based on local priorities. Immense interest was reported by journalists as they received feedback, queries and requests to continue programmes.

Output 2.1: Capacity of Gender Studies Center, UNTL strengthened to develop and implement curriculum on gender and development

Indicator	Baseline	Project completion
2.1.1. Existence of courses on gender and development Target: by 2015, at least four courses offered on gender and development	1 on gender and agriculture	No progress
2.1.2. Number of teachers, researchers and students who enhanced their knowledge through GSC	0	8 teachers exchanged knowledge of gender studies
2.1.3. Existence of the GSC development plan	0	A strategic plan for development of the Gender Studies Centre approved by the UNTL

The output 2.1 was not fully achieved. Despite of adoption of the Strategic Plan of the Gender Studies Centre of the UNTL for 2014-2018 the project could not overcome difficulties due to differences in views between the GSC and UN Women on the ways forward. Lack of funding arising from fluctuation of currency exchange has also affected this output. Work on this output offers a valuable lesson learned emphasising the need for a thorough capacity assessment of a partner.

Output 2.2: Capacities of women’s organizations to monitor implementation of the gender equality provisions of the 5th Constitutional Government Programme strengthened

Indicator	Baseline	Project completion
2.2.1. Existence of framework to monitor implementation of the gender equality provisions of the 5 th Constitutional Government Programme Target: by 2014, framework to monitor implementation of the gender equality of the 5 th Government Programme developed	2013 - none	2014 – Framework developed with Rede Feto based on CEDAW Concluding Observations 2009 2015 – CEDAW shadow report developed and submitted 2016 – Draft Framework developed by NGO CEDAW Secretariat based on CEDAW concluding observations 2015

New 2.2.2. Number of new tools developed and introduced /implemented by CSOs on institutional strengthening of organizations	0	<p>Rede Feto introduced internal policies on administration, finance and human resource management.</p> <p>A new Strategic Plan (2016-2020) was adopted by the network that would direct its work in the next 5 years.</p>
New 2.2.3. Number of advocacy events, socialization and training of Government organized by CSOs on priority issues of gender equality supported by the project	0 in 2014 on State Budget	<p>CSO meetings/presentations with parliament on state budget:</p> <p>One in 2015 and four in 2016 (for advocacy on respective State Budget 2016 and State Budget 2017)</p> <p>Continuous advocacy of 100% Hau Prontu network (led by Fundação Patria) and advocacy with law makers on draft legislation on suco law, municipal law and land law.</p>
New 2.2.4. Number of new tools, knowledge products, guidance developed by CSOs on priority themes that integrate gender equality	0	Rede Feto, Fundação Patria, Search for Common Ground, community radios, developed and used several new tools, guidance and advocacy documents
New 2.2.5. Number of new joint activities /networking / partnerships among CSOs	<p>2012 – CEDAW watch group</p> <p>2012 – GRB Group</p>	<p>2014 – 2 (1 joint conference)</p> <p>2015 – 4 (2 events; 1 conference; 1 campaign on women’s leadership – 100% Hau Prontu)</p> <p>2016 – 5 (3 joint advocacy events – land law, suco law, municipal law; 2 joint events)</p>
New 2.2.6. Number of newly trained women, activists and community leaders on gender responsive planning at local levels, monitoring and accountability (by project)	N/A	47 CSO advocates received training on budget analysis. 160 women in Oecusse were trained on accounting, small business management, business models on fruit and vegetable processing. 219 women candidates in preparation of suco chief election. 20 radio journalists trained on substantive issues of gender equality, and skills on developing radio programmes.
New 2.2.7		Public awareness raised in Dili, Oecusse, Covalima and two other districts on

Extent of Public awareness raising campaigns on gender equality by CSOs		importance of women’s participation in public life Community awareness of women’s equal rights increased as result of community radio programme
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The output 2.2 was well achieved and surpassed planned numbers. The capacity of gender advocates has increased. The pool of gender advocates in civil society expanded as new CSO partners have developed new programmes on demanding accountability of Government inclusive of gender equality. Each of CSOs supported by UN Women’s project demonstrated increased capacity of individual members, of their organisations, and of their abilities to network and interact with other organisations within larger systems.

However, the work in Oecusse was affected by the lack of partners on the ground and limited capacities of existing women’s groups. An initial investment was made in locally based women’s associations and community radios to build their capacity for future advocacy with the Government of the Special Autonomous Regions of Oecusse-Ambeno (SAR) and local administration. This has started to yield results that could lead to next step of advocacy work with the Special Zone’s administration.

UN Women’s support to Luta Hamutuk NGO working on social accountability resulted in greater women’s participation in local development forums. Women’s activism at local level become visible, with older women been engaged in dialogue with authorities.

An important entry to the SAR Oecusse, one of the fastest growing regions, was support to local women’s business association Fundasaun Esperansa Enclave Oecusse (FEEO) by providing them training on business management, accounting, skills building for small scale enterprises. Women beneficiaries met several challenges in sustaining their businesses, for instance, vegetable chip processing was hit by draught. Although important for economic empowerment of rural women, the intervention fell short of achieving its purpose on strengthening the organisation and building capacity to hold local Government accountable. FEEO is still very fragile and dependent on further funding. The project’s aim to strengthen the women’s organisation itself and its capacity to advocate with the local authorities is yet to yield a significant result. The evidence showed that short term projects are not be sufficient to build capacity necessary for advocacy, as they require sustained guidance and continuous support.

Another intervention in Oecusse through support of local radio under the project with the international organization Search for Common Ground has brought better awareness of women’s rights. The radio carried on programmes gender equality issues after completion of activity with the Search. As unintentional effect of the project the local radio has gained recognition for high quality radio programmes and got funding from other donors.

Partnerships with stakeholders

UN Women worked effectively to engage with a wide range of stakeholders, including well established partners and new partners which were strategically important for entry into new areas of work or geographic regions.

Government partners included national women's machinery – SEM, Ministries of Finance, Justice and State Administration. UPMA in the Prime Minister's Office has become a strategic partner of UN Women supporting gender responsive planning and budgeting. Also, Parliamentary Budget Committee

Inter-Ministerial Gender Working Group has been an important partner to engage with line ministries, particularly non-traditional partners for UN Women. At later stage of the project, Ministry of Agriculture and Fisheries became a new key partner. The Gender Studies Centre of the UNTL presented a testing ground for UN Women.

With regards to CSOs, UN Women continued working with the REDE FETO, the major network of women's groups, and NGOs such as Fokupers, Alola Foundation, Patria, Women's Association in Oecusse (Feto Esperansa Enclave Oecusse). UN Women made efforts to engage non-traditional CSOs and succeeded in establishing good partnerships with gender mixed NGOs working on human rights - Luta Hamutuk, Search for Common Ground and community radios in 4 districts. These groups have facilitated greater women's participation in advocacy and monitoring of Government on ground.

The project facilitated the work of informal networks such as GRB Working Group and GEDAW Watch Group comprised of several various CSOs. All NGO partners expressed satisfaction with results achieved although they felt a need for continued support to their institutional strengthening and advocacy work.

Incorporation of human rights and gender equality

The project is well aligned with the national context in promoting gender equality and women's human rights. The project is built on capacities of duty bearers to fulfil their obligations to women of Timor Leste and of rights holders to claim their rights. It supported dialogues and consultations between Government and civil society. This collaboration resulted in successful adoption of NGO proposal for gender related budget in the 2016 State budget.

As recommended by the CEDAW Committee in its Concluding Observations of 2015, with support of the project, priority issues of gender equality have been well incorporated in the 2016 gender analysis of state budgets, Ministerial action plans, and in draft laws and policies. For instance, project supported advocacy of NGOs on village chief election to promote women's participation at village level resulting in the adoption of the law.

Awareness raising activities of the project addressed women's rights to land and property, gender based violence, empowerment of most marginalised women, putting in place affirmative action, gender quota and other enabling conditions for women and girls to enjoy equal rights with men.

