ENHANCING ACCOUNTABILITY FOR GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN NATIONAL REFORMS, PEACE AND SECURITY

Mid-Term Evaluation Report

ACKNOWLEDGEMENTS

DISCLAIMER

This project evaluation report presents the view of the evaluation team and does not necessarily fully correspond to the opinions of UN Women, or other state and non-state stakeholders referred to in this report.

Every effort has been made to ensure that the information given here is correct. Any factual error that may appear is unintended and falls under the responsibility of evaluation team.

ENHANCING ACCOUNTABILITY FOR GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN NATIONAL REFORMS, PEACE AND SECURITY

By Gheorghe Caraseni and Aleksandar Zivanovic
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ACRONYMS

BPfA	Beijing Platform for Actions
C	Conclusion/s
CEDAW	Convention on Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organization
DAC	Development Assistance Committee
ECARO	Europe and Central Asia Regional Office (UN Women)
EMG	Evaluation Management Group
ERG	Evaluation Reference Group
F	Finding/s
FGD	Focus Group Discussion
GE	Gender Equality
GEWE	Gender Equality and Women's Empowerment
HR	Human Rights
HRBA	Human Rights-Based Approach
IDPs	Internally Displaced Persons
KII	Key Informants' Interviews
LL	Lesson/s learnt
MTE	Mid-term evaluation
M&E	Monitoring and Evaluation
NACS	National Agency for Civil Service
NAP	National Action Plan
NGO	Non-Governmental Organization
ODA	Official Development Assistance
OECD	Organization for Economic Co-operation and Development
OSCE	Organization for Security and Cooperation in Europe
RBM	Results Based Management
RRF	Results and Resources Framework
SDGs	Sustainable Development Goals
Sida	Swedish International Development Cooperation Agency
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNSCR 1325	United Nations Security Council Resolution 1325 on Women, Peace and Security
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UPR	Universal Periodic Review
WPS	Women, Peace and Security

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EXECUTIVE SUMMARY

The overall goal of the Project "Enhancing accountability for gender equality and women's empowerment in national reforms, peace and security" is to achieve transformative results for gender equality and women's empowerment (GEWE) in Ukraine by integrating gender and women's human rights commitments into the national reforms and peace and security processes, and by putting mechanisms in place for adequate financing, implementation, monitoring and evaluation. This has been done through support to consolidated efforts of the national institutions and women's groups to meet state commitments, including Beijing Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women, UN Security Council Resolution 1325 and Sustainable Development Goals through national reforms. Project is a multi-year initiative implemented by UN Women and supported by the Swedish International Development Cooperation Agency (Sida) with a total of SEK 49,000,000 / USD 5,524,239 for the period of June 2017 – May 2021.

The first component of the project aims at national gender machinery and key government institutions to integrate gender equality provisions and priorities in national reforms planning and provide adequate budgeting in line with the international and national commitments. Aligned with the country's security and defense sector reform, NATO integration and consequences of the conflict in the East, the Component 2 aims specifically at development of enabling environment for implementation of the Women, Peace and Security commitments supporting coordination, monitoring and evaluation mechanisms for implementation of the National Action Plan (NAP) 1325 and pursuing participation of women in the security sector and effective civilian oversight.

The Project entails: policy-level interventions, particularly focused on adjustments and implementation of the policies and regulations in GEWE, public administration reform, defense and security sector, social sector, support to vulnerable groups (internally displaced persons, victims of conflict related gender based violence, Roma, women living with HIV) and mainstreaming gender in continuous vocational training of civil servants and employees in all aforementioned sectors. This is supported through strengthening the coordination, monitoring and evaluation system of the national gender machinery, which represents one of the core elements of the project, as well as outreach and public awareness initiatives. The project engages with and supports numerous: I) public institutions, such as Deputy Prime Minister for European and Euro-Atlantic Integration of Ukraine and its office; Gender Equality Commissionaire; Ministry of Social Policy; Ministry of Defense; Ministry of Interior; Ministry of Foreign Affairs; Ministry of Justice; Ministry of Temporary Occupied Territories and IDPs; National Agency of Ukraine on Civil Service; State Boarder Service; National Academy of State Boarder Service; State Statistics Service; II) non-state actors, such as: civil society organisations (CSOs) ("Women's Information Consultative Center"; "La Strada"; "Institute for Gender Programs", "Theatre for Dialogue"; "Positive Women"; "USCR"; Ukrainian Institute); III) media (Public Media Academy; "Suspilne movlennia"; Platfor.ma media; Womo.ua, Ekonomika+); IV) international organizations and projects (NATO Representation to Ukraine, Council of Europe, representatives of Gender Responsive Budgeting Project and Governance & Economic Growth Project), Sida and gender experts.

Evaluation approach

At the mid-stage of implementation, UN Women Country Office in Ukraine commissioned an evaluation to assess progress towards achievement of objectives set, analyze the results achieved and challenges encountered, adjust implementation modalities as needed and incorporate changes throughout program components for the remaining implementation period.

Mid-term evaluation (MTE) covered project implementation between June 2017 – June 2019 and all its components. All aspects of UN Women triple mandate – normative, operation and coordination as well as integration of the Leave No-one Behind principle were taken into account. The evaluation was guided by OECD/DAC Evaluation Criteria (Relevance, Effectiveness, Efficiency and Sustainability), the

estimation was that it is still too early to consider impact at the mid-term stage.

As the design of the project prioritizes national level reforms, the MTE was conducted in Kyiv, involving government and other public institutions as national counterparts as well as media and CSOs supported at different levels. Due to a small scope of actions implemented on local/regional levels, perspectives of local/regional stakeholders other than CSOs and media, were not involved at the mid-term stage. Aspect of program and donor coordination was covered through involvement of international organisations and development projects with mandates linked to the Reforms project

MTE approach involved a desk review of key project documents, interviews with 54 stakeholders (UN Women staff, national and international partners, Sida and consultants engaged during the Project implementation). Responsibility assignment mapping, change analysis, contribution and attribution analyses were used for understanding the causes of achieved results, results chains and roles of stakeholders involved.

Key findings and conclusions

Overall, the evaluation findings and conclusions are positive about all observed aspects of the Reforms project, based on the evidence analyzed and reflections shared in interviews with key informants. There is a critical political will, demand from large number of national institutions and CSOs and the Project achieves gender mainstreaming in key national reforms and the implementation of some of them. Following are key findings and conclusions identified and grouped per each of observed aspects:

Relevance

FINDING 1:

The evaluation found that the project timely supports the national reforms in Ukraine, related to EU and Euro-Atlantic integration and to United Nations (UN) agenda, including UN Women country and corporate strategic notes. It contributes to implementation of the nationalized SDGs and it is linked to UN agenda in the transitional and conflict-affected context of Ukraine. It is a timely response to the needs for gender mainstreaming expertise and action in key national

reforms, including public administration and defense and security sectors reforms that are in primary focus.

FINDING 2

The approach was demand driven and flexible with more than 80 stakeholders involved at a mid-term stage of implementation – far more than originally planned. Human rights based approach (HRBA) and Leave No-one Behind (LNOB) principles are well integrated, as the project targets both "duty bearers" and "rights holders", including the disadvantaged target groups as described in the report.

FINDING 3

The intervention logic, selected methods and approaches are clear and appropriate for achievement of expected results. The Theory of Change is sound and mostly valid, but with missing assumption about adequate budget allocation that would support implementation of the reforms in focus of the project.

CONCLUSION 1: The evaluation found the Project, including assistance and expertise provided by UN Women, as highly relevant and aligned to current national reforms, country's path on European and Euro-Atlantic integration, as well as with UN and UN Women agenda in the transitional and conflict-affected context of Ukraine.

FINDING 4

The Theory of Change was found sound and clear setting integration of gender equality in reforms, capacity building of key government institutions for planning, budgeting and implementation, oversight and coordination of implementation, advocacy and watchdog function of women's groups as a precondition for transformative results in gender equality. The missing link is adequate budget allocation, which is acknowledged as an indicator in the results based framework.

FINDING 5

Results based framework is clearly presented. Still it would benefit from identification of some of the missing baseline data.

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CONCLUSION 2: The intervention logic, selected methods and approaches and presented theory of change are clear and appropriate for achievement of expected results. Results based framework would benefit from identification of some of the missing baseline data. Unlike the results based framework, the Theory of Change misses adequate budget allocation as a precondition for successful reforms.

UN Women Ukraine has a positive public image and is perceived as the leading organization in gender mainstreaming in Ukraine, which in opinion of some stakeholders should still coordinate/mediate between the national institutions. Additionally, UN Women's support is mostly perceived as policy development and capacity building support, while the next stage of the Project requires support to implementation, monitoring and evaluation of generated policies.

Effectiveness

FINDING 7

With regards to both Project outcomes, several outcome and output indicators were quantitatively reached or even surpassed at the mid-term stage. These are particularly existence of reforms coordination mechanisms, including institutional gender machinery, number of line-ministries and agencies applying, gained knowledge and skills, number of reforms policies developed or revised that include gender equality provisions, number of knowledge products produced etc. The MTE identified more than 80 active partners and 15 major policy documents developed to which the Project contributed related to WPS, civil service reform, education and professional development and linked internal policies, rulebooks and job descriptions as well.

FINDING 8

In qualitative terms all of them require attention in order to result in: i) functional coordination of gender machinery and of gender machinery with line institutions and civil society; ii) continuous systematic application of knowledge and skills, iii) budget allocations for implementation of policies developed.

FINDING 9

Engagement of women's CSOs and media provided some results in terms of awareness raising, women's empowerment and initial advocacy actions. At this early stage, these efforts have not produced significant watch dog and advocacy mechanism yet.

CONCLUSION 3: There is considerable evidence of achievements and progress primarily at output level. Perspectives to reach results at the outcome levels are good, with addressing the challenges this evaluation identified. Quality of assistance provided, project effects in synergy with overall political commitment of Ukraine for fast progress towards EU and particularly NATO integration led to catalytic effect of the Project growing interest for GEWE across the public sector in Ukraine, not only those originally planned to be involved in the project.

Efficiency

FINDING 10

Based on the review of financial and program documentation, the project proved to be efficient as contributed to maximizing effects, increasing the efficiency, involving additional public actors, for instance Ministry of Justice and widening the geography of the project with the same amount of budget allocations.

FINDING 11

As for the management of the project, MTE concluded that it is proactive, flexible, results-oriented and participatory given the multi-stakeholder format and cross-sectorial character of the action.

CONCLUSION 4: The project is efficient, performing mostly well in achieving results in a cost-effective manner. Analyzing the budget breakdown of the project costs in relation to project components and complexity of activities carried out within each of the components, one can conclude that the distribution of costs is appropriate.

Sustainability

FINDING 12

Some promising sustainability prospects were identified, particularly reflected in aspects of: i) policy sustainability reflected in national commitments and gender mainstreamed in major reforms and policy documents, and ii) institutional sustainability reflected in momentum achieved in cross-institutional awareness and, in some cases, clear evidence of built capacities and strategies geared towards national ownership and internalization of coordination and capacity building processes.

FINDING 13

As for the financial sustainability prospects, the evaluation findings lead to conclusion that the financial sustainability represents a mixed picture, still unclear and apparently week. On one hand, some of the institutionalized achievements, e.g. educational curricula within the NACS have been internalized and will have allocated financial support within overall budget allocations for civil servants training. On other hand, as illustrated financing of the NAP 1325 commitments, the financial allocation represents a sensitive issues and tracking the expenditures remains a challenge for Ukraine.

> **CONCLUSION 5:** At the mid-term evaluation phase, it is still premature to make evidence-based conclusions on the sustainability perspectives. Still, evaluators managed to identify some promising sustainability prospects.

Lessons learnt

In addition to findings and conclusions, the evaluation team identified the following trends that should be taken into account in the coming stage of the Reforms project:

1. There is a critical political will for gender equality across the public sector but building of internal expertise and ownership of key processes requires further attention. Gender equality became highly prioritized on the Government's agenda, along the processes of European and Euro-Atlantic integration. Numerous public institutions approach UN Women with gender mainstreaming initiatives, which is rarely seen phenomenon in international development. Still, in practical terms the Project relies on a small number of champions in public institutions and full-time consultants embedded in the line-ministries to provide day-to-day technical assistance.

2. As a result of growing demand and intention to gather critical mass of institutions on board, particularly those ready to swiftly engage towards results accomplishments, capacities of UN Women became stretched to maximum. This hasn't caused negative impacts yet, but poses a significant risk, particularly as the major focus of the Project will need to move its focus from policy development to building national capacities for sustainable implementation, monitoring and evaluation. Growing demand also resulted in engagement of large number of consultants, which also cannot be sustained over long periods of time as UN Women still needs to perform quality control over their growing number of deliverables.

3. Joint efforts of national institutions and UN Women established comprehensive institutional gender machinery, but unclear delineation of mandates and lines of responsibility within remain as challenges. The institutional gender machinery has been built over time, currently comprising of the Deputy Prime Ministers' Office for European and Euro-Atlantic Integration, Government's Commissioner for Gender Equality, Ministry of Social Policy and gender advisors or focal points in the line-ministries and agencies. Due to vague delineation of mandates and lines of communication and responsibility, institutions cooperate with the segment of gender machinery based on their personal relations of civil servants involved and previous experience.

4. Involvement of grass-root CSOs empowering socially vulnerable groups of women resulted in their empowerment and initial advocacy actions. Further effort is necessary to build a mechanism able to demand accountability and transparency of decision making and spending for gender related reforms.

5. Central, regional and local governments commitment is necessary to maximize impact of the reforms, yet not all are adequately involved. This aspect is particularly important for the reforms envisaging responsibility of different administrative levels of

governance. Clear example of insufficient involvement of regional and local level is the NAP 1325, which defines responsibilities for implementation and funding to regional and local level, but no reliable information exists whether and how it functions in practice and influences overall implementation of the policy.

6. Coordination with other reform and development Projects is important to support the achievements, avoid duplication and provide Government with agreed package of assistance and tools that integrates best practices of all stakeholders involved. UN Women as well as their national counterparts encourage and engage actively in donor and international project coordination. It is early to conclude how effective it is in the Reforms Project, nevertheless there is evidence that UN Women is actively engaged in numerous partnerships, providing knowledge and expertise in shaping their technical assistance.

Recommendations

Based on the findings, conclusions and lessons learnt, the MTE reached following recommendations are presented in the categories of planning, capacity development and participation and partnerships. Each recommendation has a reference to previously elaborated conclusions and lessons learnt.

N	Recommendations	Reference	Priority & Suggested Dateline
A. Planning recommendations			
Rec. 01	Update the Results and Resources Framework of the project and collect data against additional performance indicators	F 1-3; C 1-2	High Dec 2019
Rec. 02	Support creation of a Gender Statistics Portal	F 1-3; C 1-2 LL 1, 6	Medium March 2020
B. Capacity development recommendations			
Rec. 03	Finalize and validate the functional analysis of gender machinery in Ukraine	F7-9; 12-13, C 3, 5; LL 1-7	High Feb 2020
Rec. 04	Provide support for establishment and thematic capacity development of the Centre for Gender Education for military forces of Ukraine	F7-9, 12-13; C 3, 5; LL 1-7	High May 2020
Rec. 05	Maintain gender literacy activities within each line ministry and institution, but link and fine tune them with the GE educational course of the NACS	F 12-13; C 3, 5; LL 1-7	High Feb 2020
Rec. 06	Support development of the blended learning format on GE for the civil servants	F 12-13; C 3, 5; LL 1-7	Medium Sept 2020
Rec. 07	Encourage development of the Back-Home Action Plans by the participants after the study visits and/or thematic trainings	F 12-13; C 3, 5; LL 1-7	Medium Dec 2019
C. Participation and partnership recommendations			
Rec. 08	Promote participation of the CSOs and media in policy making and public M & E systems	F 8-9; C 3; LL 4	High Feb 2020
Rec. 09	Agree on criteria and apply prioritization in selection of partnerships in the remaining part of the project	F 7-9; 12-13, C 3, 5; LL 1-7	High Jan 2020
Rec. 10	Sign a Partnership Agreement with NACS and consolidate gender literacy sustainability prospects	F 12-13 C 5; LL 1-3	Medium Jan 2020

PART 1. INTRODUCTION & BACKGROUND

Introduction

The mid-term evaluation (MTE) of the Project "Enhancing accountability for gender equality and women's empowerment in national reforms, peace and security" (hereinafter the project or the Reforms project) was carried out on the initiative of UN Women and was focused on assessment of the project performance and generation of the relevant findings, conclusions, preliminary lessons learnt and recommendations, which will be used by UN Women and its strategic and operational partners in the process of enhancing accountability for gender equality (GE) and women's empowerment in national reforms in Ukraine.