Collection and use of monitoring data

Overall, UN Women reporting system enables aggregation of key results by Impact Area of country programme. Key monitoring and reporting tools of the project include project annual progress report to donor and results matrix of PMF.

Regular monitoring was held by the Programme Manager, however, use of PMF itself as a monitoring tool appeared to be limited. The project's specific results tracking system did not allow unified data collection from consultants, implementing partners or other sources. There was no aggregation of results in the tracking system as per the project results framework. These deficiencies can be explained by insufficient set of indicators that omitted important results generated by the project. For example, the lists of participants of training organised by UN Women were sufficiently disaggregated by position and sex, but the database did not contain information about participants of training activities carried by partners. Overall, it was not possible to aggregate all data, year by year.

The assessment of knowledge gained and usefulness of training were mainly assessed by the long term national and international consultants in their monitoring reports. Follow up or satisfaction surveys among ex participants to explore how useful was the knowledge gained, how they have used it and whether more support was required should be carried out as part of monitoring of project progress...

Efficiency

Evidence demonstrates that UN Women has delivered project outputs in timely and efficient manner. Challenges of operational nature were sorted out as quickly as possible. Several implementing partners complained about lengthy procedures required to release funds, however most of them were satisfied with the way how UN Women office handled operational hindrances, while only one partner felt strongly about delay which caused disruption to planned activities.

For the most partners, the provision of project resources for work on mainstreaming gender equality in national budget and ministerial action plans were adequate, particularly this was relevant to technical assistance provided by UN Women in a timely manner.

Partners stated that project resources were utilized efficiently. For example, the placement of the long term national technical advisor on gender in the MoF was cost effective that delivered sustained on-job capacity development and mentoring as compared to alternative ways of technical assistance. Direct technical assistance by UN Women played an important role in advancing gender mainstreaming processes in the Government and civil society. UN Women could quickly respond to requests for technical advice as well as to financial support. With regards to work in Oecusse where costs are high, alternative ways were explored to work with local CSO implementing partners. Not enough evidence was collected to assess cost effective alternatives vis-à-vis quality of results. It should be noted that the design of some interventions for NGO advocacy in Oecusse has not yielded desired results partly due to the need to seek entry points, build initial relationships and trust with local partners.

Partners agreed that UN Women administered project in an efficient and transparent manner.

The project employed direct implementation modality and, to lesser extent, project cooperation modality with key partners. This decision was made based on capacity assessment of implementing partners in line with UN Women Operations Manual. Improved capacities of partners in managing funds will help to move to cooperation modality.

Project implementation encountered shortage of funds caused by unfavourable currency exchange during second half of the project. A management decision was made to terminate activities under the output 2.1, which was affected by other challenges and further progress appeared unlikely. This has not critically affected the project as other partners were not distressed by shortage of funding.

Sustainability

The project made a significant contribution towards institutionalisation of gender equality at individual, organisational and larger system levels for both Outcomes. Bold support to the governmental mechanism and process enabled the national women's machinery – SEM - to coordinate and influence gender responsive planning and budgeting within the Government.

Building ownership of interventions and results by partners was incorporated in the project design and implementation from the very beginning. The following strategies were put in place and utilised throughout the project implementation:

- Internalising knowledge on gender responsive planning and budgeting by Government staff in their work
- Providing technical support and facilitating advocacy for laws, policies, plans, regulations, circulars, orders in the Government units that promote gender equality and women's human rights
- Supporting institutional processes in governments for monitoring the implementation of gender responsive plans and budgets
- Increasing awareness of CSOs and communities of gender equality and women's rights and the need for
- Building knowledge and practical skills, tools on how to claim rights at local and national levels
- Use of CEDAW process for holding Government accountable

Stakeholders expressed strong sense of ownership of the project. Within the government, trained staff of ministries have already carried out activities on their own, using tools developed and newly obtained skills in their daily work. Presence of national technical advisor in the Ministry of Finance and of a long term international technical consultant facilitated this process by building confidence among staff as well as influencing the leadership of decision makers.

UPMA at the PMO office also expressed confidence for continued coordination of gender mainstreaming within the Government structure. This newly established mechanism is likely to sustain because "UPMA as a technical unit of the PMO would exist in future".

Similarly, the project's investment in institutional strengthening of NGO community is demonstrated in individual and organisational ownership of results and strengthened internal policies and programs on gender equality. There are cases when NGOs have used their newly acquired knowledge and skills to advance the accountability for gender equality. For example, community radio journalists in Oecusse trained by Search for Common Ground continued talk shows on priority issues of women's rights after project completion, moreover, they could get more funding from other donors to continue broadcasting on the priority themes. Work with voluntary radio journalists has a great potential for replication to other districts of Timor Leste. Luta Hamutuk, NGO, also continued engaging women in community monitoring of the Petroleum Fund that is likely to sustain in long run.

In general, both Government and NGOs have increased pools of national experts with expertise on GRB and planning. Gender advocates increased their confidence in policy advocacy. However, there is no documented evidence of how the former participants of UN Women training activities have used or replicated the knowledge and skills. Although the project did not conduct a follow up survey to capture level of confidence or levels of satisfaction, many key informants expressed a need for continued support to trained individuals so that they start translating knowledge into action. This is particularly important to decentralised Government units and NGOs working at local levels.

Participatory inclusive processes ensured high quality analyses, knowledge products, guidance tools, and training materials that were developed in consultation with stakeholders, thus, these materials were grounded in local realities and suited the needs of audience / target groups.

On the other hand, integrating training modules into curriculums of training institutions is an ideal way for achieving sustained use of training modules and materials by future students. It requires specific engagement with a training unit of Government. The project attempted to integrate training on gender responsive planning and budgeting into training department of SEM and MoF, however, there is need to assess the extent to which they can carry on the training modules on their own.

The project did conscious efforts to consolidate some of the achieved results during last year of implementation. However, it did not develop an exit strategy that could direct partners to mobilise funds required to carry on in near future. Overall, the sustainability of project achievements remains fragile, with some positive elements, and requires continued support. Partnering with other UN agencies may be a helpful way to ensure sustainability. For instance, UNICEF expressed interest to support the institutional processes for planning and budgeting on priority issues.

Lessons Learned

This project highlights the need for a bold and continued support of Government budget processes. It is evident from project implementation that institutional strengthening of gender equality requires long term support to gender responsive budgeting as the main tool for mainstreaming gender in the Government. Government commitments at highest level cannot be realised without dedicated budget in the State Budget and in annual sector plans of Ministries and local Government units. GRB should be linked with human rights obligations of the Government under CEDAW which the project also supported and thus, resulted in greater commitment of the Government to GRB following CEDAW reporting in 2015.

Building accountability of Governments, negotiating with partners, establishing mechanisms require longer processes than a three-year project. These involve strong leadership of multiple actors at various levels.

In terms of strategies for ensuring adequate planning for gender results, long term placement of national technical advisor in the Ministry of Finance, SEM and Prime Minister's office has proven to be very effective. This approach requires negotiations with the Government at initial stage but it brings a lasting capacity enhancement of individual staff and greater incorporation of gender concerns in ministerial plans and policies, including those on human resource development. This approach can be recommended for other developing countries where lack of technical expertise and political leadership on gender equality impedes development processes.

UN Women's focus on enhancing national women's machinery's coordination role (both horizontal and vertical across Government and local administration) was utilised through an effective mechanism of the PM Office when an opportunity occurred.

Building partnerships and engaging non-traditional NGO partners to work with women's rights CSOs was effective. For instance, participation of gender mixed groups in NGO analysis of state budgets has enhanced overall NGO advocacy, created greater impact in the Government decisions and promoted women's visibility in activism around accountability of local Government. Use of community radio to raise awareness of gender equality and women's rights issues in remote rural areas helped to raise priority issues on women's rights in regions where women have limited access to justice. This awareness raising prepares local communities for monitoring and advocacy with Government.

However, short term projects of one to one and a half years may not bring desired results for partners. Addressing economic empowerment with political empowerment of women works well in longer term, under dedicated larger scale projects, with larger funds. The project of UN Women did not have enough resources to support and guide a small under-resourced group in remote area (FEEO).

Developing new partnerships require extensive consultations and preparatory work before committing. For example, partnership with the GSC UNTL required capacity assessment of the centre prior to the project formulation. Earlier engagement of a proposed partner at project design stage would help to agree on parameters and criteria for collaboration.

With regards to broader institutional capacity strengthening of organisations and networks, there is a need to support organisations - both Government and CSOs - in implementing their institutional mandates that would cover broader range of activities, thus requiring larger size contracts.

UN Women use of Results Based Management: Flexible approach during implementation of the project has played a positive role as it enabled using opportunities when they appeared during political developments. However, these developments should be reflected in the management decisions (by a Project Steering Committee or another appropriate decision making body) with documented changes in the project document and its performance measurement framework. This would ensure greater ownership by stakeholders and their accountability for project result. Project did not establish a Steering Committee to review project progress, approve annual work plans as it was stated in the project document. Existence of such a body (SC or technical group) could help to adjust project

approaches and make necessary changes if needed, select more appropriate capacity development interventions, etc. For example, change of pre-selected three pilot ministries - Finance, State Administration and Justice – to Finance and Agriculture caused by external factors should have been reviewed and changes approved.

Lack of iterative process for PMF revision during implementation phase did affect systematic data collection. Annual reporting and planning processes are the opportunities for such revisions.

Conclusion and Recommendations

UN Women project “Institutional Strengthening of Gender Equality and Women’s Rights in Timor Leste” made a significant contribution to strengthening the institutional mechanism and processes for integrating gender equality in policies, plans and budgets at national and local levels. It substantially improved capacities in the Government and civil society organisations to implement commitments to gender equality and women’s empowerment. Overall, it laid a solid foundation for institutional change in the Government and CSO networks.

The ET scored the performance of the project using a four-point rating scale: very good, good, satisfactory and poor.

Evaluation criterion	Score	Remarks
Relevance	Very good	The Goal, Outcomes, Outputs of the project are highly relevant to the national priorities set out in the V and VI Government Programmes, long term sustainable development plan 2030, international commitments to gender equality under CEDAW and other human rights treaties.
Effectiveness	Good – outputs are achieved, with reservation for one output	The capacity of partners was strengthened during the project through trainings on gender responsive planning and budgeting, on advocacy for law and policy reform, for monitoring of implementation and on results based management, other skill- building activities which would contribute to the development and implementation of future work on gender equality.
Efficiency	Satisfactory	Activities were implemented in a cost efficient and timely manner.
Sustainability	Satisfactory – some outputs will continue while some	The overall project results have a solid potential to last beyond project timeline, but most partners in the Government and civil society need longer support to firm up the established mechanism, processes and partnerships.

	require more support	
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Recommendations

The achievements that have been made by UN Women on institutionalisation of gender equality in Timor Leste must be further supported and nurtured. Key recommendations for the overall UN Women country programme that ET note are as follows:

To UN Women:

On substantive areas of programming for institutionalisation of gender equality:

- A second phase of the project is needed to support the ongoing initiatives in the Government and civil society, with focus on their institutional strengthening, built on the achievements and lessons learned from past experiences. For instance, the work with the MoF and MAF that has been initiated by the project needs to be continued in a systematic manner,
- Programming on Gender Responsive Budgeting is the key programme for integration of gender into all sectors, into hard or non-traditional sectors of finance, trade, industry, extractive industry, agriculture, construction, infrastructure, environment or tourism,
- Programming on economic empowerment of women, especially of rural women, if UN Women to roll out larger programmes in Timor Leste, should be integrated with advocacy of gender advocates for gender responsive budgeting,
- Special attention to integration of training in specialised training institutions of Government / public administration should be considered to achieve better sustainability of results,
- Roll out development and implementation of pilot models in two or three selected municipalities / districts,
- Further support partnerships among women's rights groups and non-traditional NGO partners such as human rights groups with focus on social accountability,
- Utilise innovative strategies (social media) while continuing public awareness raising reaching out to remote rural areas,
- Engage all stakeholders early in the design of programme, particularly with the non-traditional, new partners in new geographic locations or thematic areas

- Assess the potential and opportunities for continued work in Oecusse and select partners that could deliver desired results in effective and efficient manner

On results based management at all stages of project formulation, implementation and monitoring:

- Strong linkages between UN Women programmes and projects should be continued while keeping in mind the project specific planned outcomes and outputs during implementation, monitoring and reporting processes,
- UN Women should carry out evaluability assessment of projects at the beginning of the project implementation, identify challenges and gaps for systematic monitoring of project's progress,
- In addition to the UN Women corporate reporting system, a project / programme specific system for data collection ensures systematic data collection and use in daily project monitoring work, and allows capturing results at impact, intermediate and immediate outcome levels,
- Ensure iterative process for review of project performance measurement framework that would reflect changing or evolving development contexts of country,
- Allocate adequate resources for systematic monitoring, including follow up surveys, satisfaction surveys and other in-depth analytical tools,
- Consider establishing a project steering committee that would assess progress and make management decisions vis-a-vis planned results. It is also useful for facilitating networking among stakeholders, better coordination, synergies and potential joint activities, Alternatively, a project advisory committee or technical committee could be established to serve for quality assurance of project activities, provide advice to programme as well as assist in gaining greater national ownership of the project. It also promotes sharing experiences among stakeholders,
- Overall, training and refresher trainings on results based management for country offices would help to keep the focus of specific programmes and projects on track and maximise efficiency and effectiveness
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To SEM:

- Continue strengthening the coordination function for gender equality across line Ministries and local Governments by ensuring integrated, coherent approach among sectors. Convene regular monitoring exercises for adopted cross sectoral documents such as Maubise Declaration

- Strengthen its training function by rolling out programs for gender focal points in decentralised Government units
- Assist line ministries in implementing their sectoral plans and programmes by facilitating gender training, i.e. application of gender concepts in specific sectoral issues by working together with sectoral specialists such as agriculture

To donor/s:

Numerous evaluations of gender mainstreaming interventions have proven the need for long term sustained support for institutional mechanisms, processes and organisations as these involve changing attitudes, perceptions and behaviours. Donors should engage in closer monitoring of projects, results reporting and learning. Although integrating gender equality into aid modalities presents many challenges, linking them with MDGs would allow better integration of gender concerns in overall development agenda involving finance, industry, agriculture, environmental sectors

Annex 1. List of documents reviewed

1. Project document
2. 1st annual report
3. 2nd annual report
4. 3rd annual report
5. Project Performance Framework for 3 quarter of 2016
6. Checklist for gender sensitive planning and budgeting of State Action Plans
7. Letter from the Prime Minister's Office to Line Ministers on Gender Mainstreaming in the AAP 2016
8. Gender Studies Centre, National University of Timor Leste, 5year strategic Plan 2014-2018
9. Analysis of plenary debates during the 2016 State Budget Debates
10. Gender analysis of the 2016 State Budget of Timor Leste,
11. Analysis of Annual Action Plans of Line ministries from gender perspective
12. Report of the CSO on GRB
13. Maubise Declaration
14. CEDAW Second and Third combined periodic report of the Government of Timor Leste 2014
15. CEDAW NGO alternative report 2015
16. CEDAW Concluding Observations 2015
17. V Government Programme 2012
18. VI Government Programme 2015 <http://timor-leste.gov.tl/?cat=39&lang=en#prog1.6>
19. ADB Country Gender Assessment, 2014
<https://www.adb.org/sites/default/files/institutional-document/84126/timor-leste-country-gender-assessment.pdf>
20. Final Evaluation Report of the CEDAW SEAP, UN Women, 2016
21. Draft Evaluation Report, ERAW Asia Pacific Programme, UN Women, 2016