The evaluation report is prepared following the outline provided in the Terms of Reference (ToR) and the Guidance for UN Women evaluations and quality standards. It is prepared based on a review of the documents related to the project and field mission consultations in Ukraine. The report provides the background and the context to the evaluation, describes the overall approach and methodology of the evaluation and the manner in which it was conducted, and reveals key findings, conclusions, lessons which should be learnt and provides the respective recommendations for increasing the project relevance, performance, efficiency and sustainability. The report also contains a set of annexes: TOR, evaluation questions, evaluation matrix, list of consulted stakeholders and list of reviewed documents.

Background and context

Ukraine faces GE challenges generated by the stereotypes, patriarchal attitudes and systemic gaps and weaknesses, such as: weak rule of law, insufficient political will, underdeveloped thematic capacity of the policy makers and institutional mechanisms to inform policies, reforms, plans and budgets, poor cross-sectorial coordination and engagement with civil society, as well as systematic underinvestment in gender equality (GE) aspects. The conflict in the East and the socio-economic crisis has exacerbated these challenges and created new ones and violations of women's human rights (HR), increasing gender discrimination, women poverty and security risks. Addressing theme requires system-wide actions from the state, non-state and international actors, particularly legislative and executive bodies, women's groups, civil society organizations (CSOs) and development partners.

Over time GE was recognized as a priority by national authorities. Ukrainian Parliament passed the Law on ensuring Equal Rights and Opportunities of Women and Men in 2005 and amended 2014, inter alia setting a basis for development of the institutional gender machinery in charge of coordination and monitoring of the activities and promoting gender equality and women's empowerment (GEWE), giving the mandate for its development and performance to the Cabinet of Ministers. Since then, extensive network of institutions and job posts in charge of GE, were established by the Governments' resolutions in order to mainstream gender, monitor human rights and promote GE.

Additionally, strong motive for reforms are commitments of the Ukrainian Government to European and Euro-Atlantic integration, which requires systemic actions to ensure and promote GE.

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PART 2. OVERVIEW OF THE PROJECT

The Reforms Project is a multi-year initiative implemented by UN Women and supported by the Swedish International Development Cooperation Agency (Sida). Sida has allocated a total of SEK 49,000,000 / USD 5,524,239 for the Project implementation period of June 2017 – May 2021.

The overall goal of the Project is to achieve transformative results for GE and women's empowerment in Ukraine by integrating GE and women's human rights commitments into the national reforms and the peace and security processes, and by putting mechanisms in place for adequate financing, implementation, monitoring and evaluation.

This has been done through support to consolidated efforts of the Government, Parliament, women's groups and CSOs to meet state commitments on GE and women's rights, including Beijing Platform for Action (BPfA), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), UN Security Council Resolution 1325 on Women, Peace and Security (UNSCR 1325) and Sustainable Development Goals (SDGs) through national reforms and peace and security processes. The project uses human rights-based approach (HRBA) engaging with and strengthening the voice of women in policy making and reforms.

The first component of the Project aims at national mechanism on GE and key government institutions to integrate GE provisions and priorities in national reforms planning and provide adequate budgeting in line with the international and national commitments on GE and women's empowerment) (Outcome 1). This is done through support to policy analysis and reforms, capacity building across the public sector and support to civil society to demand accountability and transparency of decision making and spending for gender commitments.

Aligned with the country's security and defense sector reform, NATO integration and consequences of the conflict in the East, the Component 2 aims at development of enabling environment for implementation of the Women, Peace and Security (WPS) commitments (Outcome 2) supporting coordination, monitoring and evaluation mechanisms for implementation of the National Action Plan (NAP) 1325 and GE and women peace activists to pursue increased participation of women in the security sector and effective civilian oversight.

PART 3. EVALUATION APPROACH

3.1 Purpose and objectives

The purpose of the MTE was to assess the progress towards the achievement of outcomes and objectives set, analyze the results achieved and challenges encountered, adjust implementation modalities as needed and incorporate changes throughout program components for the remaining implementation period.

The **specific objectives** of the MTE were:

- to analyze the relevance of the Project implementation strategy and approaches to development of gender responsive policies, accountability frameworks and gender responsive national reforms;

- to evaluate the relevance of the logical framework of the Project and respective monitoring and evaluation plan;

- to assess effectiveness and organizational efficiency in progressing towards the achievement of project results;

- to assess the potential sustainability of the results and feasibility of on-going, nationally led efforts in the thematic areas tackled by the project from the viewpoint of national ownership, accountability, national capacity development, partnership and coordination between UN Women and other development partners;

- to document lessons learned, best practices, success stories and challenges to inform future work of UN Women in the frameworks of gender responsive governance and Women, Peace and Security;

- to assess how the intervention and its results relate and contribute to Sustainable Development Goals in Ukraine.

Based on the ToR requirements and agreed approach, the MTE had primarily formative character, consolidating lessons learnt and good practices and feeding the programming of the remaining part of the Project; and to the extent possible at the mid-term stage summative character assessing the achievements against the developed logical framework of the Project.

The information generated by the mid-term evaluation will be used by UN Women and project stakeholders to:

- contribute to building of the evidence base on effective strategies for strengthening the support to the government and other stakeholders in gender transformative reforms;

- facilitate the strategic reflection, learning and further planning for programming in the areas of strengthen the capacity of the Government of Ukraine and national stakeholders and structures on reforms with the aim to increase sustainability of the results beyond the program.

Main evaluation users include: UN Women Country Office in Ukraine, national stakeholders (NGO partners, Parliamentary counterparts, targeted state agencies) and Government of Sweden as project donor.

3.2 Evaluation Management

The evaluation was commissioned by UN Women Country Office (CO) in Ukraine and supported by UN Women Europe and Central Asia Regional Office (ECARO) within its mandate of the regional Project oversight and support. To ensure effectiveness and quality of the mid-term review undertaken by the Evaluation Expert Team, as well as inclusive and participatory approach, the evaluation management structure consisted of the Evaluation Management Group (EMG) and Evaluation Reference Group (ERG).

EMG – UN Women-based body established of representatives of each Office with mandate to oversee evaluation management, make key decisions and assure quality of deliverables. CO Program Coordinator and Administrative Assistant supported the conduct of evaluation, providing documentation and arranging the meetings as agreed with the evaluation team, but at the same time allowing its independent work.

TABLE 1: Evaluation Management Group

Position	Organization
Representative, UN Women CO Ukraine	UN Women
Regional Evaluation Specialist, UN Women ECARO	UN Women
Program Coordinator, UN Women CO Ukraine	UN Women

Evaluation was supported by the Evaluation Reference Group (ERG) comprised of representatives of key national counterpart institutions, civil society and international organizations. ERG ensured highly participatory evaluation approach, providing national partners to follow the process, influence the quality of the final evaluation reports (providing feedback on preliminary findings, validating the data, providing additional insight on interpretation of the results, etc.). Having all relevant institutions involved, the role of ERG is important in ensuring the ownership over the findings and recommendations and providing adequate response and follow-up on them.

TABLE 2: Evaluation Reference Group

Position	Organization
Deputy Head of the Office of the Deputy Prime Minister for European & Euro-Atlantic Integration	DPMO for European & Euro-Atlantic Integration
Advisor, NATO to the DPMO for European & Euro-Atlantic Integration	Cabinet of Ministers of Ukraine
State expert of the State Expert Group on human trafficking, domestic violence and gender equality	Ministry of Social Policy
Gender Advisor	Ministry of Interior
Head of Department on Statistics of Services	State Statistics Service
First Deputy Head	National Agency on Civil Service
Representative	General Staff
Director, Department of International Organizations	Ministry of Foreign Affairs
Program Officer	Development Co-operation Embassy of Sweden
Lieutenant-Colonel, Division of International Cooperation and Euro-Integration	State Boarder Guards Services
Political Officer	NATO Representation to Ukraine
Deputy Director	Expert, Deployment for Governance & Economic Growth Project
Project Team Leader	"Gender Budgeting in Ukraine" Project
Representative	NGO "Positive Women"
M&E specialist	Ukrainian Women's Fund

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The evaluation team was comprised of 2 International evaluators (**Gheorghe Caraseni** – Team Leader and **Aleksandar Zivanovic** – Team Member). The team designed and proposed the approach, in coordination with UN Women identified relevant documentation and sample of interviewees and conducted the MTE process, including desk review, remote and in-country interviews, debrief on preliminary findings, data analysis and preparation of the final report with findings and recommendations.

3.3 Scope and Methodology

The MTE covered project implementation between June 2017 – June 2019 and both its outcomes (Outcome 1: National mechanism on gender equality and key government institutions integrate gender equality provisions and priorities in national reforms planning and budgeting in line with international and national commitments on GEWE and Outcome 2: An enabling environment for implementation of the Women, Peace and Security commitments is created in Ukraine).

In line with the ToR, the MTE was guided by "big four" OECD/DAC Evaluation Criteria (Relevance, Effectiveness, Efficiency and Sustainability)[1]. At the mid-term stage, it is early to identify project impact, still the evaluation team managed to indicate Project areas where impact in transformative changes and impact on women and girls' lives could be expected. The following table represents aspects covered under each of the evaluation criteria. Detailed list of questions for each specific target group is attached as Annex 1.

All aspects of UN Women triple mandate – normative, operation and coordination as well as integration of the Leave No-one Behind (LNOB) principle were taken into account.

Due to design of the project primarily focused on national level reforms, the evaluation was conducted in Kyiv, involving government and other public institutions as national counterparts as well as media and CSOs supported at different levels. Due to a small scope of actions implemented on local/regional levels, perspectives of local/regional stakeholders other than CSOs and media, were not involved at the mid-term stage.

Aspect of program and donor coordination was covered through involvement of international organizations and development projects with mandates linked to the Reforms project[2].

TABLE 3: Aspects observed under each of the evaluation criteria

Relevance	Relevance to the country context, alignment to Ukraine – UN Partnership framework and UN Women strategic documents and national policy documents; relevance to capacity challenges and priorities of national counterparts involved; relevance of the project's theory of change; participatory development and implementation of the project; adaptability to the changes in country context; integration of LNOB principle.
Effectiveness	Achievements against the project objectives and expected outcomes and outputs; enhancement of commitment and accountability for GEWE in national reforms, peace and security; coordination, implementation, monitoring and evaluation mechanisms for respective national policies; effects on end beneficiaries (women and girls lives, GE); assessment of UN Women / project contribution to the achievement.
Efficiency	Appropriate allocation of resources (financial, human, technical, time) towards the project outputs; efficiency in management, performance and delivery; efficiency in coordination.
Sustainability	Sustainability perspectives at the: policy institutional and financial levels; sustainability of partnerships; risk management.

1. DAC Criteria for Evaluating Development Assistance. For additional information: https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm
2. See p.13, respondents involved in the MTE.

The MTE took place over three-month period (mid-June – mid September 2019). The process included three distinct phases as described below.
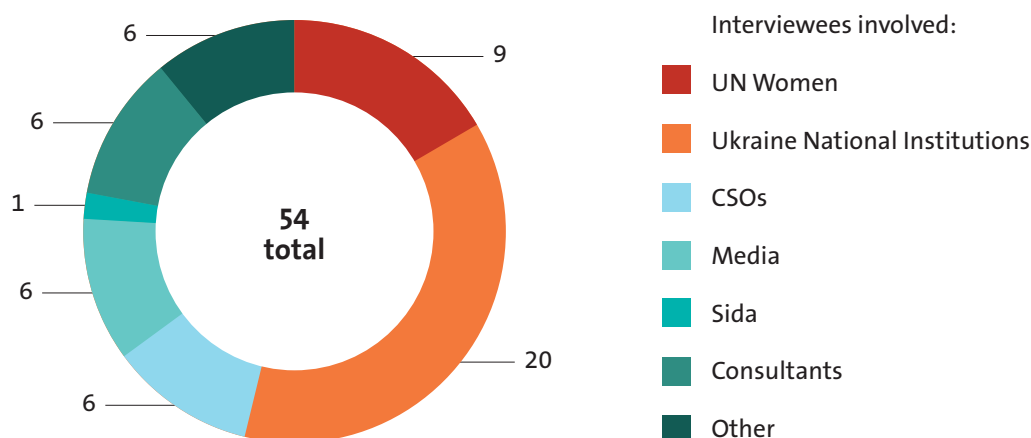
TABLE 4: **Phases of the MTE**

Phase	Description	Deliverable
Inception phase	Preliminary desk review and initial remote interviews with UN Women Ukraine to familiarize with the project the intervention logic, identify the theory of change behind it and to fine-tune the evaluation methodology.	Inception report
Data-collection phase	Further collection of documentation; in-depth desk review; mission to Ukraine and live and remote interviews with UN Women representatives, national stakeholders; mission wrap-up session – presentation of preliminary findings.	Presentation of preliminary findings
Data analysis and report synthesis	Analysis of the collected data, definition of findings in line with the MTE objectives, assessment of progress and contribution of the project to achieved results, development of recommendations.	Preliminary and final MTE report

Primary information was collected through remote and live semi-structured interviews prior and during the field mission in Ukraine. These involved a total of 54 interviewees (49 women and 5 men) representatives of UN Women, a variety of national state and non-state stakeholders, including Office of the DPM for European and Euro-Atlantic Integration, Ministry of Interior, Ministry of Defense, Ministry of Social Policy, Ministry of Justice, Ministry of Temporarily Occupied Territories and Internally Displaced Persons, State Statistical Service, civil society and international organizations, SIDA and representatives of programs relevant to the Project (See the Annex 2).

FIGURES 1 AND 2: **Disaggregation of respondents involved in the MTE by stakeholders and gender**

Interviewees involved:

- UN Women
- Ukraine National Institutions
- CSOs
- Media
- Sida
- Consultants
- Other

Interviewees involved by gender:

- 🟧 Women
- 🟩 Men

9%

91%
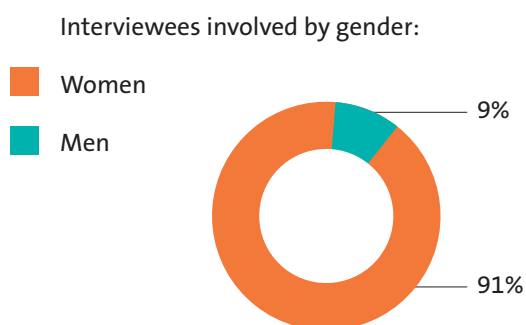
Evaluation questions were slightly tailored for each of the consulted stakeholder groups.

Secondary information was gathered through a desk-review of written strategic and Project documents, baseline studies, progress reports, knowledge products, relevant national policies and other documents provided by UN Women and their national counterparts during the assignment. Full list of documents is presented in the Annex 3 of the evaluation report.

Collected data have been grouped by the evaluators into assessment areas (relevance, effectiveness, efficiency and sustainability) and their sub-themes. Available documentation and involved structure of interviewees allowed quality evaluation of the data against the indicators in results based matrix and their triangulation in major part of the Project. Both quantitative and qualitative aspects were considered and assessed. The following methodologies in data analysis were found relevant and applicable:

TABLE 5: Methodologies applied

Method	Rationale
Responsibility assignment mapping	As a result of the complexity of the intervention, involvement of multiple beneficiaries and their increasing demand for technical assistance, data on formal responsibilities, practical implementation arrangements and identified gaps, overlapping or needs for capacity building were analyzed. Results can be used by the Project team and national counterparts to further enhance overall coordination and effectiveness of the institutional gender machinery and support its sustainability.
Change analysis	Collected data were systematized and compared against the results based matrix and expected changes defined by the relevant national policy documents provided by UN Women. This helped reaching conclusions on progress of the Project towards the targets and most effective approaches and recommendations for the remaining part of the Project as well as validation/partial reconstruction of the ToC. Results can be useful to the Project team and national counterparts to make relevant project adjustments at the middle of project implementation.
Contribution analysis	Due to the number of stakeholders involved (both national and international) and synergetic effect of their actions, contribution analysis proved the most appropriate method to be used in understanding the causes of achieved results, results chains, roles of each of the stakeholder involved and other internal and external factors, including both enablers and barriers. This is also important in the fragile contexts of political instability, where in addition to positive influences, those potentially negative (e.g. political turbulences, elections, conflict) had to be considered. Contribution analysis enabled drawing conclusions around the Theory of Change and identification of the main contributors, including the level of contribution of UN Women to the achieved results.
Attribution analysis	The evaluation team considered attribution analysis along the process, although it was challenging at the mid-term stage and considering all the stakeholders involved to clearly delineate / attribute some effects to UN Women and / or other stakeholders. Some of the findings are presented along the chapters on Project relevance and effectiveness.