Annex 2 List of persons interviewed

No	Name	Position	Organization
1	Santina Soares	Adviser	Ministry of Finance
2	Epi Orleans	Coordinator	UPMA
3	Henry Da Silva	National Director	SEM
4	Ubalda Felipe Alves	Adviser	SEM
5	Dina Maria Mota	Gender focal point	MAF/Planning Unit
6	Dinorah Granadeiro	Director	Rede Feto
7	Laura Pina	Director	Patria
8	Antoneta da C. Soares	Finance & Admin Officer	Patria
9	Merita de Jesus Marques	Director	FEEO
10	Nelson Miranda	Researcher	Luta Hamutuk
11	Gil da Conceição	Chief of gender unit	UNTL
12	Zevonia Viera	Media Specialist	Search for Common Ground
13	Juliana Yayu	Finance Officer	Luta Hamutuk
14	Alberto Piedade	Coordinator	Ministry of Finance
15	Teresa dos Santos	Group leader	Bifel binipu group of FEEO
16	Maria Lafu	Group leader	Bifel Bitimo of FEEO
17	Peger	Director	Community Radio of Oe-cusse
18	Cesar Martins Melito	Chief of Cabinet	GDS/national statistic
19	Joaniha Sarmento	Staff	SEM Aileu
20	Lucia Expostu	Member	FADA Aileu
21	Ludifina Martinho Mendonça	Member	FADA Aileu
22	Agustinha Gomes	Chief Department of Advocacy	FADA Aileu
23	Joana Maria Babo	Vice President	FADA Aileu
24	Silvina M. Martins	President	FADA Aileu
25	Adelaide de Carvalho	Village chief	Aileu

Annex 3 Detailed Methodology

Template for Key Informant Interview with Government		
City, district:		Date:
Location:		
Name of Interviewee, agency and position:		
Notes		
Evaluation Area	Evaluation Questions	Responses
Relevance	<ul style="list-style-type: none"> i. To what extent were the interventions/activities in Project relevant to and/or complemented national/provincial policies, strategies and budgets? ii. Did Project align with and contribute to international conventions (e.g. CEDAW) and related documents, e.g. CEDAW Concluding Observations? iii. How relevant did you (stakeholder) find your participation or involvement at any level in interventions/activities? 	
Effectiveness	<ul style="list-style-type: none"> i. To what extent have the two outcomes in the project been achieved, or are expected to be achieved. To what extent the outcomes have contributed to overall Goal of Project? ii. What worked well and what did not in the key interventions in Project. Specify reasons for successful and un-successful strategies and approaches: <ul style="list-style-type: none"> a. Capacity development of staff of Government agencies on gender responsive policy planning, budgeting 	

	<ul style="list-style-type: none"> b. Leadership and political commitment building in the Government agencies at decision making level c. Coordination of gender equality among ministries and other Government agencies? d. Coordination with advocacy efforts from CSOs and GSC /UNTL e. Technical support and assistance by the Project f. Development of knowledge products, training materials, tools or analytical reports <ul style="list-style-type: none"> iii. To what extent has Project advocated the gender equality issues in the national planning process at central and decentralized levels in pilot districts? iv. To what extent have the gender advocates in Government been successful in advocating for a positive policy environment among Government agencies at central and in pilot districts? v. Have the CSO groups been useful in advocating for gender equality and women’s empowerment at central and decentralized levels in pilot districts? vi. What external challenges has Government encountered in adopting and implementing project outcomes and outputs? 	
Efficiency	<ul style="list-style-type: none"> i. Was there an adequate provision of resources for integrating gender equality in national budgets and AAPs? ii. Were project resources utilized efficiently to address the needs of the IPs and women? iii. Has UN Women administered Project in an effective and transparent manner? 	
Sustainability	<ul style="list-style-type: none"> i. To what extent did Project support institutional change leading to? <ul style="list-style-type: none"> a) Ownership of interventions and results b) Addressing gender equality issues and rights of women in long term policies, laws, programmes, strategies and plans of Government c) Availability of political, social, economic opportunities for women at national and decentralized levels 	

	<p>d) Integrating training modules into curriculums of training institutions?</p> <p>e) Building and expanding pool of local gender experts</p>	
Overall Outcome of the Project / Impact	<p>i. What has been the overall result or impact of project activities?</p> <p>ii. Have there been any unforeseen/unintended impacts/results?</p> <p>iii. Do you have any specific recommendation/s on the future direction of UN Women’s programming?</p> <p>iv. What are the key lessons learnt from Project by Government?</p>	
Lessons Learnt	Best Practices	Challenges
Recommendations		

Template for Key Informant Interview with Non–Government organisations	
District/City:	Date:
Location:	

Name of Interviewee:		
Notes		
Evaluation Area	Evaluation Questions	Responses
Relevance	<ul style="list-style-type: none"> i. To what extent were the interventions/activities in Project relevant to and/or complemented national/local policies, strategies and budgets? ii. Did Project align with and contribute to international conventions (e.g. CEDAW) and related documents, e.g. CEDAW Concluding Observations? iii. How relevant did you (stakeholder) find your participation or involvement at any level in Project interventions/activities? 	
Effectiveness	<ul style="list-style-type: none"> i. To what extent have the outcomes in Project been achieved? ii. What worked well and what did not in the Project and specify reasons for successful and un-successful strategies and approaches: <ul style="list-style-type: none"> a. Capacity building of institutions (NGOs) b. Capacity building on individual gender experts in CSOs / students c. Technical support and assistance provided by project in support of NGO advocacy? d. Development of knowledge products and monitoring tools 	

	<p>e. Strengthening coordination mechanisms among CSOs and of CSOs with Government</p> <p>iii. To what extent has Project advocated the agenda of gender equality and women's empowerment at all levels</p> <p>iv. To what extent have the CSOs been successful their advocacy for a positive policy environment?</p> <p>v. Have the CSOs, women's groups and committees been useful in advocating for women rights, gender equality and empowerment at national and local levels?</p> <p>vi. What external challenges has NGO encountered in adopting and implementing Project outcomes?</p>	
Efficiency	<p>i. Was there an adequate provision of resources for achieving planned results in the intervention as an investment in short-term, medium-term and long-term benefits?</p> <p>ii. Were Project resources utilized efficiently to address the needs of the IP and target women?</p> <p>iii. Has UN Women administered Project in an effective and transparent manner?</p>	
Sustainability	<p>iv. To what extent did Project support institutional change leading to?</p> <p>a) Ownership of interventions and results</p> <p>b) Addressing gender equality issues and rights of women in long term programmes, strategies and plans of the NGO</p> <p>c) Using materials, training modules, knowledge products after completion of Project?</p> <p>e) Building and expanding pool of gender experts in the organisation</p>	

Overall project Outcome / Impact	i. What has been the overall project outcome / impact of project activities? Have there been any unforeseen/unintended impacts/results?	
	ii. Do you have any specific recommendation/s on the future direction of UN Women's programming?	
	iii. What are the key lessons learnt from Project by NGO?	
Lessons Learnt	Best Practices	Challenges, needs
Recommendations		

Template for Focus Groups with NGOs						
District:			Date/Time:			
Location:						
Names of Participants:						
1		4		7		10
2		5		8		11
3		6		9		12
Criteria		Evaluation Questions			Responses	
Training and Capacity Development		What type of trainings have you received? How Many? From whom and when?				

	<p>Have you received any specific skill training? What type? From whom and when?</p> <p>Have you received support for application of your new knowledge and skills? From whom and when?</p>	
Advocacy, research, analysis and monitoring	<p>What type of advocacy, research, analysis or monitoring work have you participated in? How many times? With whom and when? How advocacy materials were used, where and when? What was the result of your advocacy?</p>	
Community Organising and Women Empowering	<p>What type of community activity have you participated in? How many times? With whom, when and where? What was result of your intervention?</p>	
General Questions	<p>How have you personally, your community, your organisation benefitted from this intervention?</p>	
Additional Information:	Responses/Notes	
Key Results		
New Approaches/Innovation		
Good practices or examples		
Lessons Learned What you would do differently next time?		