The MTE adhered to the principles established in the evaluation policy of UN Women and UN Evaluation Group 'Norms and Standards for Evaluation'. A collaborative and supportive participatory approach was followed at all stages of the assignment. The transparency of the process was ensured by the availability of and the agreement on the methodology (inception phase) and by clear communication through the entire process with all stakeholders involved. To maximize response of the national counterparts, evaluation questions and interviews were available in English, Russian and Ukrainian (with assistance of the interpreter) and conducted live and via skype/phone/WhatsApp.

3.4 Quality Control, Challenges and Limitations

Diverse sources of information were used, and types of information gathered during the assignment. The data obtained from the desk-review of documentation, remote and in-country interviews and final discussions / consultation on preliminary findings with EMG and ERG ensured enough information for triangulation and synthesis of objective conclusions. Variety of data analysis methods were applied in order to best respond to the requirements of the assignment.

Overall, it can be concluded that most of the identified risks in the inception report related to non-availability of the respondents during summer period and election campaign, absence of national consultant in the ET to support understanding of the context and scheduling the meetings have not materialized in negative effects on the MTE and its results. This was largely thanks to the strong commitment of both UN Women CO and its national counterparts to the Project, their openness in sharing available information and reflect on the topics, and the expertise of the ET in evaluation and its experience in implementation and evaluation of programs in South-East European and Central Asian contexts.

Still, the following challenges and limitations should be taken into consideration, in order to understand the scope of the MTE report and to correctly interpret, use and communicate the data presented:

TABLE 6: Challenges and limitations

Scope	The focus of the MTE was on the relevance, effectiveness, efficiency and sustainability aspects in order to synthesize supportive recommendations for the remaining period of the Project and future programming. Still, due to lack of comprehensive and consolidate data on financing of the gender-responsive national reforms firm and evidence based prognosis on financial sustainability remained out of scope. Aspect of the Project impact was not in the focus of the MTE due to early stage of the Project implementation.
Representation	The evaluation managed to ensure good representation of all stakeholders relevant for the Project, except from the Ukrainian Parliament, largely due to the election campaign that was under way in the country. Regardless of that the ET managed to gather sufficient information to formulate findings and recommendations related to all aspects of the Project. The Project focuses on reforms in which implementation and funding is partly required from local/regional levels. At these levels, it intervened through partner CSOs and media, whose perspective was taken into account in the evaluation. Perspective of other local/regional stakeholders including the public authorities was not under scope of the MTE.
Availability of processed data	Comprehensive and processed data were provided on most aspects through relevant project documentation, knowledge products and stakeholders' reports. Data for 2019 were collected through stakeholder's interviews and triangulated for objectivity. The MTE found that the national institutions were not able to provide data on financing of the key policy documents under the focus of the Project (except to some extent from the national level) and was not able to assess the achievements on some of the objectives presented in the results based matrix.

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3.5 Ethical aspects

The evaluation of the project was carried out according to ethical principles and norms established by the United Nations Evaluation Group (UNEG)[3].

- **Anonymity and confidentiality.** The evaluation respected the rights of individuals who provide information, ensuring their anonymity and confidentiality.

- **Voluntary participation.** The evaluation respected the rights of all stakeholders consulted regarding voluntary participation in the project evaluation process, including their right to withdraw at any stage, if they so decide.[4]

- **Responsibility.** The evaluation team is responsible for ensuring the accuracy of the information collected and for the information presented in the evaluation report.

- **Integrity.** The evaluators are responsible for highlighting all issues not only those specifically mentioned in the TOR.

- **Independence.** The evaluators ensured their independence from the intervention under evaluation, and they were not associated with its management or any element thereof.

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3. UNEG Ethical Code of Conduct to Evaluations in the UN system: http://www.unevaluation.org/document/detail/100

4. None of the interviewed stakeholders has withdrawn.

PART 4. EVALUATION FINDINGS

This part of the report presents the findings and analysis of the final evaluation organized to highlight project **Relevance, Effectiveness, Efficiency**, and **Sustainability** prospects, as required in the ToR and specified in the evaluation methodology developed by the evaluation team.

4.1 Relevance

The relevance is assessed mostly by the extent to which the purpose and objectives were and are still valid and pertinent to the context of Ukraine, national priorities on advancing GE and women's human rights and nationalized SDGs, as well as by the degree to which the logic of intervention and the design are consistent, coherent and inter-linked.

4.1.1 Consistency between the Project and the national GEWE priorities of Ukraine

Evaluation concluded that the "Enhancing accountability for gender equality and women's empowerment in national reforms, peace and security" Project is highly relevant and consistent with the GEWE priorities of the Ukraine, reflected in the national policy and legal framework, particularly: National Human Rights Strategy and the Action Plan (2016-2020)[5];

State Program on Equal Rights and Opportunities for Women and Men by 2021; Ukraine National Action Plan on Implementation of the UNSCR 1325 Women, Peace and Security till 2020[6] (NAP 1325); Annual Plan of the Government of Ukraine for 2018, Annual Plan of the Government of Ukraine for 2019 and other documents and normative acts developed as the result of the ratification of the key international instruments on human rights and GEWE: CEDAW, BPfA and International Convention on the Elimination of All Forms of Racial Discrimination (ICERD). The Project is in line with the strategic documents: Government of Ukraine – United Nations Partnership Framework[7] (UNPF) 2018-2022; and UN Women Strategic Plan 2018-2022[8].

The Project, which was developed in a participative manner with the active involvement of the pubic authorities of Ukraine under the leadership of the Deputy Prime Minister on European and Euro-Atlantic Integration of Ukraine, is relevant to the national GEWE context of Ukraine and is demand driven, de facto the relevance is one of the key strengths of the Project.
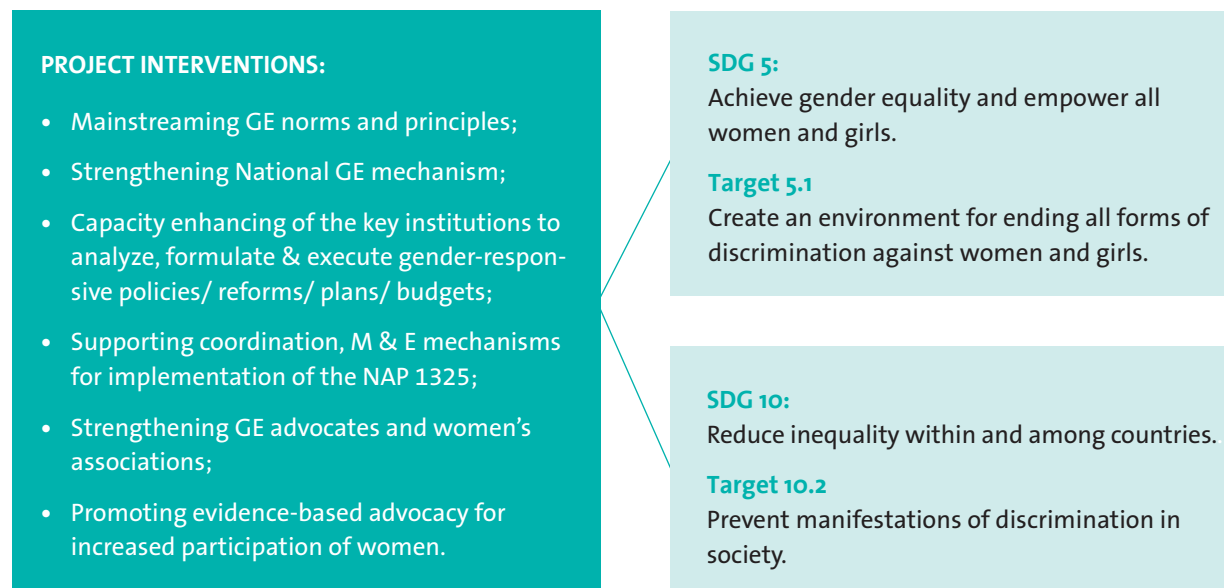
The desk review and the field mission consultations with the stakeholders show that the project is also relevant to the nationalized SDGs[9]. As reflected in the Figure 2, the project contributes to the Target 5.1 "Create

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5. The Strategy targets such project thematic areas as: Ensuring equal rights for women and men; Combating gender-based violence, human trafficking and slavery; Protection of the rights of internally displaced persons; Raising – of human rights. For additional information: http://hro.org.ua/index.php?id=1488449514

6. For additional information: https://www.securitywomen.org/unscr-1325-and-national-action-plans-nap/ukraine

7. Government of Ukraine – UNPF (2018 – 2022). Pillar 3: Democratic governance, rule of law and civic participation; Pillar 4: Human security, social cohesion and recovery with a particular focus on Eastern Ukraine. For additional information: http://www.un.org.ua/images/ENG_Ukraine_UN_Partnership_Framework_2018_2022_signed.pdf

8. UN Women Strategic Plan 2018-2021, Outcome 1: A comprehensive and dynamic set of global norms, policies and standards on gender equality and the empowerment of all women and girls is strengthened and implemented; Outcome 2: Women lead, participate in and benefit equally from governance systems; Outcome 3: All women and girls live a life free from all forms of violence and Outcome 5: Women and girls contribute to and have greater influence in building sustainable peace and resilience, and benefit equally from the prevention of natural disasters and conflicts and from humanitarian action. For additional information: http://www.unwomen.org/en/executive-board/documents/strategic-plan-2018-2021

9. Goal 5: Pillar 3: Democratic governance, rule of law and civic participation and Goal 10: Reduce inequality and https://mfa.gov.ua/mediafiles/sites/poland/files/Sustainable_Development_Goals_Ukraine.pdf

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an environment for ending all forms of discrimination against women and girls"[10] of the SDG 5: "Achieve gender equality and empower all women and girls" and Target 10.2 "Prevent manifestations of discrimination in society" of the SDG 10 "Reduce inequality within and among countries".

FIGURE 3: **Contribution of the project to SDGs**

PROJECT INTERVENTIONS:

- Mainstreaming GE norms and principles;
- Strengthening National GE mechanism;
- Capacity enhancing of the key institutions to analyze, formulate & execute gender-responsive policies/ reforms/ plans/ budgets;
- Supporting coordination, M & E mechanisms for implementation of the NAP 1325;
- Strengthening GE advocates and women's associations;
- Promoting evidence-based advocacy for increased participation of women.

SDG 5:
Achieve gender equality and empower all women and girls.

Target 5.1
Create an environment for ending all forms of discrimination against women and girls.

SDG 10:
Reduce inequality within and among countries.

Target 10.2
Prevent manifestations of discrimination in society.

Thus, the project provides demand driven and complex support to the Government of Ukraine in line with the SDGs to mainstream GE norms in the national policy and to strengthen the national mechanism on GE by: enhancing the capacity of the key institutions to analyze, formulate and execute gender-responsive policies, reforms, plans and budgets; supporting the coordination, M & E mechanisms for implementation of the NAP 1325; strengthening the GE advocates and women's associations to demand accountability and transparency of decision making on WPS commitments and promoting evidence-based advocacy for increased participation of women.

As remarked an interviewed representative of the targeted ministries: "This project is very important for our country, because it provides us much needed gender related expertise, which help us in improving our policies and regulations though the gender aspects, but also increasing our understanding and implementation capacities."[11]

FINDING 1: The evaluation found that the project timely supports the national reforms in Ukraine, related to EU and Euro-Atlantic integration and to United Nations (UN) agenda, including UN Women country and corporate strategic notes. It contributes to implementation of the nationalized SDGs and it is linked to UN agenda in the transitional and conflict-affected context of Ukraine. It is a timely response to the needs for gender mainstreaming expertise and action in key national reforms, including public administration and defense and security sectors reforms that are in primary focus.

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10. Indicator 5.1.1: Nr of normative acts which were revised or adopted to provide men and women with equal rights and opportunities and to prevent discrimination against women and girls.

11. Key informants' interviews.

4.1.2 Consistence and coherence of the project design and intervention logic

The Project represents a multi-stakeholder, inter-sectorial and a complex intervention, which involves several public institutions (Deputy Prime Minister for European and Euro-Atlantic Integration of Ukraine and its office; Gender Equality Commissionaire; Ministry of Social Policy; Ministry of Defense; Ministry of Interior; Ministry of Foreign Affairs; Ministry of Justice; Ministry of Temporary Occupied Territories and IDPs; National Agency of Ukraine on Civil Service; State Boarder Service; National Academy of State Boarder Service; State Statistics Service) and non-state actors, such as: CSOs ("Women's Information Consultative Center"; "La Strada"; "Institute for Gender Programs", "Theatre for Dialogue"; "Positive Women"; "USCR"; Ukrainian Institute), media organizations (Public Media Academy; "Suspilne movlennia"; Platfor.ma media; Womo.ua, Ekonomika +), international organizations and projects (NATO Representation to Ukraine, Council of Europe, representatives of Gender Responsive Budgeting Project and Governance & Economic Growth Project), Sida and gender experts.

The Project includes: policy-level interventions, particularly focused on adjustments of the policy and regulations; capacity development actions of the targeted public institutions of Ukraine; strengthening the coordination, monitoring and evaluation system of the national gender machinery, which represents one of the core elements of the project, as well as outreach and public awareness initiatives, including grass-roots level actions targeting IDPs, women living with HIV, Roma women, women veterans, women with disabilities.

Evaluation remarks that the key elements of Human Rights Based Approach (HRBA), as reflected below in the Figure 4, are mainstreamed in the project design with a greater accent, in terms of expertise, budget allocations, consistency and duration of the interventions, on empowerment of the "duty bearers" (public institutions) than on the "rights holders" (CSOs, women organizations etc.). This is justified given the needs identified and described in the baseline assessments.
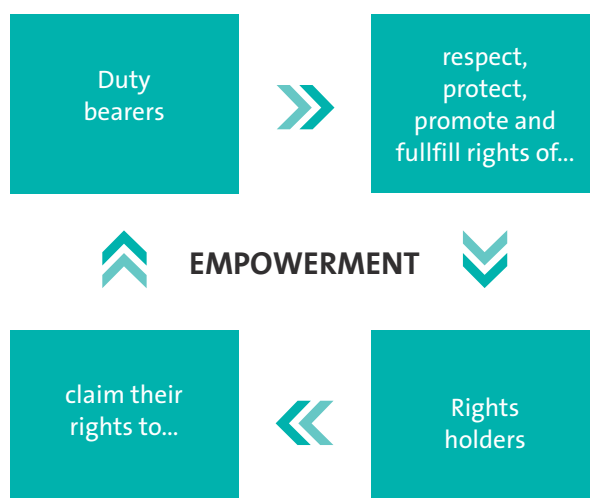
Thus, on one side, the project targeted capacity development support of the line ministries and institutions of Ukraine to ensure government-wide gender mainstreaming in policies in reforms and institution; creation of the enabling environment for implementation of the WPS commitments and strengthening coordination M&E mechanism for implementation of the NAP 1325, which represents the "duty bearers"; On the other side, it targeted strengthening the capacities of the gender advocates and women's groups to demand accountability and transparency of decision making and to promote thematic evidence-based advocacy, which are the "right holders". The Reforms Project also has integrated the UN "leaving No-one Behind" (LNOB) Principle by targeting such vulnerable persons as: women veterans, IDPs, Roma ethnic group, victims of gender based violence).

The design of the Project is well-structured, justified and includes two outcomes[12] and six outputs[13] (three per each outcome), which are qualitative expected achievements, coherent and logically inter-linked. The project represents a complex, cross-sectorial initiative combining the in-wide approach (inter-sectorial coordination and M&E mechanism; several involved public institutions from defense, security, public

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12. <u>Outcome 1:</u> National mechanism on gender equality and key government institutions integrate gender equality provisions and priorities in national reforms planning and budgeting in line with international and national commitments on GEWE; <u>Outcome 2:</u> An enabling environment for implementation of the WPS commitments is created in Ukraine.

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administration reforms or public outreach initiatives) with the in-depth approach (e.g. gender mainstreaming and tailored thematic capacity strengthening of each targeted institution).

In terms of the Results-Based Management (RBM), the Project contains a clearly defined results' chain consisting of two types results outputs and outcomes with distinct baselines, indicators and targets. The project outcomes and outputs are inter-linked and mostly consistent, with one exception in the case of Outcome 2 and Output 2.1. Thus, for creation of an enabling environment for implementation of the WPS commitments (Outcome 2) is not sufficient to be in place the coordination, M & E mechanisms for implementation of the NAP 1325 (Output 2.1), it should be functional. Subsequently, it is necessary to define indicator/s for assessment of the functionality of the mechanism. Making the coordination and M&E mechanisms functional is a process, which might take years. It depends also on the enabling environment and, given the recent change of the Government, UN Women and its partners might be in a position to retain the achievements rather than reinforcing them. However, for the inception phase is highly recommendable to have indicator/s in place and at least to monitor functionality of the created mechanisms.

FINDING 2: The approach was demand driven and flexible with more than 80 stakeholders involved at a mid-term stage of implementation – far more than originally planned. Human rights based approach (HRBA) and Leave No-one Behind (LNOB) principles are well integrated, as the project targets both "duty bearers" and "rights holders", including the disadvantaged target groups as described in the report.

Evaluation findings show that some baselines and targets were not specified in the Project documents[14]. Thus, the baselines of three indicators are missing (Outcome 1 – Indicator: Nr of reforms that include GE provisions; Output 1.2- Indicator 1.2.1: Nr line ministries, which apply knowledge and tools provided by the project for gender-responsive planning and budgeting and Output 2.3 – Indicator 2.3.2: Nr of beneficiaries reached by the campaigns of the GE advocates for specific changes in the security sector). The same issue is valid for one performance indicator, which has no target (Outcome 2 – Indicator: % of budget allocated specifically for implementation of NAP 1325.

The selected methods of delivery and approaches, as well as the logic of intervention are relevant for the adequate implementation of the project and reaching the expected results both at the outcomes and outputs levels. The implementation strategy of the project, among others, includes a wide range of inter-linked actions, such as: mapping of existing policy and legal frameworks; alignment of the monitoring and reporting frameworks; establishment of coordination platforms and of the multi-sectorial expert groups with women's groups; development of the communication strategy; learning exchange visits and study tours; technical support and training programs for the security and defense institutions; thematic capacity development of the State Statistics Service to generate sex-disaggregated data for sectorial planning and budgeting; development of the thematic courses for civil servants; integrating gender competencies into standard job descriptions and performance reviews, provision of resources, strengthening to gender advocates. The greatest challenge of the Project is not related to the appropriateness or relevance of the methods of delivery, but to the political instability of the country context in Ukraine as described in the report.

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13. <u>Output 1.1:</u> National institutional mechanism has enhanced capacity to ensure government-wide gender mainstreaming in policies and reforms; <u>Output 1.2:</u> Key Government institutions in charge of the reforms have enhanced capacity to analyze, formulate and execute gender-responsive policies, reforms, plans and budgets; <u>Output 1.3:</u> Gender advocates and women's groups have enhanced capacity and demand accountability and transparency of decision making and spending for gender and WPS commitments; <u>Output 2.1:</u> Coordination, monitoring and evaluation mechanisms for implementation of the NAP 1325 through national reforms at national and local levels are in place and include women's groups; <u>Output 2.2:</u> Security institutions adopt and implement comprehensive sector action plans on UNSCR 1325, which are adequately financed and monitored; <u>Output 2.3:</u> Gender equality advocates use knowledge and tools and promote evidence-based advocacy for increased participation of women in the security sector and effective civilian oversight.
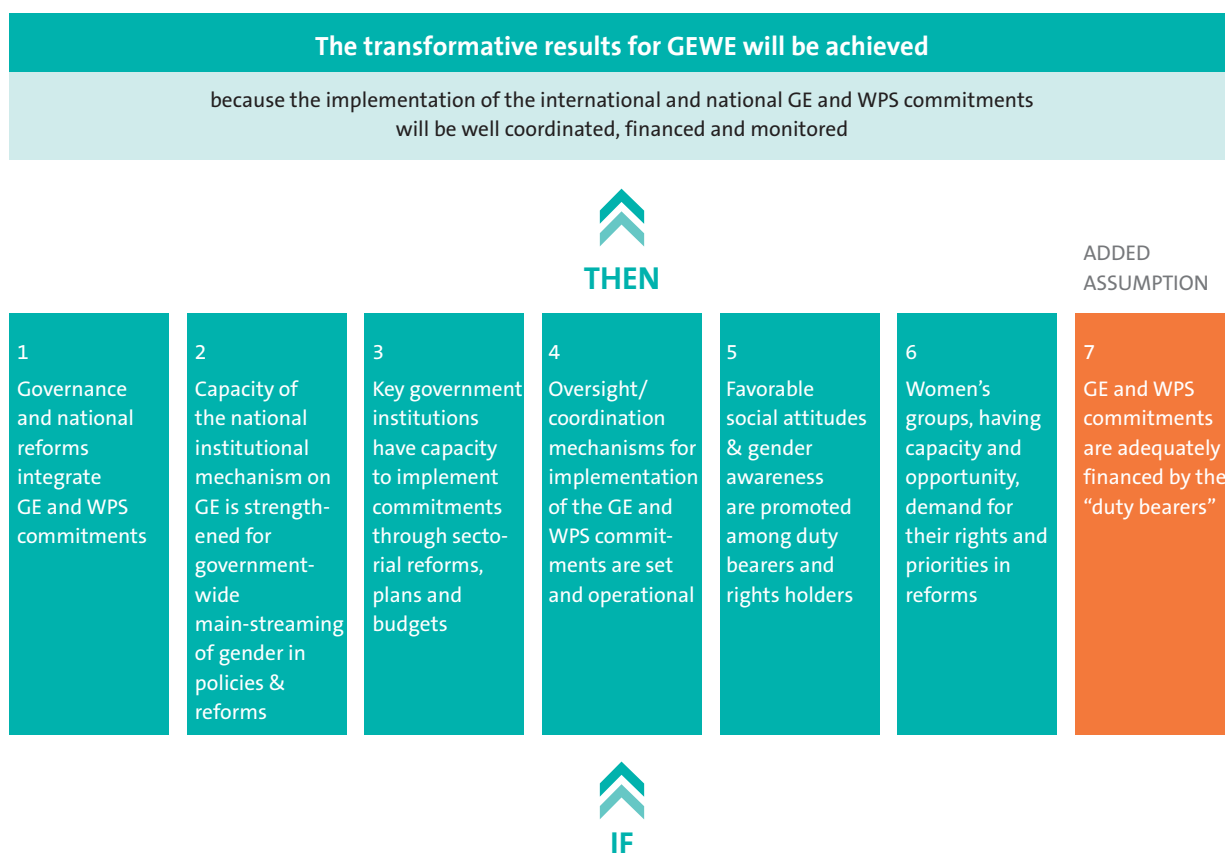
14. See the Results and Resources Framework.

The MTE validates the Theory of Change (ToC) of the project and the changes generated with the project contribution are taking place as predicted by ToC. Therefore it is relevant, because in-deed reaching the transformative results on GEWE can be achieved only if: 1) governance and national reforms integrate GE and WPS commitments (done); 2) the capacity of the national mechanism on GE is strengthened for government-wide mainstreaming of gender in policies and reforms (on-going); 3) key government institutions have capacity to implement thematic commitments through sectoral reforms, plans and budgets (on-going); 4) oversight and coordination mechanisms for implementation of the GE and WPS commitments are set and operational (set, but not fully operational); 5) favorable social attitudes and gender awareness are promoted among duty bearers and rights holders (on-going); 6) women's groups, having capacity and opportunity, demand for their rights and priorities in reforms (mostly done).

However, one important and missing assumption from ToC is that "if the GE and WPS commitments are adequately financed by the duty bearers". Evaluation shows that for reaching transformative results on GEWE it is important but not sufficient to: integrate the thematic commitments, strengthen capacities of duty bearers, establish functional monitoring and coordination mechanism, have adequate social attitudes and demanding rights holders; it is needed an adequate financing of those GEWE commitments, which is apparently poor in the case of WPS (Outcome 2). The Figure 5 Illustrates validated and partially reconstructed ToC of the project with the added the above-mentioned assumption.

FIGURE 5: **Validated and reconstructed ToC**[15]

The transformative results for GEWE will be achieved
because the implementation of the international and national GE and WPS commitments will be well coordinated, financed and monitored

THEN

ADDED ASSUMPTION

| 1 Governance and national reforms integrate GE and WPS commitments | 2 Capacity of the national institutional mechanism on GE is strengthened for government-wide main-streaming of gender in policies & reforms | 3 Key government institutions have capacity to implement commitments through sectorial reforms, plans and budgets | 4 Oversight/ coordination mechanisms for implementation of the GE and WPS commitments are set and operational | 5 Favorable social attitudes & gender awareness are promoted among duty bearers and rights holders | 6 Women's groups, having capacity and opportunity, demand for their rights and priorities in reforms | 7 GE and WPS commitments are adequately financed by the "duty bearers" |

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15. Key informants' interviews.

FINDING 3: The intervention logic, selected methods and approaches are clear and appropriate for achievement of expected results. The Theory of Change is sound and mostly valid, but with missing assumption about adequate budget allocation that would support implementation of the reforms in focus of the project.

FINDING 4: The Theory of Change was found sound and clear setting integration of gender equality in reforms, capacity building of key government institutions for planning, budgeting and implementation, oversight and coordination of implementation, advocacy and watchdog function of women's groups as a precondition for transformative results in gender equality. The missing link is adequate budget allocation, which is acknowledged as an indicator in the results based framework.

FINDING 5: Results based framework is clearly presented. Still it would benefit from identification of some of the missing baseline data.

In conclusion, as revealed project documents and confirmed by the field mission consultations with state and non-state actors, the Project is highly relevant to the gender related context and national priorities of Ukraine, despite the above mentioned gap, lack of functionality indicators. UN Women led initiative has a mostly valid ToC, it is demand driven and flexible, which reveals the political will of the public institutions to mainstream gender regulations in the national policies and to strengthen the thematic capacity of the targeted institutions and gender machinery. All these represent encouraging preconditions for project performance.

4.1.3 Relevance of UN Women approach

In addition to intervention design, the respondents engaged in the MTE (particularly national institutions and international organizations and projects)

emphasize relevance of UN Women Ukraine coordination and collaboration potential as a key factor to Project's success. Key UN Women strengths that were perceived by respondents are:

- **Credibility** – that was built through earlier national and global efforts in the field of GE;

- **Trust** – as partners feel respected;

- **Power of convening and mediating** – brining at the table stakeholders that national or international organizations do not manage and facilitating coordination;

- **Easy cooperation** – without much bureaucracy;

- **Cutting edge expertise** – very often is not available elsewhere;

- **Reliable data resource** – built through research and generation of best practices and lessons learnt globally, due to which data are often used as reference among partners.

FIGURE 6: UN Women – as perceived by national and international partners
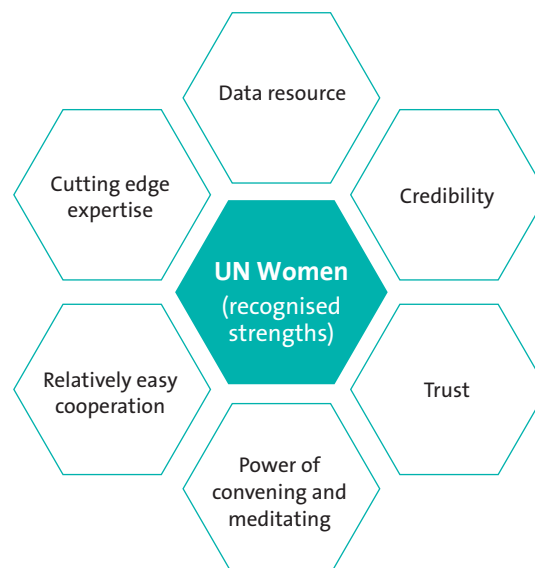
This largely corresponds to UN Women partnership survey results from 2018[16] involving 141 response where 75% partner had extremely positive or rather positive

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16. Summary of UN WOMEN Ukraine Partnership Survey 2018, UN Women Ukraine, February 2019.

experience in cooperation of UN Women. Influence of such perception proved to be largely positive on Project implementation, particularly in its early stages. On the other side, there are also indications that some partners also expect UN Women to step-in fulfilling their institutional mandates or coordinating/mediating between the national institutions. This should be taken into account in developing strategies for the next stage of the Project, so UN Women strengths gradually become transferred and owned by national counterparts.

Another aspect of the relevance of support that should be considered is that respondents mostly associate UN Women with the support to integrated policy advice, advocacy and communication, capacity building and civil society engagement, which is the core of the Reforms project as well. This obviously contributed to achievements reached at the mid-term stage of the Project. According to theory of change, implementation of policies should follow and coordination, advocacy and monitoring for implementation with budget allocations are becoming a priority. Therefore, effective strategies to support national counterparts in these efforts should also be taken into consideration.

FINDING 6: Finding 6: UN Women Ukraine has a positive public image and is perceived as the leading organization in gender mainstreaming in Ukraine, which in opinion of some stakeholders should still coordinate/mediate between the national institutions. Additionally, UN Women's support is mostly perceived as policy development and capacity building support, while the next stage of the Project requires support to implementation, monitoring and evaluation of generated policies.

4.2 Effectiveness

Effectiveness of the Project was assessed by analysis of its progress against the objectives, expected outcomes and outputs and key supportive factors and challenges. Aspects of vertical and horizontal coordination in implementation, monitoring and evaluation of respective national policies and effects on end beneficiaries were also considered along the process.

Achievements against the targets were observed using the intervention logic and baselines and targets as defined in the Project's Results Based Matrix. As many of the indicators and targets are defined quantitatively, additional elaborations are provided in order to reflect the qualitative level of achievements so they can be comprehensively understood and communicated.

OUTCOME 1:

National mechanism on gender equality and key government institutions integrate gender equality provisions and priorities in national reforms planning and budgeting in line with international and national commitments on GEWE.

INDICATOR: # of reforms[1] that include gender equality provisions.

STATUS: Formally "Yes", de-facto in progress.

BASELINE: no baseline (TBD in 2017).

TARGET: 3 (Public Administration, Security and Defense and Law Enforcement).

Since its establishment in Ukraine, UN Women has supported development of institutional gender mechanisms and gender mainstreaming in decision-making processes on national level. Ukrainian Parliament passed the Law on ensuring Equal Rights and Opportunities of Women and Men in 2005 and amended it in 2013 and 2014[17], inter alia setting a basis for development of the institutional gender machinery in charge of coordination and monitoring of the activities and promoting GEWE giving the mandate for its development and performance to the Cabinet of Ministers, which later further developed its internal structures to become a key subject in the national gender machinery.

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17. The Law of Ukraine on ensuring equal rights and opportunities for women and men, Verhovna Rada Journal (VRJ), 2005, No. 52, VRJ, 2013, No. 15, VRJ, 2014, No 27)

The Reforms Project represents a timely response to support the machinery and simultaneously respond to the need for engendering key reform processes in the country, such as public administration, justice sector and security and defense sector reforms. As such, it has engaged with more than 80 formal and informal partners involved in the reforms, highly surpassing its original plans. These include stakeholders in national public and civil society sectors, media and international organizations and projects. Consequently, effectiveness of the project is ensured through these three channels of cooperation: public sector, civil society sector and media, international organizations and development projects.

Extensive number of counterparts is mostly result of simultaneous on-going reforms across the public sector, which urge to fulfill international commitments and obligations in European and Euro-Atlantic integration and complexity of challenges of conflict affected country.

In terms of effectiveness under the Outcome 1, it was highly important for raising cross-sectoral awareness on the importance of GE and development of critical mass of individuals and institutions committing to integration of GE principles. Additional identified rationale for engagement in so many partnerships were:

- **National Government initiative** – Initiative for cooperation came from national counterparts, which is commendable. At an early stage of the Project, according to the consulted stakeholders, it was considered important to respond to the demand, as rejection might result in withdrawal or demotivation of the respective institution to pursue its efforts in gender mainstreaming.