Recommendation to SEM, UN Women?	
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Template for Focus group with Ministries							
District:				Date/Time:			
Location:							
Names of Participants:							
1		4		7		10	
2		5		8		11	
3		6		9		12	
Criteria		Evaluation Questions				Responses	
Training and Capacity Development		What type of trainings have you received? From whom and when? Have you received any specific skill training? What type? From whom and when?					
Relevance		How relevant was participation in project activities (training, etc.?) to your work in the Ministry?					
Effectiveness		How have you personally, your department and Ministry benefitted from the project? Did it meet your expectations and needs? Have you learned new knowledge, describe more specifically					
Sustainability		Do you feel ownership of new knowledge and issues? Have you already used the knowledge and skills in your work? How?					
Key Results							

Innovation	
Good examples	
Lessons Learned	
Recommendation to SEM, UN Women and others	

Template for Focus Group at SEM							
District:				Date/Time:			
Location:							
Names of Participants:							
1		4		7		10	
2		5		8		11	
3		6		9		12	
Criteria		Evaluation Questions				Responses	
Training and Capacity Development		What type of trainings have you received? From whom and when? Have you received any specific skill training? What type? From whom and when?					
Technical Advice and Support		What kind of technical advice or support have you received from UN Women? Briefly describe, from whom and when?					

Relevance	<p>How relevant was participation in project activities (training, etc.?) to your work in the office of SEM?</p> <p>How relevant was technical support and advice to you and your work? In what ways?</p>	
Effectiveness	<p>How have you personally, your department and Office of SEM benefitted from the project? Did it meet your expectations and needs? Have you learned new knowledge, describe more specifically</p>	
Sustainability	<p>Do you feel ownership of new knowledge and issues? Have you already used the knowledge and skills in your work? How?</p>	
Key Results		
Innovation		
Good examples		
Lessons Learned		
Recommendation to SEM, UN Women and others		

Annex 4 – comparison of 20 Government institution’ inclusion of Government GE recommendations against requirements.

		CEDAW	NAP GBV	NAP WPS	Maubise Declaration
1	Ministry of Interior	x	x	x	
2	Ministry of Health	x	x	x	x
3	Ministry of Social Solidarity	x	x	x	
4	Ministry of Justice	x	x	x	
5	Ministry of Education	x		x	
6	Secretary of State for the Support and Socio-Economic Empowerment of Women	x	x	x	x
7	Ministry of Defense			x	
8	FFDTL			x	
9	Secretary of State for Communication (SECOM)			x	
10	Ministry of Foreign Affairs (MNEG)			x	
11	Secretary of State for Youth and Sports (SEJD)			x	
12	Ministry of State Administration (MAE)	x		x	x
13	Prime Minister's Office (GPM)			x	x
14	National Police (PNTL)	x		x	
15	Ministry of Agriculture and Fisheries (MAP)	x			x
16	Secretary of State for Vocational Training and Employment Policy (SEFPOPE)	x			x
17	Ministry of Commerce Industry and Environment (MCIA)				x
18	Ministry of Tourism, Arts and Culture (MTAC)				x
19	Ministry of Public Works, Transport and Communication (MOPTC)				x
20	Ministry of Finance	x			

x	Responsible for implementation of the GE commitment
	Activities directly contributing to implementation of GE commitment included in AAP with budget
	Activities indirectly contributing to implementation of GE commitment included in AAP with/out budget
	No activities included contributing to GE commitment

Annex 5 - Comparison of the 2016 – 2017 AAPs of Nine Line Ministries and Government Institutions

Line Ministries	2016	2017
Ministry of Agriculture and Fisheries	Total Score: 0	<p>Total Score: 30</p> <ul style="list-style-type: none"> • Staffing Profile: The 2017 AAP reported 14% increase of women civil servants. • Disaggregated Data in the AAP: The 2017 AAP reported 36% of Activities as disaggregated by sex, which lead to the 2017 AAP being granted a value of 5. • Gender Equality Services: the 2017 AAP included 2 Activities which could be considered to benefit women and may indirectly empower women but the goal is provision of agricultural supplies and not explicitly empowerment. The 2017 AAP was given a value of 5. • Budget for Gender Equality and Women's Empowerment Activities: The 2017 AAP provided 6% of its budget for activities aimed to increase gender equality or women's empowerment, and therefore was granted a value of 10. The 2017 AAP budget for activities aimed to increase gender equality or women's empowerment was \$674,500.00 USD, with the total 2017 AAP budget being \$12,104,000.00 USD. • Fund Transfer: The 2017 AAP provided for 50% of women to be targeted through fund transfer, and was therefore given a value of 10, with the allocated budget being \$309,500.00 USD.
Ministry of Education	Total Score: 10	<p>Total Score: 65</p> <ul style="list-style-type: none"> • Staffing Profile: 38% of women civil servants for the Ministerio Da Educacao were reported in the 2017 AAP, leading to a value of 5 being granted. 22% of women in management positions were reported in the 2017 AAP, leading to a value of 5 being granted. • Training: The 2017 AAP provided for education policies which implemented training opportunities for women. In the 2017 AAP, a 50% minimum of training opportunities (scholarships and technical courses) were awarded to women. Therefore the 2017 AAP was given a value of 10. • Gender Working Group: The 2017 AAP reported that Resolution No 27 2011 was in the activities. Therefore the 2017 AAP was given a value of 10. • Disaggregated Data in the AAP: There was no disaggregated indicators in the 2017 AAP as a whole, however, 5 Activities show results disaggregated by sex, resulting in a value of 5 being granted. • Beneficiaries: Women were listed as 50% beneficiaries (both as students and as professors) in the overall 2017 AAP. Therefore, the 2017 AAP was given a value of 10. • Gender Equality Services: The 2017 AAP had Activities which were aimed at integrating gender equality, and another Activity which was aimed at implementing a national inclusive education policy. Therefore the 2017 AAP was given a value of 10. • Budget for Gender Equality and Women's Empowerment Activities: The 2017 AAP budget for activities aimed to increase gender equality or women's empowerment, the budget was reported as being \$25,591,000.00 USD, or 89% of the overall budget of the AAP. The 2017 AAP was granted a value of 10.
Ministry of Finance	Total Score: 30	Total Score: 40

	<ul style="list-style-type: none"> Staffing Profile: The 2016 AAP had one activity which ensured a minimum of 35% of women in management positions. The 2016 AAP was granted a value of 10. 	<ul style="list-style-type: none"> Staffing Profile: The 2017 AAP reported 31% of women civil servants, and therefore, the 2017 AAP was given a value of 5. Gender Working Group: The 2017 AAP was given a value of 5. Disaggregated Data in the AAP: the 2017 AAP, 33% of data was disaggregated (2 out of 6 relevant indicators were disaggregated by sex). The 2017 AAP was given a value of 5.
Ministry of Health	Total Score: 10	Total Score: 20 <ul style="list-style-type: none"> Staffing Profile: 46% of women as civil servants in the 2017 AAP, which was granted a value of 5. Beneficiaries: The 2017 AAP was reported to not benefit women (but it was acknowledged that many women are benefiting from health services), so the 2017 AAP was granted a value of 5.
Ministério do Interior	Total Score: 20 <ul style="list-style-type: none"> Budget for Gender Equality and Women's Empowerment Activities: 22% of the 2016 AAP was allocated to women's empowerment Activities (>21% more than the 2017 AAP), resulting in a value of 10 being granted to the 2016 AAP. 	Total Score: 10 <ul style="list-style-type: none"> Staffing Profile: Although granted a value of 0, the 2017 AAP reported a 12% increase of women as civil servants. There was also a 12% increase of women in management positions. Disaggregated Data in the AAP: Although granted a value of 0, the 2017 AAP reported 13% of data as being disaggregated,
Ministerio Interior PNTL	Total Score: 0	Total Score: 5 <ul style="list-style-type: none"> Gender Equality Services: The 2017 AAP was granted a value of 5 for two activities which were aimed at women; an activity to make accessible dormitories suitable for female members and an activity for a classroom that accumulates the entire learning process.
Ministério da Justiça	Total Score: 0	Total Score: 30 <ul style="list-style-type: none"> Staffing Profile: 24% of women civil servants in the 2017 AAP. Therefore, the 2017 AAP was granted a value of 5. Training: In the 2017 AAP, 2 activities target 30% of women employees on training. The 2017 AAP received a value 5. Gender Working Group: The 2017 AAP GTJ implements 3 activities which provide an integrated approach to gender policy. The 2017 AAP received a value 10. Gender Equality Services: in the 2017 AAP, 6 Activities which aimed to increase gender equality and women empowerment. The 2017 AAP was given a value of 10.
Minsiteriu Solidariedade Social	Total Score: 0	Total Score: 30 <ul style="list-style-type: none"> Staffing Profile: The 2017 AAP was granted a value of 5 as 30% of civil servants were women. Gender Working Group: The 2017 AAP was granted a value of 5 for monthly meetings that are held with the GTJ.