- **Different level of interest among primary duty bearers** – While majority of institutions are highly interested, not necessarily all duty bearers, which primarily can support reforms targeted by the Project, have been equally interested. Responding to a strong demand and commitment might give added value and at the same time motivate those slower-moving.

- **Specific UN Women expertise** – As UN Women provides cutting edge knowledge and expertise[18]

otherwise mostly not present among the stakeholders or in the market, they are trying to fill the gender mainstreaming gap in ongoing processes. In a context of simultaneous reforms in Ukraine it was considered important to respond promptly and not to miss the opportunity to engender these processes.

Wide scope of the Project provides positive results at the time of the MTE in terms of wide awareness on importance of gender mainstreaming as a solid basis for integration of GE principles in regular reform processes, including planning and adequate budgeting (as stipulated by the Outcome 1).

The other side of the medal is that as a result of quality of cooperation and weak knowledge and skills within institutions, many of the national partners plan to engage in more systemic, as well as operational actions and expect UN Women's support. Capacities of UN Women Reforms Project have already been overloaded as the result of following the emerging needs and working with additional stakeholders, e.g. Ministry of Justice, Ministry of Culture, State Statistics Service. There is a need for UN Women to consider prioritization and more focused approach in future at the same time taking care not to lose the momentum reached.

Coordination with national counterparts and effects are further analyzed with regards to achievements under each project output.

Another contributing factor to achievements under this outcome is international coordination, which is ensured in synergy with UN Women Ukraine OEEF project. Joint donor-government coordination group as an interactive platform for policy dialogue to accelerate sustainable and gender equitable growth in Ukraine, providing training for donor and development organizations and the Government on international standards of financing for GE in Official Development Assistance (ODA) and aligning funding with national GE priorities.

The Project coordinates reforms initiatives with Expert Deployment for Governance and Economic Growth (EDGE) Project and EU finance Public Administration Reform Project (EU4PAR).

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18. Noted in many informant interviews as a key value of engaging with UN Women.

Synergy and coordination of efforts is done via direct communication and inputs of UN Women and via engaged consultants, as the projects share most of them in a situation of limited expertise in the market. Some examples are avoidance of duplication of gender related training for civil servants, inputs to gender based management tools of EDGE project, inputs to public administration reform rules and procedures of the Cabinet of Ministers managed by EU4PAR (not yet finalized). It was impossible to measure the level of effectiveness of UN Women contribution to other project, there are indications some policies and tools are being positively affected. Commitment to deliver policies and tools agreed among the projects is visible, yet the results of these synergies need to be validated at a final stage of the Project. Coordination with Gender Responsive Budgeting Project financed by Sida is on the level of exchange of information and according to respondents more linkages exist with other UN Women projects.

OUTPUT 1.1:

National institutional mechanism has enhanced capacity to ensure government-wide gender mainstreaming in policies and reforms.

INDICATOR 1.1.1: Presence of Coordination and M&E mechanisms for government-wide gender mainstreaming in policies, reforms, planning and budgeting.

STATUS: Formally "Yes", de-facto in progress.

TARGET: Yes.

BASELINE: No (as of April 2017).

Taking into account all the efforts, applied strategies and achievements under each of the Project outputs, there is enough evidence to conclude that under the Outcome 1, the Project is mostly on track, with many quantitative targets already achieved at the mid-term stage and the identified need to further address qualitative aspects.

In 2017, the Government assigned the mandate for coordination of national executive institutions on GE to the Deputy Prime Minister for European and Euro Atlantic Integration, which was followed by establishment of the Office of Gender Equality Commissioner in 2017[19] and her appointment in early 2018. The Commissioner, benefitted of some technical assistance delivered by the Project, has a mandate to promote implementation of state policies to achieve equal rights and opportunities for women and men, participate in coordination of activities with line ministries, monitor whether GE is mainstreamed in the course of adoption of legal documents, participate in representation of the Cabinet of Ministers of Ukraine in international meetings and forums.

In addition to these institutions, key role in coordination of gender mainstreaming efforts through National Action Plan (NAP) on CEDAW and National Action Plan 1325 is in the mandate of the Ministry of Social Policy of Ukraine[20], but not all the tasks are in the same department, which makes coordination more complex. The Ministry seems not to be sufficiently active in coordination of Government counterparts and monitoring and consequently its role is not acknowledged, particularly by the institutions in defense and security sectors.

This central gender machinery is complemented with extensive network of gender advisors and/or focal points in line-ministries and agencies to ensure two-way communication and coordination.

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19. Decree of the Cabinet of Ministers of Ukraine No. 296, dated 18 April 2016, with amendments introduced on March 1st 2017.
Available from http://zakon3.rada.gov.ua/laws/show/296-2016-%D0%BF and Resolution of the Cabinet of Ministers of Ukraine on the Government Commissioner for Gender Policy No. 390 on June 7th 2017.
Available from http://zakon2.rada.gov.ua/laws/show/390-2017-%D0%BF

20. NAP on the Implementation of Recommendations Provided in the Concluding Observations of the UN Committee on Elimination of Discrimination Against Women to the Eighth Periodic Report of Ukraine on the Implementation of the Convention On The Elimination of All Forms of Discrimination Against Women (CEDAW) by 2021, approved by the Decree no. 634p (September 5th 2018) of the Cabinet of Ministers of Ukraine; State Social Program on Ensuring Equal Rights and Opportunities for Women and Men by 2021, approved by the Decree no. 273 (April 11th 2018) of the Cabinet of Ministers of Ukraine; NAP for the Implementation of the UN Security Council Resolution 1325 on Women, Peace and Security for the period till 2020, approved by the Decree no. 113 (February 24th 2018) of the Cabinet of Ministers of Ukraine.

Altogether formal mandates seem comprehensive and covering key aspects of management and coordination of gender mainstreaming in Ukraine. Yet, they are not clearly delineated, neither lines of vertical and horizontal responsibility and accountability are clear. This allows overlapping of mandates and some respondents even notice competition among the institutions.

The MTE also identified that the interviewed representatives[21] of national institutions have diverse perception on the mandates and expectations from each of the institutions of gender machinery. Consequently, they address different institutions looking for information or advisory support. Many of them also tend to turn to UN Women for assistance with the tasks that are in the mandate of the institutions within the gender machinery.

To support coordination and its effectiveness in such a context, UN Women engaged (only in 2019) 7 full-time and 9 part-time national gender consultants, and 6 part-time international consultants, as well as 4 NGOs in key targeted institutions and line ministries and there is overall consent these made crucial effect on achievements in gender mainstreaming under both components of the project.

Aware of the challenges, in 2018/2019 UN Women, at the request of DPMO, conducted functional analysis of the gender machinery. Draft document with recommendations for functional improvements in the machinery is under preparation and therefore not yet shared with the national stakeholders, due to the need for quality assurance. In the opinion of the evaluation team, this exercise has a potential to enhance effectiveness by the end of the project and, therefore, should be analyzed in the final evaluation.

and therefore, not yet approved by UN Women and shared with the national stakeholders, due to the need for further adjustments and quality assurance. In the opinion of the evaluation team, this exercise has a potential to enhance effectiveness by the end of the project and, therefore, should be analyzed in the final evaluation. Other factors strongly determining cooperation among the institutions are personal relations

and trust in officials performing the duties in each of the targeted line ministries and institutions.
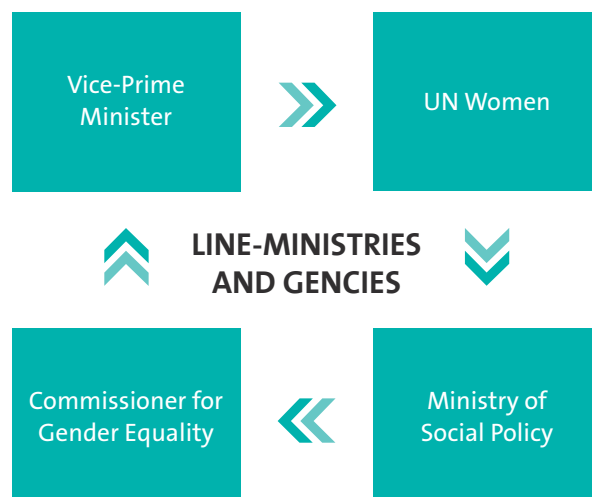
This does not significantly affect coordination in policy planning / drafting but represents a risk for effectiveness in coordination of implementation, financing (in cases where the policy needs to be implemented and/or financed by more than one institution) and monitoring and evaluation, which are the key qualitative aspects of this output.

Illustrative result of coordination in policy planning is that the Cabinet of Ministers for the first time integrated three GE targets in the Government Annual Work Plans for 2018 and 2019, among which institutionalization of the gender analysis of legislation; the revision of NAP on the Implementation the UN Security Council Resolution 1325 "Women, Peace and Security" based on the mid-term review and adoption of the NAP on the CEDAW Concluding Observations. All of these were implemented by the time of MTE.

Supporting this effort, the Project contributed to the development and approval of Methodological guidelines for gender analysis of legislation and draft legal acts by the Ministry of Justice[22]. It explains the

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21. Key informants' interviews.

22. Order on approval of Methodological guidelines for gender analysis of legislation and draft legal acts dated November 11th 2018, No. 3719/5 and on invalidation of the Order No. 42/5 of May 12th 2006, by the Ministry of Justice of Ukraine.

meaning and purpose of gender analysis and provides guidelines for gender analysis of legal documents. All the institutions are mandated to conduct gender analysis of legislation by the decree On Issues of Gender Legal Expertise (# 997) and the subsequent Order by the Ministry of Justice detailing the procedures. Guidelines in developing draft legal documents. Ministry of Justice shall provide relevant opinion on gender analysis of a legislative act and publish it on its web site. This policy has a potential to further enhance coordination and unified approach in gender mainstreaming in the legal framework. There is still insufficient data to evaluate the practice.

Overall, there is a good perspective to reach the target by the end of the Project, unless there is a significant turbulence within the gender machinery after the implementation of 2019 election results in Ukraine.

OUTPUT 1.1:

National institutional mechanism has enhanced capacity to ensure government-wide gender mainstreaming in policies and reforms.

INDICATOR 1.1.2: Ministry of Economic Development has the knowledge and skills to design and/or refine a system to track and make public allocations for gender equality (including ODA).

STATUS: Initiated, needs further attention.

TARGET: Yes.

BASELINE: No (as of April 2017).

Readiness of the Ministry of Economic Development to engage more actively in the project was obtained, yet it is still far from the level of cooperation that has been established with other line ministries and agencies. At this stage, no evidence was presented to the Evaluation Team that would suggest allocations for key reforms, particularly if they come from different sources and levels of governance, are systematically tracked.

As previously mentioned, the project relies and benefits from synergy with OEEF project that provided support to donor-government coordination group. One of the

early stage interventions was training and support to joint donor-government coordination group, on international standards of financing for GE in Official Development Assistance (ODA) and aligning funding with national GE priorities. As the commitment for further action had been expressed, UN Women plans to engage consultants to provide technical assistance to Ministry on gender responsive official development assistance.

As the Project has ready methodologies and tools, in case the Ministry increases its efforts and intensively joins other line ministries in gender mainstreaming, it is likely the target can be achieved to large extent.

OUTPUT 1.2:

Key Government institutions in charge of the reforms have enhanced capacity to analyze, formulate and execute gender-responsive policies, reforms, plans and budgets.

INDICATOR 1.2.1: # line ministries, which apply knowledge and tools provided by the project for gender-responsive planning and budgeting.

STATUS: Quantitatively achieved, qualitatively in progress.

TARGET: 3.

BASELINE: No baseline (TBD in Q3 2017).

As a precondition for sustainable and continuous development of capacities of civil servants across the public sector, as well as in defense and security sectors, UN Women invested consistent efforts in raising awareness, supporting training needs assessments and development of gender mainstreaming curricula for the key institutions in charge of professional development, primarily National Agency on Civil Service (NACS) in Ukraine as a coordinator of public administration reform and vocational training by the Law Institute under the Ministry of Justice. Key principles in conducting the activities under this component of the project are ownership and institutional sustainability, so the activities are implemented in cooperation and coordinated by the national institutions in charge and embedded into their policies.

E.g. as a part of the public administration reform, the Cabinet of Ministers of Ukraine adopted the Concept of the Optimization of the Central Executive Bodies[23] and the Concept of Reforming Professional Training of Civil Servants in December 2017[24]. The Project contributed to the working meetings and provided policy advice to integrate gender in the draft NAP to implement the Concept of Reforming Professional Training of Civil Servants and include a GE component in the regular professional trainings for civil servants. This was followed by support to NACS in design and development of comprehensive training entitled: "Training of Trainers on Gender-Based Legal Analysis". With support of the project during 2018 and 2019, NACS has started its delivery to civil servants that are supposed to transfer the knowledge through the system in future.

TABLE 7: **Number of beneficiaries trained in GE by different institutions**

Institution	No. of trainees
DPMO and Women's Information and Consultative Centre to lawyers and ministries on gender analysis of legislation of Ministers, 18 ministries, 33 governmental agencies	80 (59 W, 21 M)
UN Women – awareness raising trainings for the Government, Parliament and non-state actors on GEWE and SDG in 2017	27 (W)
Ministry of Defense	57
NACS Gender Equality Training (trainings initiated by NACS itself not requiring support from the Reforms project	500
NACS – ToT on gender equality for civil servants	25
Ministry of Justice (1 training, 3 workshops in 2018-2019)	127 (30M/97 W)
State Statistics Service (2 trainings and 2 workshops in 2018-2019)	109 (21M/88W)
TOTAL	**925**

It is too early to determine mid-term effects of the trainings, yet from the interviews is it visible there is significantly increased level of awareness about GEWE across the public institutions involved, as well as the awareness on existence of gender machinery and gender focal points (e.g. as "someone in the ministries who is in charge for gender and can be asked for advice"[25]).

Respondents, interviewed during the field mission, mostly give credits to UN Women trainings. Yet another important factor is strong commitment of Ukraine to join NATO and pursue EU integration and the requirements related to GEWE within these processes. In addition to trainings, project has provided support to capacity development and performance of the institutions by embedding full-time national consultants in the institutions, which, according to all informants involved in the MTE, has made a significant contribution to the results in policy development and reforms and capacity strengthening representing one of the key driving forces of the Project.

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23. Concept of the Improvement of the Central Executive Bodies, Resolution of the Cabinet of Ministers, No. 1013-p, 27.12.2017.

24. Concept on Reforming Professional Training System for Civil Servants, Local State Administration Heads, Their First Deputies and Deputies, Local Self-Government Officials and Local Councilors, Cabinet of Ministers of Ukraine Order, Nr 974-I, dated December 1st 2017.

25. Key informants' interviews. Several respondents from both national institutions and consultants provided similar answer acknowledging the level of awareness in the institutions.

TABLE 8: Involvement of full-time UN Women national consultants in national institutions

Institution	No. of Consultants
Vice - Prime Ministers' Office	5 NCs
Ministry of Temporarily Occupied Territories	1 NC (outcome 2 on WPS)
Ministry of Social Policy	1 NC
Ministry of Interior	2 NCs (from outcome 2 on WPS)
Ministry of Justice	1 organization (NGO La Strada) 1 IC
Ministry of Economic Development	1 NC
State Statistics Service	1 organization (UCSR) 1 IC
NACS	2 companies (Agency for Legislative Initiatives and Creative Centre Counterpart) 2 NCs
Ministry of Foreign Affairs	2 ICs 2 NCs
Ministry of Culture (Roma Strategy Evaluation)	2 ICs

Some of the institutions, where MTE found application of gender mainstreaming, are the Deputy Prime Minister's Office and the Commissioner for Gender Policy, Ministry of Social Policy, Ministry of Justice, National Agency on Civil Service, State Statistic Service, as well as the ministries involved through 2nd project component (Ministry of Interior, Ministry of Defense, Ministry of Temporarily Occupied Territories and IDPs),with increasing interest of other ministries to join these e.g. Ministry of Foreign Affairs[26].