		<ul style="list-style-type: none"> • Gender Equality Services: In the 2017 AAP, four Activities explicitly targeted women empowerment. The 2017 AAP was granted a value of 10. • Budget for Gender Equality and Women's Empowerment Activities: The 2017 AAP provided 24% of its budget for activities aimed to increase gender equality and women empowerment (\$35,859,529.25 USD of the total budget of \$150,386,523.00 USD). The 2017 AAP was granted a value of 10.
SEPFPOPE	Total Score: 0	<p>Total Score: 65</p> <ul style="list-style-type: none"> • Staffing Profile: The 2017 AAP received a value of 5 for 37% women civil servants. The 2017 AAP received a value of 5 for 28.30% of women in management positions. • Training: The 2017 AAP included 16 Activities aimed at promoting services in terms of vocational training, employment and work areas, and therefore was given a value of 10. • Gender Working Group: The 2017 AAP was granted a value of 10 for its implementation of the GTJ. • Disaggregated Data in the AAP: In the 2017 AAP, 18 Activities show results disaggregated by sex (62%), thus receiving a value of 10. • Beneficiaries: The 2017 AAP was granted a value of 5 for 49% of women being targeted as beneficiaries for vocational training programs. • Gender Equality Services: The 2017 AAP was granted a value of 10 for 14 Activities which targeted 50% women as beneficiaries. • Budget for Gender Equality and Women's Empowerment Activities: The 2017 AAP was granted a value of 10 for 6% of its budget being allocated to increase gender equality or women's empowerment (\$450,000.00 USD of the total budget of \$7,500,000.00 USD).

Terms of Reference

International Consultant (Team Leader)

**Evaluation of Project Institutional Strengthening of Gender Equality and Women's Empowerment
in Timor-Leste (2013 – 2016)**

UN Women Timor-Leste

Duty Station/Location:	Home-Based with visit to Dili, Timor-Leste, and travel to the districts
Application Deadline:	5 October 2016
Type of Contract:	Special Service Agreement (SSA)
Language required:	English
Starting Date:	19 October 2016
Expected duration of the assignment:	2 months (19 October – 20 December 2016)

1. Background

UN Women, grounded in the vision of equality enshrined in the Charter of the United Nations, works for the elimination of discrimination against women and girls, the empowerment of women, and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action, peace and security.

UN Women in Timor-Leste is working in partnership with stakeholders in four main priorities areas to contribute to UN Women's global goals such as women's economic empowerment, women in peace and security, ending violence against women, and mainstreaming of gender equality into national planning and budgeting.

The Fifth Constitutional Government was inaugurated on 8 August 2012 following successful Presidential and Parliamentary Elections. In February 2015 it was replaced, after a smooth political transition to a smaller Unity Government and new opportunities to advance gender equality. Having moved away from peace building to state building, the Government of Timor-Leste is focusing its efforts on socio-economic development and institutional strengthening as outlined in the V-VIth Government Programme.

In Timor-Leste gender equality is guaranteed by the Constitution of 2002, and the Government as a signatory of CEDAW has committed to eliminate any form of discrimination against women.¹ Gender equality and women's empowerment is part of the Government's ambitious 20 year Strategic Development Plan and they have set the target to be "a gender fair society where human dignity and women's rights are valued, protected and promoted by our laws and culture" by 2030.² Gender mainstreaming has been adopted as a strategy for achieving gender equality since 2002 by the various Constitutional Governments. Since 2011, the country also has a Gender Working Group system at the highest level of decision making in all line ministries and secretary of states, as well as in the districts, with the objective to ensure gender mainstreaming at all Government levels.

Description of the project

UN Women launched the project "Institutional Strengthening for Gender Equality and Women's Empowerment in Timor-Leste" in June 2013 for three and a half year, finishing in December 2016. It is generously funded by the Government of Norway through the Norwegian Ministry of Foreign Affairs. The project's **overall development goal** is for the Government of the Democratic Republic of Timor-Leste to demonstrate increased accountability for the implementation of gender equality commitments.

The expected **outcomes** of the project are:

- 1) Gender equality provisions of the Programme of the Fifth Constitutional Government in three selected ministries (Finance, State Administration and Justice) implemented by 2017; and
- 2) Gender equality advocates' capacities to demand accountability increased

The project is aligned to the UN Women Development Results Impact 5: *Governance and national planning fully reflect accountability for gender equality commitments and priorities* and to the Country Impact 4: *Governance and national planning fully reflects accountability for gender equality commitments and priorities*. It is also aligned to Government priorities as set out in the Strategic Development Plan 2011-2030 (SDP), as well as in the V-VIth Constitutional Government Plan.

The project's theory of change focuses on strengthening the institutional capacity of Government entities to mainstream gender across policies, programmes, processes and budgets. Institutional strengthening is one of the pillars of our work in Timor-Leste. UN Women is providing technical and financial support for capacity development as a sustainable strategy to our partners to lead and promote gender equality and women's rights in Timor-Leste. Aligning with national priorities, UN Women with United Nations Country Team had provided inputs into the Vth Government Programme and one of the key programme areas is capacity development on mainstreaming gender into policies, programmes, laws, plans and budgets.

¹As part of the Fundamental objectives – "Section 6: The fundamental objectives of the State shall be: j) to promote and guarantee the effective equality of opportunities between women and men"; as well as under Part II: Fundamental Rights, Duties, Freedoms and Guarantees, where section 16 which provides protection against discrimination and section 17 guarantees women and men the same rights and duties in family life, political, economic, social and cultural.

² Timor-Leste Strategic Development Plan 2011-2030

Of increasing importance to gender mainstreaming interventions in Timor-Leste is review of internal structure, procedures, culture and human resources of institutions and organisations, as well as in their respective programming practice. While efforts have focused on integrating gender equality principles into policies, plans, laws and programmes, the review of structures, procedures and human resources/internal capacity and measurement of these require building and strengthening.

Therefore the project is designed to utilize existing mechanism within the Government and Civil Society, and review internal structures, procedures, cultural and human resources for the advancement of women. The project also looks at building capacity of gender advocates especially to ask the Government to be accountable towards gender equality.

The project supports the Secretary of State for Support and Socio-Economic Empowerment of Women (SEM) in performing its role as a catalyst, advocate and oversight agency within the Government system to incorporate gender equality principles into plans, programmes, structures and budgets of Government organizations, aligned to its strategic goals 2010-2015:

Goal 1) Building SEM's institutional capacity in gender mainstreaming;

Goal 3) Advocate for gender mainstreaming in Government institutions and state agencies.

The project has built the capacity of SEM to interact with key institutions as the Prime Minister's office and the Ministry of Finance, and not to only rely on the gender architecture of gender mainstreaming, namely the Gender Working Groups (GWG) and the district GWG. Strategic partnership with the Ministry of Finance and Prime Minister's Office on planning and budgeting has started to provide an effective entry points for mainstreaming of gender into the key sectors of the Strategic Development Plan and the V-VIth Government Programme.

For this, SEM's role had to be enhanced in providing expertise on gender mainstreaming utilizing on one hand the planning and budgeting systems of the Government and on the other the GWG to advocate mainstreaming of gender into the Strategic Sector and Sub-Sector Groups of the SDP.

Framed by international standards and norms, using a multi-treaty approach (CEDAW and other HR treaties, Beijing Platform for Action and Strategic Development Goals), technical assistance is provided through SEM to the Gender Working Groups at national level on use and analysis of data for policy making and annual planning and budgeting, implementation and monitoring. In order to support the implementation, monitoring and reporting of CEDAW, increased support will be needed to collect sex disaggregated data, raise awareness about CEDAW and build Government capacity to implement, monitor and report about CEDAW. The CEDAW review process scheduled for 2015 and the 2015 National Census has been an opportunities for coordination across sectors, and work with the General Directorate of Statistics to improve data collection.

The project initially targeted two sub-sectors of the SDP, namely decentralization and justice. With the VIth Government increased interest for economic development, and the amended mandate of SEM on Socio-Economic Empowerment of Women, the project includes Agriculture as a key focus area, seen the high number of women involved in this sector. The delays and restructuring of the roll-out of the decentralization process have also impacted the ability to work in a sustainable way to this role.

Therefore capacity of civil society, through the Gender and Decentralization Working Group was built to be able to monitor the process and advocate for gender sensitive policy reforms.

In addition, civil society organizations representing women's voice to call to account commitments made on gender equality and women's empowerment need sustained strengthening. Rede Feto is a network of 24 member organizations that has been an important venue for mobilization of support on women's rights in Timor-Leste. The role of Rede Feto as a collective voice of advocacy around issues of gender equality and women's empowerment is crucial and therefore requires support. As with many CSOs, financial, administration and management of the Secretariat of the network has been an issue in the past years and as such has affected the role of Rede Feto as an advocacy network. Support to Rede Feto has been provided to ensure that accountable financial and management systems are put in place in order for the Secretariat to better serve its members. The project has been looking at building institutional capacity of the Secretariat of Rede Feto and its network members on financial management and advocacy. In addition, capacity development also focused on substantive areas of women's human rights, including monitoring implementation of CEDAW in sectors and tracking expenditure of State budgets. Ownership building is the key priority of the project support to the Rede Feto Network.

In complement to SEM's role, it is seen as crucial to develop capacity in training and academic institutions to create national capacity on Gender Equality to decrease reliance on international experts in the longer term. The project initiated cooperation with the National University of Timor-Leste (UNTL), through the Gender Studies Centre, to develop the GSC curriculum with ownership and support from staff members currently running the Centre as well as integrated gender and development into core courses of UNTL.

Project expected results are the following:

Project Goal: Government demonstrates increased accountability to implement gender equality commitments

Outcome 1: Gender equality provisions of the Programme of the 5th Constitutional Government in three selected ministries (Finance, State Administration and Justice) implemented

Output 1.1: Knowledge and tools to track, analyse and report the gender-responsive ministerial plans and budgets developed for use by key stakeholders

Output 1.2: SEPI's institutional capacity strengthened to promote and implement its mandate of gender-responsive planning and budgeting, with a prioritization of three pilot ministries (Finance, State Administration and Justice)

Output 1.3: Capacities of three pilot ministries enhanced to draft gender-responsive plans with corresponding budgets (Finance, State Administration and Justice))

Output 1.4: Capacities of Government at district level in at least three pilot districts strengthened to mainstream gender at decentralized level through the district GWG

Outcome 2: Gender equality advocates capacities to demand accountability increased

Output 2.1: Capacity of Gender Studies Centre, UNTL strengthened to develop and implement curriculum on gender and development

Output 2.2: Capacities of women's organizations to monitor implementation of the gender equality provisions of the 5th Constitutional Government Programme strengthened

2. Objectives and scope

The purpose of the end-of-project evaluation is to conduct an independent evaluation, by an external team (composed of international team leader and national team member), of the *Institutional Strengthening for Gender Equality and Women's Empowerment in TL* project for the overall timeframe of the project, since June 2013 until the day of the evaluation. It is mandatory as agreed with the Royal Ministry of Foreign Affairs of the Kingdom of Norway.

The evaluation will assess the project relevance, effectiveness and efficiency, and sustainability. More specifically the objective of the evaluation is to:

- Assess programmatic progress (and challenges) at the outcome level, with measurement of the output level achievements and gaps and how/to what extent these have affected outcome level progress.
- Relevance of the project strategy and design in the evolving context of Timor-Leste
- Effectiveness of the programme of achieving the specific results of the programme
- Progress made by SEM, Rede Feto and other partners in institutional capacity to maintain results over time
- Provide recommendations with respect to future gender mainstreaming interventions.

The evaluation is expected to contribute to SEM's and UN Women's planning process and overall learning on Gender Responsive Governance. It will contribute to Results Based Management and feed into the 2017 Mid-Term Review of UN Women's Strategic Note 2015-2019 and future programming on gender-responsive governance. The primary user of the evaluation will be the Secretary of State for the Support and Socio-Economic Empowerment of Women and UN Women. Secondary users will be other partners working on gender mainstreaming and gender responsive budgeting.

The evaluation is planned for August-November 2016. It will look at the output achievements, and how these have been leading or not to the outcomes of the project. The evaluation will be conducted in Timor-Leste, in the capital Dili, with field visit to Aileu, Ermera or Liquica.

The evaluation will specifically include:

- UN Women Timor-Leste
- Main Implementing Partners (Government, CSOs) of the project
- Specific sites for the evaluation will be further worked out by the respective UN agencies during

the actual planning of the evaluation process.

3. Evaluation questions

The following preliminary questions are expected to be reviewed by the evaluation international team leader, with support of the national consultant once recruited, in coordination with the Evaluation Management Group. The evaluation will address the criteria of project relevance, effectiveness and efficiency, and sustainability. Below is a guiding list that will later be adapted by the consultant.

- 1) Assess the relevance of the project's contribution to the intervention at national levels and alignment with international agreements, and national priorities on Gender equality, women's empowerment?
 - What is the value of the project in relation to Timorese women's need, national priorities, National Development Plans, CEDAW, Beijing Platform of Action, Strategic Development Goals, Financing for Gender Equality?
 - Are there any aspects which should be considered to make the project more relevant to the current and future needs of Timor-Leste?
 - What are the results of the project – intended and unintended, positive and negative – including social, economic and environmental effects?
- 2) Assess effectiveness and efficiency in progressing towards the achievement of project results.
 - Is the programme achieving satisfactory results in relation to stated outcomes and outputs? What are the reasons for the achievement or non-achievement?
 - To what extent has the programme strengthened the role of women's rights activists, and national women's machinery in the budgeting process and advocacy for gender responsive governance?
 - Did the project contribute to developing capacities in the municipalities (Aileu, Ermera, and Liquica) on gender equality?
- 3) Assess the sustainability of the project in achieving sustained results
 - To what extent was capacity of targeted partners developed in order to ensure sustainability of the efforts and benefits?
 - To what extent was institutional change conducive to systematically addressing HR & GE concerns achieved?
 - To what extent did the project adapt to the changes in political context?
 - Are any further activities/inputs needed to ensure sustainability of the programme
- 4) Identify and validate lessons learned, good practices and examples and innovations of efforts that support gender equality and human rights in area of work.
- 5) Provide actionable recommendations with respect to UN Women's future gender mainstreaming interventions.