Effects are reflected in development and/or revision of numerous national policies, such as NAP on CEDAW, NAP 1325 (revised), State Social Program on Ensuring Equal Rights and Opportunities for Women and Men until 2021, Strategy for the Protection and Integration of the Roma National Minority into Ukrainian Society, aforementioned decree On Issues of Gender Legal Expertise by the Ministry of Justice, NACS gender competencies in systematization and job descriptions, reform of curricula in NACS, police and security sector formal pre-service and in-service professional development, equalization of rights of women and men in military service and their rights to retirement, systematization and job descriptions in the Ministry of Interior, etc.[27] The project supported the gender responsive evaluation of the "Strategy for the Protection and Integration of the Roma National Minority into Ukrainian Society" following the request of the central executive bodies responsible for its implementation in partnership with the Parliament of Ukraine (the Sub-Committee on Gender Equality and Non-Discrimination of the Parliamentary Committee on Human Rights, Ethnic Minorities and International Relations) and the Office of the Parliament Commissioner on Human Rights.

It is also important that either in direct contacts or through the trainings, UN Women managed to identify minimum one or two champions in the national institutions, promoting or at least prioritizing GE in

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26. Currently conducting gender self-assessment and is willing to establish cooperation with UN Women in implementation of the recommendations.

27. Some of the results fall under the Outcome 2, however are presented here as well to illustrate comprehensive approach and overall effects of capacity building efforts of the Project.

their work, which can be considered as another success of the Project and it largely influences the project effectiveness in terms of capacity building, application of knowledge and skills and overall contribution to ongoing reforms.

Frequent fluctuations of staff and particularly senior management staff due to restructuring or political reasons, remain a challenge and, therefore all respondents urge for further investment in building of institutional and human capacities for GE and strengthening their systemic links with gender machinery institutions.

In the opinion of the evaluation team, the target is likely to be achieved to large extent by the end of the Project, but not necessarily with the same quality level in all institutions involved, mostly because of the different level of their involvement.

OUTPUT 1.2:

Key Government institutions in charge of the reforms have enhanced capacity to analyze, formulate and execute gender-responsive policies, reforms, plans and budgets.

INDICATOR 1.2.2: The presence of methodology for a comprehensive training course on gender-mainstreaming in policy making, planning and budgeting for civil servants that is developed for adoption by National Academy of Public Administration under the President of Ukraine.

STATUS: In progress.

TARGET: Yes.

BASELINE: 0 (as of April 2017).

National Academy of Public Administration was replaced with the National Agency of Civil Service (NACS), due to redistribution of the responsibilities among the institutions and took the leading role in continuous vocational training for civil servants. The Project supported NACS in performing gender analysis to identify entry points for integrating gender in the revised strategy of public administration reform, in performing functional analysis and contributing in

development of training materials related to the NAP on the Civil Servants Vocational Training Reform.

At this stage of the project complex ToT program for civil servants on gender analysis of legislation was developed (covering theories on gender, gender analysis, practical application of methodologies and tools etc.). Delivery to 6 groups of civil servants is envisaged. New trainers are planned to be engaged for training delivery across public sector in Ukraine, under the mandate of NACS. Design of training modules for final beneficiaries (civil servants), raising interest among civil servants, new trainers' performance are the aspects that need attention in the coming period.

The Institute of Law, under the Ministry of Justice, funded by NACS has also been identified as an active stakeholder. It is mandated by the Ministry's Strategic Plan on Gender Mainstreaming to incorporate gender training into its staff's vocational training. The Reforms project supported a functional analysis of the Ministry, gender analysis of relevant justice sector reform policies, planning and strategy documents and Ministry's compliance to international norms and standards on gender equality and to national policy and legal frameworks.

OUTPUT 1.3:

Gender advocates and women's groups have enhanced capacity and demand accountability and transparency of decision making and spending for gender and women, peace and security commitments.

INDICATOR 1.3.1: Number of knowledge products developed by the project applied by gender advocates to demand accountability and transparency of decision making and spending.

STATUS: In progress.

TARGET: 3 knowledge products by 2021.

BASELINE: 0 (as of April 2017).

State Statistics Service of Ukraine was supported with transfer of international best practices related

to gender statistics and analysis of the current situation in keeping and management of gender statistics in the country. This resulted in gender disaggregated methodologies developed and improvement of gender disaggregated data collection within the Statistics Service.

Target is likely to be achieved by the end of the project.

The project documentation provided broadly define knowledge products as research and gender analyses of the public administration reform, judicial reform and security and defense sector reform etc. During the MTE the following publications or initiatives developed by the project were identified: gender analysis of NACS (completed, validation with NACS is under way), gender analysis of the Ministry of Justice (performed by La Strada, waiting for approval by UN Women) and best practices, tools and methodologies for mainstreaming gender in the justice sector (to be performed by the international consultant).

Reaching of the output is mostly on track and it is likely the targets will be surpassed soon. Some of the respondents expressed concern about long time required for approval by UN Women and that some of the recommendations were necessary to communicate with the stakeholders before the publication was completed in order to timely influence the reforms. It is early to estimate the usage of data from knowledge products as most of them are still in the approval phase.

OUTPUT 1.3:

Gender advocates and women's groups have enhanced capacity and demand accountability and transparency of decision making and spending for gender and women, peace and security commitments.

INDICATOR 1.3.2: Number of position papers/ statements by gender advocates on implementation and spending for gender equality in reform.

STATUS: At initial stage.

TARGET: 3 annual statements by 2020.

BASELINE: 0 (as of April 2017).

CSOs have been involved in the project since the very beginning, but to limited extent. Except Center La Strada, it is mostly about grass-root and activist organizations focused on the rights and empowerment of vulnerable groups, such as: internally displaced persons and women war veterans, Roma women's organization and women living with HIV.

As part of the design of CSO engagement, the CSO platform was envisaged to be led by the Government. At the beginning of the project implementation the Government showed limited interest in establishing such a platform. Moreover, extensive capacity assessment of CSOs was carried out, reaching out to the civil society organizations throughout the country. The results of the assessment are now being discussed and validated with CSOs and will inform further project's engagement with the CSOs in Ukraine.

Potential effects of grassroot efforts should not be underestimated, yet this is still far from ensuring systemic monitoring and advocacy function linked to the key national policies targeted by the Project (watchdog function of the gender advocates). Additionally, grass-root organizations involved are still insufficiently informed about the "bigger picture" of the Project and how their initiatives contribute to and might be adjusted to increase their effectiveness and fit in this component better. There is a need and room for more intensive work with CSOs and UN Women acknowledge this should be done through advocacy with National Women Machinery for their more intensive work with CSOs.

Potential for advancement is in the fact that some of the consultants supporting the ministries originate from CSOs, while the well-known CSO "La Strada", provides technical assistance and support to gender mainstreaming in the Ministry of Justice and they might get more involved to support reaching of this objective.

UN Women effectively collaborates with the media through this component of the Project, mostly through awareness raising campaigns (e.g. 16 Days of Activism against Gender Based Violence, HeforShe Campaign). Through HeforShe Campaign UN Women involved several media portals (Ekonomika+, womo.ua, platfor.ma), which supported awareness raising of the campaign and GEWE issues in the business sector and among general population of Ukraine oriented to web based media.

Enhancing accountability for gender equality and women's empowerment in national reforms, peace and security Project Mid-Term Evaluation Report

Like CSOs, media were also insufficiently aware of entire efforts of the project. There is a potential in upscaling this cooperation as all involved journalists expressed interest to more systematically support gender related reforms, if the Project stakeholders can provide stories on reforms "with a human face" illustrating the problems or the real or potential impact of the activities.

As a strategic effort to assist the state to raise the awareness on root causes of gender inequality and to better engage media, the government was supported with developing the "National Advocacy and Communication Strategy" which is currently at the Government's consideration and pending final approval. Engagement and sensitization of journalists was done under Outcome 2 in collaboration with Public Broadcasting Company.

OUTCOME 2:

National mechanism on gender equality and key government institutions integrate gender equality provisions and priorities in national reforms planning and budgeting in line with international and national commitments on GEWE.

INDICATOR: % of budget allocated specifically for implementation of NAP 1325.

BASELINE: 3% (state); 30 % (local); 67% (other) budgets (NAP adopted in 2016).

TARGET: TBD based on costing by the end of 2017.

STATUS: Data not available.

During the Project implementation the Government, police, security and defense sector institutions demonstrated high level commitment to gender mainstreaming and to create an enabling environment in implementation of UNSCR 1325 and WPS agenda.

The NAP 1325 was adopted in 2016 and based on the findings of its mid-term evaluation (supported by the project) revised and improved in 2017. Gender Impact Assessment of the Security and Defense sector in Ukraine also supported by the Reforms Project further strengthened its work with security and defense sector. Strategy of Integration of IDPs and Implementation of Long-Term Solutions to Internal Displacement until 2020 and its implementation plan, Strategy for Prevention of and Addressing Conflict Related Sexual Violence in Ukraine were developed, and gender mainstreaming ensured.

Overall, the comprehensive reforms have been undertaken in defense and security sectors primarily to allow women to perform most of the positions in the military, ensure antidiscrimination and prevention of harassment, establish pre-service and in-service gender sensitive training and education, etc. One of the strong motives for reforms are also commitments of the Ukrainian government to European and Euro-Atlantic integration which require systemic actions to ensure and promote GE.

Although important, indicator related to % of budget allocated to implementation of NAP 1325 is not the only one which could illustrate the enabling environment. The fact that data on achievement of this outcome indicator are not available, should not marginalize other results that were achieved during the project and which are elaborated under each Project output.

It is rather another symptom of insufficient functionality and coordination within the gender machinery and between the machinery and line-ministries and agencies. Additionally, key coordinating institution for NAP 1325 is the Ministry of Social Policy, but as previously mentioned it still needs to build its image as such in cooperation with institutions in security and defense sectors[28]. At a later stage, the Government created the Inter-Ministerial Working Group on the Implementation of UNSCR 1325 in the defense and security sector under the leadership of the VPM to enhance coordination, which was also supported by the Reforms Project.

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28. Similar conclusion was made by the Gender Impact Assessment of security and defense sectors conducted by UN Women, "Gender impact assessment of the security and defense sector in Ukraine 2017", UN Women Ukraine, 2017, p 36.

With regards to international coordination that also supports enabling environment for implementation of NAP 1325 and WPS agenda, NATO and Office of the High Commissioner for Human Rights (OHCHR) Human Rights Monitoring Mission to Ukraine were identified as crucial. NATO is ready to provide knowledge and expertise in defense system reform, which was already demonstrated during the Gender Impact Assessment. On the other hand, UN Women is perceived by NATO as an organization which can facilitate contact and link experts in national security and defense institutions and NATO and support their cooperation. UN Women is already an active member in the NATO Task Force on UNSCR 1325 which enabled better coordination relevant international and national stakeholders in advancing WPS agenda.

with the quality relationships and trust with the national government. This was particularly important in implementation of reforms and policy development related to conflict related sexual violence, particularly the Strategy for Preventing and Addressing Conflict-related Sexual Violence.

Taking into account developments under each of the outputs, the MTE can conclude the implementation is partly on track. However, insufficient data on committed funding, challenges in coordination, doubts of the key informants that the plans will be adequately financed, and the fact achievement of the outcome is out of direct influence of UN Women significantly reduce the probability that the outcome indicator will be achieved.

OUTPUT 2.1:

Coordination, monitoring and evaluation mechanisms for implementation of the NAP 1325 through national reforms at national and local levels are in place and include women's groups.

INDICATOR 2.1.1: Presence of government coordination and M&E mechanisms that includes diverse women's groups.[29]

STATUS: Formally "Yes", de-facto in progress.

TARGET: Yes (government coordination and M&E mechanism in place).

BASELINE: No (NAP1325 adopted; government coordination and M&E mechanism do not exist as of April 2017).

SOURCE: NAP 1325 Report.

OUTPUT 2.2:

Security institutions adopt and implement comprehensive sector action plans on UNSCR 1325, which are adequately financed and monitored.

INDICATOR 2.2.1: Number of security sector institutions that implement sectorial WPS plans.

STATUS: Quantitatively achieved (surpassed), qualitatively in progress.

TARGET: 2 security sector institutions implement sectorial WPS plans (Ministry of Defense and Ministry of Internal Affairs).

BASELINE: 1 – Ministry of Defense (2016 Annual Plan on WPS).

OHCHR also emphasize advantages of UN Women's presence in terms of providing specific knowledge to partnership, facilitating communication and communicating the messages from the UN organizations to the national counterparts, as one of the organizations

All coordination challenges described with regards to Output 1.1 are relevant for this Output. Qualitative results materialized in effective horizontal and vertical coordination and ownership of the processes are still evolving and facing challenges. For example, a stronger effort of the Office of the Deputy Prime Minister to coordinate implementation of UNSCR 1325 was visible through creation of a new Inter-Ministerial Working

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29. Mainstream gender organizations and groups as well as groups of women facing multiple forms of discrimination.

Group on the Implementation of UNSCR 1325 in the defense and security sector, initiating the mid-term review of the NAP 1325 and revision of the document based on the findings and adoption of the National Action Plan on the CEDAW Concluding Observations. Unless there is a significant turbulence within the gender machinery after the implementation of 2019 election results, the target is likely to be achieved.

Ministry of Defense, Ministry of Interior, National Police and State Border Guard Service and State Emergency Service adopted and have started implementation of sectorial WPS plans. The Plan of the Ministry of Interior developed a comprehensive monitoring and evaluation framework and was the only one that provided the MTE with and information that the level of implementation is about 30% in 2019. No comprehensive and systematized information was available on financial allocations for the action plans. Furthermore, it was emphasized that still the policies are more likely to be approved if there is no costing plan following them.

Most of the achievements in implementation were made in the areas of capacity building, internal organization and institutionalization of gender advisors, gender disaggregation of data, introduction of reporting forms, changes of the regulations about service of women in the army and police forces and employment, increase of number of women in military service, antidiscrimination policies and practices, balance of work and private life, while implementation of measures requiring significant financial allocations (e.g. reconstruction and adjustment of facilities and logistics for women in service) is challenging. There is a strong commitment of training bodies under the Ministry of Interior and the Ministry of Defense for implementation of the capacity building component of this output. In such a context, the project supported development of strategic training framework on gender equality and WPS for the Armed Forces of Ukraine (to be published in 2019).

Based on all aforementioned, it can be concluded the NAPs in security and defense sectors are in place, are monitored to some extent as UN Women provided assistance in impact assessment and each institutions performs its own monitoring, while the systematic solution in effective coordination and reporting is still insufficient.

All institutions in security and defense sector confirmed that monitoring and evaluation are the weakest links

in management of the sectorial policies. Quantitatively, the target has already been achieved and in case of advancement in monitoring and evaluation, it is likely that qualitative aspect will advance as well.

OUTPUT 2.3:

Gender equality advocates use knowledge and tools and promote evidence-based advocacy for increased participation of women in the security sector and effective civilian oversight.

INDICATOR 2.3.1: Number of knowledge products developed by the project applied by gender advocates to promote evidence-based advocacy for increased participation of women in the security sector.

STATUS: In progress.

TARGET: 3 knowledge products applied by gender advocates.

BASELINE: 1 ("Invisible Battalion" Advocacy strategy developed and launched in 2016).

During the MTE the following knowledge products were published or being finalized: Gender Impact Assessment of Security and Defense Sector in Ukraine 2017, the documentary 'No Obvious Signs', Guidelines for Gender and Conflict-sensitive Reporting for media (all published), Research on the needs of women veterans and availability of social services for their rehabilitation in Ukraine (performed by the Institute for Gender Programs, waiting for approval), Study on Understanding Masculinities in the Security sector in Ukraine (in progress),

As with knowledge products under the Outcome 1, reaching of this output is mostly on track as well and is to be reached. Again, approval procedure was slower than expected, due to the need for quality assurance and simultaneous engagement of staff in various segments of the Project.

There are evidences on use of Gender Impact Assessment of Security and Defense Sector institutions involved in the project and affected by revision of NAP

1325 as well as some of the findings and recommendation from the study on the needs of women veterans are being publicly communicated by the Institute and communicated to the decision-makers aiming to make women veterans' needs visible and eliminate discrimination and deprivation of their rights.

With further involvement of civil society sector in future, the target is likely to be achieved not only in terms of number of knowledge products but in terms of their use as awareness raising, capacity building and advocacy tools.

OUTPUT 2.3:

Gender equality advocates use knowledge and tools and promote evidence-based advocacy for increased participation of women in the security sector and effective civilian oversight.

INDICATOR 2.3.2: Number of beneficiaries reached by the campaigns of the gender equality advocates for specific changes in the security sector.

TARGET: TBD by the end of 2017.

BASELINE: to be determined by the end of 2017 (based on the "Invisible Battalion" Advocacy strategy implementation.

Under this output, UN Women and its partners report on numerous awareness raising activities, e.g. conferences, workshops, campaigns focused on awareness raising and addressing issues such as: harmful gender stereotypes and discrimination against women in the security sector, the rights of demobilized women veterans, the important need for effective civilian oversight and informed, gender-sensitive reporting on WPS.

The number of reached beneficiaries through these events according to the project documents and confirmed by the interviewed stakeholders is above 600, while the number of those reached through the media is much higher. Interviewed representatives of the

media demonstrated raised awareness on WPS issues, still not fully aware of all aspects of the Project and comprehensive reforms underway. As mentioned under Outcome 1, they are ready to promote WPS agenda as well, if there are available stories on how women's lives are affected in the conflict and post-conflict context, challenges women in security forces face and the effects of already implemented policies on human lives.

The MTE team got insight into efforts of grass-root civil society groups[30] in empowerment of internally displaced persons and policy advocacy for improvement of their rights and interests on national and local level; empowerment of women veterans and raising awareness on challenges they face in every-day life. E.g. concept of "Theatre for Dialogue" and "Legislative Theatre" involving groups of IDPs and domicile population in identification of common local problems, mapping relevant local duty bearers and initiating advocacy actions resulted in two effective actions resolving water supply in one community and initiating discussion on availability of child day-care in another. Dialogues are ongoing in five regions of Ukraine and are likely to produce similar effects by the end of the project.

The project supported on-line media and professionalization of reporting on women and men in the Public Broadcasting Company of Ukraine. Although implementing gender trainings prior to cooperation with UN Women, the Public Broadcasting Company of Ukraine was further inspired through conferences and training events with UN Women for use of gender sensitive language and professional reporting trainings and inspired to undertake internal measures to improve gender mainstreaming. Some of the initiatives are improvement of internal professional guidelines and introduction of internal gender monitoring of the content produced in regional branches of the Company, which should provide evidence-based inputs for potential measures in editorial policies and instructions to reporters.

About 80 representatives of mass media from all over Ukraine received knowledge on how to apply conflict-sensitive journalism and gender perspectives in reporting from conflict-affected areas through workshops at the international conference Journalism

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30. Key informants' interviews.

and Conflict: A Gender Perspective, jointly organized by the Reforms project and the Public Broadcasting Company. Application of skills and knowledge and effects of these activities in the media content should be monitored in the coming years.

FINDING 7: With regards to both Project outcomes, several outcome and output indicators were quantitatively reached or even surpassed at the mid-term stage. These are particularly existence of reforms coordination mechanisms, including institutional gender machinery, number of line-ministries and agencies applying, gained knowledge and skills, number of reforms policies developed or revised that include gender equality provisions, number of knowledge products produced etc. The MTE identified more than 80 active partners and 15 major policy documents developed to which the Project contributed related to WPS, civil service reform, education and professional development and linked internal policies, rulebooks and job descriptions as well.

FINDING 8: In qualitative terms all of them require attention in order to result in: 1) functional coordination of gender machinery and of gender machinery with line institutions and civil society; 2) continuous systematic application of knowledge and skills; 3) budget allocations for implementation of policies developed.

FINDING 9: Engagement of women's CSOs and media provided some results in terms of awareness raising, women's empowerment and initial advocacy actions. At this early stage, these efforts have not produced significant watch dog and advocacy mechanism yet.

4.3 Efficiency

The cost-effectiveness was examined in terms of the overall project costs, implementation of the major project activities and preliminary achievements.

As reflected, the MTE findings show that the technical expertise, material and financial resources invested in the project (human resources, including national consultants, gender assessments and analysis, thematic capacity strengthening interventions, public campaigns, etc.) are adequately and are mostly sufficiently for reaching the initially planned results, as was confirmed also by the interviewed stakeholders, including the project team. The project has performed mostly well in achieving results in a cost-effective manner. Resources are used as planed without significant deviations and the evaluation did not find any alternative solutions, which could be provided at fewer expenses and or would be more economical for the project.

Evaluation noticed an increasing demand during the Project implementation for thematic support of the public authorities (e.g. Statistics Service, Ministry of Justice), which is beyond the initial targets of the project. In the opinion of the evaluation team, the existing demand for gender mainstreaming support in Ukraine is higher than the available resources and capacities of UN Women and the project faces an issue of prioritization of its interventions.

In terms of the timeliness of the implementation, the Project is mostly on track and generally is being delivered according with the initial work plan without the significant delays with a few exceptions: the progress of the functional analysis and the capacity building of the targeted public authorities are slower than anticipated, because of the political environment and the presidential and parliamentary elections and sensitiveness of the topics, as well as the staff turnover; integration of the gender financing tracking in the systems of the Ministry of Economic Development started later than planned and is behind the schedule, as well as the multi-year communication and advocacy strategy is not approved yet.

FINDING 10: Based on the review of financial and program documentation, the project proved to be efficient as contributed to maximizing effects, increasing the efficiency, involving additional public actors, for instance Ministry of Justice and widening the geography of the project with the same amount of budget allocations.

The key driving forces remarked by the interviewed stakeholders and identified by the evaluators are the National Consultants, DPM for European and Euro-Atlantic Integration and UN Women Representative. Those actors provide ongoing valuable support to the project team in promoting the project, boosting the project delivery, gender mainstreaming in the targeted institutions. They positively influence the project performance and subsequently, increase satisfaction for the achievements. The only exception seems to represent the capacity development support provided by one organization`s staff to the NACS (during 2018-2019), where the relevance and efficiency of the resources involved are questioned because the provided support did not meet the expectations of the targeted institution, subsequently the satisfaction level of the institution is low. However, such cases should be assumed by the project, because they provide valuable lessons, which should be learned as described below in the report.

As for the management of the project, UN Women Ukraine provides overall technical, program and operations coordination and quality assurance for project implementation. The progress is monitored on an ongoing basis by the project staff through partners' meetings, field visits to the targeted stakeholders and collecting and analyzing data required by the Results and Resources Framework. The results of the monitoring are captured in the reports. It worth noting that, the evaluation process is implemented by the project with National Program Coordinator oversight. For external evaluations UN Women Country Office receives support from the Regional Office.

FINDING 11: As for the management of the project, MTE concluded that it is proactive, flexible, results-oriented and participatory given the multi-stakeholder format and cross-sectorial character of the action.

The management of the project also scores well in terms of promptness of the decision making and coordination of the project delivery. Perhaps, the only exception represents a few months-delay in approval of one of the research report developed by a CSO due to some inconsistencies and learning aspects. At the design and inception phases, UN Women, DPMO for European and Euro-Atlantic Integration and the key line ministries mostly jointly decided and planned on the overall intervention areas and the implementation strategy of the project.

4.4 Sustainability

In terms of the likelihood of sustaining the benefits of the project, the preliminary results achieved at the mid-term review are particularly important, although the sustainability of the achievements are mostly premature to be assessed. However, evaluators assessed the potential sustainability prospects of the mid-term results of the project. Although some achievements reflect a higher level of sustainability and some are more ephemeral, generally the sustainability prospects of the preliminarily project achievements are partially promising, as described below.

In terms of **policy sustainability**, the prospects are mostly promising, because the field mission consultations with the public authorities and desk review of their commitments show that the central public authorities of Ukraine, particularly the line ministries and targeted institutions have the political will and a sporadic demand to further mainstream the gender aspects. De-facto, gender mainstreaming seems to gain momentum in Ukraine and the project should take advantage of it. The project is being implemented in close partnership with the national stakeholders and there is a clear commitment of the DPMO, line ministries (Ministry of Defense, Ministry of Interior, Ministry of Social Policy, Ministry of Justice, Ministry of Temporarily Occupied Territories, Ministry of Economic Development) and other central executive bodies (State Statistic Service, Boarder Service, NACS) to continue the efforts on gender mainstreaming based on the individual working plans developed within the ongoing reforms and according to the national policies, strategies and action plans. It worth mentioning, that the adjusted normative framework and regulations through the gender lenses have a consistent policy sustainability, because the approved amendments become part of the normative framework and are mandatory for an undefined period of time. As remarked consulted stakeholders, "it is unlikely that the adjusted norms and regulations will be amended by the political changes in Ukraine, if any".[31] The potential risk, which might affect the project delivery and performance is linked to the upcoming national elections, which might generate some structural changes at the top management levels, particularly DPM and line ministries.

In terms of **institutional sustainability**, the project among others is geared towards gender-related capacity strengthening and internal regulations and procedures development of the line ministries and institutions and of the CSOs, generation of the gender disaggregated statistics etc. MTE concluded that the institutional sustainability perspectives are also promising. Thus, the position of Gender Equality Commissioner is institutionalized by the Governmental Decision, and although less sustainable than a position established by the law, it still has substantial sustainability prospects, given the undefined duration of the position. Other achievements such as: assigned gender advisors within the Ministry of Defense, revised job descriptions, thematic educational curricula within the NACS, gender disaggregated statistics, developed methodology on gender research and data collection[32]; integrated gender aspects in the White Book of the Armed Forces etc. might contribute sustainability, as they apparently have strategic perspectives.

FINDING 12: Some promising sustainability prospects were identified, particularly reflected in aspects of: 1) policy sustainability reflected in national commitments and gender mainstreamed in major reforms and policy documents; 2) institutional sustainability reflected in momentum achieved in cross-institutional awareness and, in some cases, clear evidence of built capacities and strategies geared towards national ownership and internalization of coordination and capacity building processes.

Financial sustainability of the project represents a mixed picture, still unclear and apparently week. Thus, some of the institutionalized achievements, e.g. educational curricula within the NACS have planned and allocated financial support. The baseline of budget allocations for NAP 1325 adopted in 2016 shows that the financial allocations have the following structure: 3% (state), 30% (local) and 67% (other). Based on the financial allocations of the revised NAP 1325, the budget is distributed as follows: 0,01% (state), 11.3% (local

budgets), 87.5% (other sources). The evaluation shows that tracking the expenditures remains a challenge for Ukraine. Although there are no targets for the next years, according to the all interviewed state actors "in Ukraine, no single policy or strategic document benefits of distinct financial allocation."[33] This was confirmed also by the members of the ERG during the presentation and debriefing of the preliminary MTE results of the field mission in Kyiv, who mentioned: "Many policies related to GEWE were approved easier in Ukraine if there were no requirements for financial allocation for their implementation."[34]

Therefore, the Outcome 2 Indicator "% of budget allocated specifically for implementation of NAP 1325" is not realistic given the existing budget allocation practice in Ukraine.

Subsequently, in the absence of the necessary data, evaluation team cannot conclude accurately on the financial sustainability of the WPS commitments of the central and regional/local public authorities of Ukraine. However, according to the consulted state and non-state stakeholders it is apparently weak and WPS commitments are underfinanced.

Environmental sustainability was not specifically targeted by the project, as the initiative was designed as non-environmental intervention. Additionally, the mid-term evaluation did not remark any actions, which would produce harm or affect the environment.

FINDING 13: As for the financial sustainability prospects, the evaluation findings lead to conclusion that the financial sustainability represents a mixed picture, still unclear and apparently weak. On one hand, some of the institutionalized achievements, e.g. educational curricula within the NACS have been internalized and will have allocated financial support within overall budget allocations for civil servants training. On other hand, as illustrated financing of the NAP 1325 commitments, the financial allocation represents a sensitive issues and tracking the expenditures remains a challenge for Ukraine.

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31. Key informants' interviews.
32. The developed methodology is not approved yet but is on the agenda of the State Statistics Service.
33. Key informants' interviews.
34. Key informants' interviews.

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PART 5. CONCLUSIONS AND LESSONS LEARNT

This chapter of the evaluation report summarizes key conclusions and lessons learnt based on the analyses of collected data and elaborations along the **Relevance, Effectiveness, Efficiency** and **Sustainability** evaluation criteria.

5.1 Conclusions

Overall conclusion on the analyzed aspects of the Reforms Project is positive, based on the evidence analyzed and reflections shared in interviews with more than 50 key informants from UN Women, national public institutions, CSOs, media and international organizations and projects they engaged with in implementation.

Relevance

CONCLUSION 1: The evaluation found the Project, including assistance and expertise provided by UN Women, as highly relevant and aligned to current national reforms, country's path on European and Euro-Atlantic integration, as well as with UN and UN Women agenda in the transitional and conflict-affected context of Ukraine.

The MTE concluded that the Project represents a multi-stakeholder, flexible, demand-driven and a highly relevant initiative, which was developed in a participatory manner with the involvement of the key state and non-state actors. It is aligned to current national GEWE policies and reforms, it contributes to implementation of the nationalized SDGs and it is linked to UN agenda in the transitional and conflict-affected context of Ukraine. It is a timely response to the needs for gender mainstreaming expertise and action in key national reforms, including public administration and defense and security sectors reforms that are in primary focus.

HRBA and LNOB principles are well integrated, as the project targets both "duty bearers" and "rights holders", including the disadvantaged target groups as described in the report.

UN Women Ukraine has a positive public image and is perceived as the leading organization on gender mainstreaming in Ukraine, which in opinion of some stakeholders should still coordinate/mediate between the national institutions. Additionally, UN Women's support is mostly perceived as policy development and capacity building support, while the next stage of the Project requires support to implementation, monitoring and evaluation of generated policies. This should be taken into account in developing future Project strategies.

CONCLUSION 2: The intervention logic, selected methods and approaches and presented theory of change are clear and appropriate for achievement of expected results. Results based framework would benefit from identification of some of the missing baseline data. Unlike the results based framework, the Theory of Change misses adequate budget allocation as a precondition for successful reforms.

The project is consistent and intervention logic is coherent without the major gaps. The implementation approach is adequate. i.e. selected methods and approaches are appropriate and the project involved the key state and non-state actors necessary for achievement of the expected results. The assumptions of the ToC are mostly valid, and the ToC is sound and clear setting integration of GE in policies and reforms, capacity building of key government institutions for planning, budgeting and implementation, oversight and coordination of implementation, advocacy and watchdog function of women's groups as a precondition for

transformative results in GE. The missing assumption is adequate budget allocation, which is acknowledged by the evaluators and stakeholders as one of the key performance preconditions and, which turned to be one of a major challenge in practice.

Effectiveness

CONCLUSION 3: There is considerable evidence of achievements and progress primarily at output level. Perspectives to reach results at the outcome levels are good, with addressing the challenges this evaluation identified. Quality of assistance provided, project effects in synergy with overall political commitment of Ukraine for fast progress towards EU and particularly NATO integration led to catalytic effect of the Project growing interest for GEWE across the public sector in Ukraine, not only those originally planned to be involved in the project.

With regards to both Project outcomes, several outcome and output indicators were quantitatively reached or even surpassed at the mid-term stage. These are particularly existence of coordination mechanisms, cross-sectoral awareness raising, number of line-ministries and agencies applying, gained knowledge and skills, number of reforms policies developed or revised that include gender equality provisions, number of knowledge products produced etc. The MTE identified more than 15 major policy documents developed to which the Project contributed related to WPS, civil service reform, education and professional development and there are internal policies, rulebooks and job descriptions as well.

In qualitative terms all of them require attention in order to result in: 1) functional coordination of gender machinery and of gender machinery with line institutions and civil society; 2) continuous systematic application of knowledge and skills; 3) budget allocations for implementation of policies developed.

Engagement of women's CSOs and media provided some results in terms of awareness raising, women's empowerment and initial advocacy actions. Further involvement of CSOs is necessary to ensure

fully functional systemic watchdog and advocacy mechanism.

Efficiency

CONCLUSION 4: The project is efficient, performing mostly well in achieving results in a cost-effective manner. Analyzing the budget breakdown of the project costs in relation to project components and complexity of activities carried out within each of the components, one can conclude that the distribution of costs is appropriate.

Based on the review of financial and program documentation, the project proved to be efficient as contributed to maximizing effects, increasing the efficiency, involving additional public actors, for instance Ministry of Justice and widening the geography of the project with the same amount of budget allocations.