4. *Evaluation methodology*

The Evaluation Methodology

The evaluation methodology will be developed by the Evaluation Team leader, with support from the national member, and presented for approval to the Evaluation Steering Committee. The methodology should use a combination of quantitative and qualitative research methods that are appropriate to address the main evaluation questions. The evaluation will be a transparent and participatory process, involving relevant UN Women stakeholders and partners in Timor-Leste. The evaluation will be based on gender and human rights principles as defined in the UN Women Evaluation Policy and adhere to the United Nations norms and standards for evaluation in the United Nations Systems. The guiding documents for evaluation at UN Women, including the Evaluation Policy, Evaluation Chapter of the POM, the Global Evaluation Reports Assessment and Analysis System (GERAAS) **evaluation report quality checklist**, the United Nations System Wide Action Plan Evaluation Performance Indicator (UN-SWAP EPI) and the UN Women Evaluation Handbook.

The evaluation should draw on the previous evaluations done in Timor-Leste on Gender Mainstreaming, Gender Responsive Budgeting and Institutionalization of Gender Equality.

The consultants' team are expected to:

- (i) **Participate in an inception meeting:** The evaluator team will attend an inception meeting (through skype) where he or she will be oriented on programme objectives and key progress made. The evaluation team will have the chance to meet with UN Women staff working on this programme.
- (ii) **Conduct a desk review** which will focus on an in-depth context analysis of the Project, and also answer some questions of relevance. The documents include all relevant documents on the project, the project document, Logframe, implementation plan, monitoring reports, donor reports (progress reports), project publications, existing national and international reports on gender equality and women's rights situation, etc.
- (iii) **Present and discuss an Inception Report** to the Evaluation Steering Committee. This report should include, but not limited to:
 - Interpretation of the Terms of Reference
 - Detailed Work Plan Schedule – Detailed Data Collection Methodology Data Collection Tools
 - Review of evaluation questions, performance criteria, issues to be studied;
 - Description of theory of change/intervention logic;
 - Work plans for all members of the evaluation team with clear timelines and responsibilities;

- Evaluation matrix (with at least evaluation questions, indicators, methods of data collection, data sources, evaluation criteria).

The report will be finalized in agreement with UN Women.

- (iv) **Conduct Key Informant Interviews:** Key informants are individuals who are knowledgeable or experienced in a specific areas or aspects of the Joint Programme. For the purposes of this evaluation the key informants could range from Steering and Technical Committee members, key staff of participating agencies and Ministries, key civil society partners, implementing partners, and representatives of the beneficiary groups. Depending on the nature of information required, available time and resources, the evaluating team will conduct semi-structured individual or group interviews. This methodology will be useful for triangulating information and interviewing a broad range of stakeholders.
- (v) **Conduct Focus Groups / Consultation Workshops:** *Focus group discussions can gather in-depth qualitative information from a group of participants with a similar background/role in the Joint Program – for example, civil society partners, community leaders, program participants / beneficiaries, etc. The discussion will be facilitated and guided by a list of topics/questions developed by the evaluating team. The team will also identify focus groups based on the areas of evaluative inquiry. The evaluation is particularly encouraged to use participatory methods to ensure that all stakeholders are consulted as part of the evaluation process.*
- (vi) **Conduct Field and site visits:** A selection criteria will be developed in consultation with the evaluation team, the Joint Program management unit as well as national leadership
- (vii) **Organize presentation of preliminary findings** to the Evaluation Reference Group members.
- (viii) Support in the dissemination of information through developing a comprehensive report and develop a synthesized knowledge product.
- (ix) The evaluation is expected to apply a **gender responsive** approach to assessing the contribution of UN Women to development effectiveness. It should identify expected and unexpected changes in target and affected groups. It is anticipated that the evaluation will apply process tracing to identify the mechanisms of change and the probable contributions of UN Women.
- (x) The evaluator should take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights; for example, the limitations of the sample (representativeness) should be stated clearly and the data should be triangulated (cross-checked against other sources) to help ensure robust results.

5. Evaluation Process and Time Frame:

The evaluation process is divided in four phases:

- 1) Preparation, mainly devoted to structuring the evaluation approach, preparing the TOR, compiling programme documentation, and hiring the evaluation team/consultant;

2) Conduct: Inception, which will involve consultations preparation of the inception report and finalization of evaluation methodology; Data collection and analysis, including desk research and preparation of field missions, visits to project sites, meetings, consultations and group discussions.

3) Reporting: presentation of the preliminary findings, draft and final Evaluation Report; and

4) Dissemination and follow-up, which will entail the development of Management Response, uploading it on Evaluation resource Centre

The timeframe allocated for the completion of the Evaluation process is from September 2016 to February 2017.

6. Composition, Skills and Experience of International Evaluator:

The international evaluator will be leading a team including national evaluator. He will undertake the evaluation, having experience linked to evaluation, gender equality and gender mainstreaming.

Required Skills and Experience of the International Evaluator:

- At least a master's degree in evaluation, sociology-anthropology, international development, gender/women studies or related areas. A special training in evaluation is an asset.
- 7 years of working experience in evaluation, and at least 5 in evaluation of development and gender projects.
- A strong record in designing and leading gender-sensitive evaluations; experience in evaluation of programs of 1 million USD is an asset.
- Demonstrated knowledge of gender mainstreaming and/or gender responsive
- Strong knowledge and skills of quantitative and qualitative data collection and analysis
- Ability to produce well written reports demonstrating analytical ability and communication skill.
- Experience in participatory approach is a must as well as facilitation skills and ability to manage diversity of views in different cultural contexts.
- Familiarity with the political, economic and social situation in Timor-Leste
- Fluent in English, knowledge of Tetum or Bahasa Indonesian would be an asset.

7. Management of the Evaluation

The International Consultant will work under the overall guidance of the UN Women Country Representative and under the direct supervision of the UN Women Gender Mainstreaming

Programme Specialist. The international consultant will lead the other national consultant. The UN Women TLCO will manage the final evaluation and provide coordination in the field including logistical support.

The evaluation will be conducted in accordance with UN Women evaluation guidelines and UNEG norms and standards. Upon completion of the evaluation, UN Women has the responsibility to prepare a management response that addresses the findings and recommendations to ensure future learning and inform implementation of relevant programmes. The evaluation management structure will be comprised of the coordinating entity (Management Group) and the consultative body (Evaluation Reference Group). The TLCO Programme Specialist will manage the day-to-day aspects of the evaluation.

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

The **Evaluation Reference Group** will provide direct oversight, safeguard independence, and give technical input over the course of the evaluation. It will provide guidance on key deliverables (Inception Report and Evaluation Report) submitted by the evaluation team. It will also support dissemination of the findings and recommendations. The Evaluation Reference Group is integral part of the evaluation management structure and is constituted to facilitate the participation of relevant stakeholders in the design and scope of the evaluation, raising awareness of the different information needs, quality assurance throughout the process and in disseminating the evaluation results.

8. Inputs

- UN Women will provide the Consultant with background materials for the gender analysis of the report;
- The consultant is expected to work remotely using her/his own computer, but may access the UN Women office for printing of relevant documents or should he/she be required to work onsite at any point during the assignment.
- UN Women will also cover the costs for translation of materials as required throughout the duration of the assignment.

Short bios of evaluators

Amarsanaa Darisuren – Evaluator, team leader

Amarsanaa Darisuren, an international specialist on gender equality, has over 25 years of experience working on implementation, monitoring and evaluation of programmes on human rights of women and girls with UN organisations, governments and civil society in Asia Pacific region. She has field experience in Cambodia, Indonesia, Mongolia, Myanmar, Philippines, Thailand, Timor Leste, and Vietnam. Ms Amarsanaa Darisuren has expertise on broad range of issues pertaining to gender equality in law and policy reform, capacity development of duty bearers and rights holders. She has monitored and evaluated programmes on gender equality with focus on institutional strengthening in diverse contexts of developing countries.

Agustinho Caet – Evaluator

Agustinho Caet is a freelance consultant based in Dili, Timor-Leste. He has been providing services in the fields of Monitoring and Evaluation, Research, Training, Planning and Translation for a number of years starting in 2013 when he finished his contract-based employment with the Ministry of Education as a National Adviser. From 2006 to 2009, Mr. Caet has pursued his Education in the United States of America at the University of Hawaii, with a degree in Bachelor of Arts, specializing in International Education.