As for the management of the project, MTE concluded that it is proactive, flexible, results-oriented and participatory given the multi-stakeholder format and cross-sectorial character of the action.

Sustainability

CONCLUSION 5: At the mid-term evaluation phase, it is still premature to make evidence-based conclusions on the sustainability perspectives. Still, evaluators managed to identify some promising sustainability prospects.

These are particularly reflected in aspects of: 1) policy sustainability reflected in national commitments and gender mainstreamed in major reforms and policy documents; 2) institutional sustainability reflected in momentum achieved in cross-institutional awareness and, in some cases, clear evidence of built capacities and strategies geared towards national ownership and internalization of coordination and capacity building processes.

As for the financial sustainability prospects, the evaluation findings lead to conclusion that the financial sustainability represents a mixed picture, still unclear and apparently week. On one hand, some of the institutionalized achievements, e.g. educational curricula within the NACS have been internalized and will have allocated financial support within overall budget allocations for civil servants training. On other hand, as illustrated financing of the NAP 1325 commitments, the financial allocation represents a sensitive issues and tracking the expenditures remains a challenge for Ukraine.

5.2 Lessons Learnt

Based on the evaluators' review of project documents, interviews with key informants, and analysis of the information collected in project site in Ukraine, mid-term evaluation suggests the following lessons that may be of value to UN Women and its partners:

1. There is a critical political will for gender equality across the public sector but building of internal expertise and ownership of key processes requires further attention.

Gender equality became highly prioritized on the Government's agenda, along the processes of European and Euro-Atlantic integration. Numerous public institutions approach UN Women with gender mainstreaming initiatives, which is rarely seen phenomenon in international development. Over a short period of time the Project became engaged with more than 80 national partners, including the Cabinet of Ministers and the key line-ministries, which cannot be seen often in development cooperation. Still, in practical terms the Project relies on a small number of champions in public institutions and full-time consultants embedded in the line-ministries to provide day-to-day technical assistance. Additional risk for sustainability of the effort is that the consultants are often expected to perform the mandates of the institutions. In a context of frequent fluctuation of staff, particularly senior management, due to political changes or changes in systematization, there is a need for wider structural capacity development in the institutions. This should not only be limited to training, but practical on-the job support and introducing of tools for successful implementation, monitoring and evaluation of policies that are ahead of the Project would

be suitable as well. Gradual reduction of dependency on the full-time consultants and transition to technical support to civil servants to perform the mandates themselves should be a priority.

2. As a result of growing demand and intention to gather critical mass of institutions on board, particularly those ready to swiftly engage towards results accomplishments, capacities of UN Women became stretched to maximum.

This hasn't caused negative impacts yet, but poses a significant risk, particularly as the major focus of the Project will need to move its focus from policy development to building national capacities for sustainable implementation, monitoring and evaluation. Growing demand also resulted in engagement of large number of consultants, which also cannot be sustained over long periods of time as UN Women still needs to perform quality control over their growing number of deliverables. Some of the partners already noticed approval of reports and materials took much longer than expected. Combination of prioritization of future engagement with capacity development to enable transfer of responsibilities to the national counterparts is necessary. It is also likely that by the end of the Project some initiatives might become an independent intervention as well.

3. Joint efforts of national institutions and UN Women established comprehensive institutional gender machinery, but unclear delineation of mandates and lines of responsibility within remain as challenges.

The institutional gender machinery has been built over time, currently comprising of the Deputy Prime Ministers' Office for European and Euro-Atlantic Integration, Government's Commissioner for Gender Equality, Ministry of Social Policy and gender advisors or focal points in the line-ministries and agencies. Due to vague delineation of mandates and lines of communication and responsibility, institutions cooperate with the segment of gender machinery based on their personal relations of civil servants involved and previous experience. In such a setting there is an inherent risk of overlapping and competition, leading to wasting of time and existing scarce resources. UN Women acknowledged this and engaged external service provider to perform functional analysis of the gender machinery. Validation and consensus on its results would be of utmost importance before the Project

starts expanding its efforts on technical support to national partners in policy implementation, monitoring and evaluation where each of the institutions of gender machinery will need clear and mutually compatible mandates and roles.

4. Involvement of grass-root CSOs empowering socially vulnerable groups of women resulted in their empowerment and initial advocacy actions. Further effort is necessary to build a mechanism able to demand accountability and transparency of decision making and spending for gender related reforms.

Engagement with grass-root women groups and those empowering socially vulnerable women, such as internally displaced women, women veterans, HIV positive women or minorities show early signs of success in beneficiaries' empowerment and advocacy actions for improvement of their positions. More focused approach is necessary to ensure a systemic solution (a monitoring mechanism) that would function as watchdog and engage in evidence-based advocacy for institutional accountability and policy implementation and improvement. This would require organized involvement or broader CSO community, including women's organizations, but also those focused on human rights and those having expertise in public administration, budgeting and development. Additionally, organizations as well as media already involved in the project, would benefit from getting informed on overall project progress to be able to capture overall efforts and maximize benefit of their participation.

6. Central, regional and local governments commitment is necessary to maximize impact of the reforms, yet not all are adequately involved.

This aspect is particularly important for the reforms envisaging responsibility of different administrative levels of governance. Clear example of insufficient involvement of regional and local level is the NAP 1325, which defines responsibilities for implementation and funding to regional and local level, but no reliable information exists whether and how it functions in practice and influences overall implementation of the policy. It would be unrealistic to expect UN Women Project Team to extensively engage on other administrative levels, however it could be a part of the advisory and technical support to the Government to coordinate with the entire system and even consider piloting some more specific processes at lower levels.

7. Coordination with other reform and development Projects is important to support the achievements, avoid duplication and provide Government with agreed package of assistance and tools that integrates best practices of all stakeholders involved.

UN Women as well as their national counterparts encourage and engage actively in donor and international project coordination. It is early to conclude how effective it is in the Reforms Project, nevertheless there is evidence that UN Women is actively engaged in numerous partnerships, providing knowledge and expertise in shaping their technical assistance. Not only this is important for effective and efficient programming and funding but for implementation as well. National counterparts in Ukraine would benefit from harmonized approach in assistance and harmonized or at least compatible tools to be used in on-going reforms. Coordination with EU4PAR and EDGE project has a huge potential for that, and closer coordination with GRB Project could be considered as the engagement in gender responsive reporting on ODA with Ministry of Economic Development is shaping.

PART 6. RECOMMENDATIONS

This part of the evaluation report provides 10 recommendations based on the findings and conclusions of the MTE and are set forth for UN WOMEN and its partners to use in the remaining time period and in a follow up initiative, if this is considered most feasible.

MTE recommendations are developed and classified by the evaluation team following analysis of the gathered data and consultations with the key project state and non-state stakeholders, including ERG members and are linked to the evaluation conclusions. Recommendations presented below are classified in three groups: 1) Planning recommendations; 2) Capacity development recommendations; 3) Participation and Partnership recommendations.

6.1 General framework of the recommendations

The table presents the general framework of the MTE recommendations.

N	Recommendations	Reference	Priority & Suggested Dateline
D. Planning recommendations			
Rec. 01	Update the Results and Resources Framework of the project and collect data against additional performance indicators	*F 1-3; C 1-2*	High Dec 2019
Rec. 02	Support creation of a Gender Statistics Portal	*F 1-3; C 1-2 LL 1, 6*	Medium March 2020
E. Capacity development recommendations			
Rec. 03	Finalize and validate the functional analysis of gender machinery in Ukraine	*F7-9; 12-13, C 3, 5; LL 1-7*	High Feb 2020
Rec. 04	Provide support for establishment and thematic capacity development of the Centre for Gender Education for military forces of Ukraine	*F7-9,12-13; C 3, 5; LL 1-7*	High May 2020
Rec. 05	Maintain gender literacy activities within each line ministry and institution, but link and fine tune them with the GE educational course of the NACS	*F 12-13; C 3, 5; LL 1-7*	High Feb 2020
Rec. 06	Support development of the blended learning format on GE for the civil servants	*F 12-13; C 3, 5; LL 1-7*	Medium Sept 2020
Rec. 07	Encourage development of the Back-Home Action Plans by the participants after the study visits and/or thematic trainings	*F 12-13; C 3, 5; LL 1-7*	Medium Dec 2019
F. Participation and partnership recommendations			
Rec. 08	Promote participation of the CSOs and media in policy making and public M & E systems	*F 8-9; C 3; LL 4*	High Feb 2020
Rec. 09	Agree on criteria and apply prioritization in selection of partnerships in the remaining part of the project	*F 7-9; 12-13, C 3, 5; LL 1- 7*	High Jan 2020
Rec. 10	Sign a Partnership Agreement with NACS and consolidate gender literacy sustainability prospects	*F 12-13 C 5; LL 1-3*	Medium Jan 2020

6.2 Detailed recommendations

Below all three groups of recommendations are explained, which, as to the evaluators, could contribute to more efficient implementation of the project in the remaining period, as well as to its enhanced relevance and effectiveness. The order of the recommendations does not reflect their value or importance.

A. Planning recommendations

These two recommendations are linked to project planning aspects and are developed by the evaluators as result of the design-related issue and gender statistics needs identified during the mid-term evaluation.

REC. 01

Update the Results and Resources Framework of the project and collect data against additional performance indicators.

Among other aspects, this involves: setting the target for the Indicator: % of budget allocated specifically for implementation of NAP 1325 of the Outcome 2: "An enabling environment for implementation of the Women, Peace and Security commitments is created in Ukraine; adding the missing baseline information, e.g. in the case of the Indicator: # of reforms that include gender equality provisions of the Outcome 1 National mechanism on gender equality and key government institutions integrate gender equality provisions and priorities in national reforms planning and budgeting in line with international and national commitments on GEWE, or baselines of the output indicator 1.2.1.

Coordination, M & E mechanisms for implementation of the NAP 1325 through national reforms should not be just in place and include women's groups (as is formulated in the project proposal) but should be functional. This is critical qualitative aspect for getting transformative results on GEWE in Ukraine as per goal of the project[35]. Therefore, it is recommended to include "functionality" element in the Output: 2.1: Coordination, monitoring and evaluation mechanisms for implementation of the NAP 1325 through national reforms at national and local levels are in place and include women's groups.

Subsequently, the functionality indicator/s needs to be added in the RRF and the respective data should be collected and reflected in the monitoring and progress reports. This would eliminate existing design gaps and would strengthen the results-based approach and the institutional sustainability prospects of the project.

REC. 02

Support creation of a Gender Statistics Portal.

The project supported development of the gender disaggregated data collection methodology and contributed to the gender disaggregated data gathering. This represents a step forward in creation of the necessary preconditions for evidenced-based and gender-sensitive policy, as well as for gender mainstreaming in the national and local regulatory and normative framework. The still open question is "to what extent the generated gender statistics is available and easy findable for users, i.e. line ministries, institutions, local authorities, CSOs, international organizations, experts, media etc."

Creation of a Gender Statistics Portal would represent a user friendly "one stop-shop" platform, which contains the available gender statistics and information structured based on the certain criteria and areas.

B. Capacity development recommendations

Capacity development represents the core and the cross-component element of the project. Evaluators elaborated six recommendations, which are linked to capacity development needs and aspects. Each capacity development recommendation is specific, tailored and targets distinct actors, (sub)components and approaches. Therefore, evaluators suggest to approach them individually.

REC. 03

Finalize and validate the functional analysis of gender machinery in Ukraine.

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35. Project Goal: To support the government and civil society to achieve transformative results for gender equality and women's empowerment in Ukraine by integrating the gender equality and women, peace and security commitments into the national reforms, including their adequate financing, implementation, monitoring and evaluation.

It is of utmost importance to discuss, validate and agree on the results of the functional analysis prior to further capacity building and support to gender machinery. Relations between the Deputy Prime Ministers' Office for European and Euro-Atlantic Integration, Government's Commissioner for Gender Equality, Ministry of Social Policy and gender advisors or focal points in the line-ministries and agencies have to be resolved prior to more serious engagement in implementation, monitoring and evaluation of adopted policies. Clear delineation between coordination and operational roles of the segments of gender machinery and clear lines of vertical and horizontal communication need to be defined. This is particularly important in relations between the Deputy Prime Minister's Office and the Commissioner. Capacities of the Ministries that are in charge for coordination of specific policies (e.g. Ministry of Social Policy and NAP 1325 and CEDAW, or Ministry of Justice and Rule on Impact Assessment of Laws) should be built and their role and image promoted as such to other institutions.

REC. 04

Provide support for establishment and thematic capacity development of the Centre for Gender Education for military forces of Ukraine.

The mid-term project achievement regarding the institutionalization of the gender education course within the National Agency for Civil Service (NACS) is valid and relevant for the Ukrainian civil servants, while the military forces of the country are not the civil servants.

It is important to gain the momentum regarding the gender mainstreaming in the policy making and institutional development in Ukraine and to support the establishment and thematic capacity development of the Centre for Gender Education for military forces of Ukraine planned by the public authorities of the country.

REC. 05

Maintain gender literacy activities within each line ministry and institution, but link and fine tune them with the GE educational course of the NACS.

As described in the evaluation report, beside the gender mainstreaming initiatives, the project supports through the National Consultants the gender literacy activities, such as: gender assessments, thematic trainings and consultancies within each targeted ministry and institution (Ministry of Defense, Ministry of Interior, Ministry of Social Policy, Ministry of Temporary Occupied Territories and IDPs, Ministry of Justice, Ministry of Economic Development and State Statistic Service).

At the same time, the project developed and integrated a gender educational course for civil servants within the NACS. In the opinion of the evaluators, these two approaches do not represent an overlap, on contrary – they are adequate and should be maintained. The reason is that: On one hand, each ministry and institution has its own area of responsibility and distinct approaches, which justifies why the gender literacy efforts should be tailored to the specifics of each ministry or institution; On the other hand, the civil servants[36] should get some common basic gender literacy, which is valid regardless of the line ministry and public institution.

Therefore, both approaches should complement each other and should be inter-linked and fine-tuned in terms of topics, support materials, additional informational sources, tools etc.

REC. 06

Support development of the blended learning format on GE for the civil servants.

This might be both a strategic, but also an operational recommendation with the different level of complexity and interaction between the mentor and the civil servants. Regardless of the complexity and interaction, its implementation might increase the accessibility of the course for the civil servants, given the advantages offered by this approach, such as: less time and financial resources spent for attending the educational events; flexibility in terms of learning dynamics and schedule; availability at any time (24/7) and any place, including from the work place and possibility to access a topic/module as many times as possible. The

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36. Such as: Ministry of Social Policy, Ministry of Temporary Occupied Territories and IDPs, Ministry of Justice, Ministry of Economic Development and State Statistic Service.

blended learning approach to education is used in professional development and different training settings and combines available online educational materials and opportunities for interaction online with "traditional" place-based classroom methods. This learning format is getting more and more popular, because it seems to be effective according to the recent researches. However, it worth noting that this mixed learning method still requires the physical presence of both lecturer and civil servant. It also involves some elements of mentoring and control over time combined with computer-mediated activities regarding content and delivery of the homework (if any).

It is obvious that a user-friendly on-line platform needs to be developed and the lectures should be trained on IT aspects of delivering the blended learning. They should perhaps restructure the learning modules, elaborate thematic tests and checking questions, develop an interaction and systematic communication on-line forum between the civil servants and between the servants and mentors/lecturers. It also important to bear in mind that the IT unit of the NACS should be adequately equipped to be able to react promptly to some possible technical errors of the Platform, especially at the inception launching phase.

REC. 07

Encourage development of the Back-Home Action Plans by the participants after the study visits and/or thematic trainings.

This is more than just a technical recommendation; it has a mid-term perspective with the long-term potential benefits. Thus, their Back-Home Action Plans (BHAP) might include one idea/commitment or a set of structured actions planned by participant/s to be undertaken as the result of the study visit and/or training they benefitted of.

Encourage development of such BHAP and sharing with UN Women project team. Consider providing on-going technical support for their implementation (if any). In this way, the project will orient beneficiaries of gender focused capacity development toward application of the acquired knowledge and using new thematic tools and skills. It also might be a good responsibility increasing strategy, which should not be underestimated.

C. Participation and partnership recommendations

This group includes three recommendations focused on encouraging civic participation, particularly of the CSOs and media and prioritization of and partnership strengthening with the key actors for consolidation national ownership prospects and promotion accountability.

REC. 08

Promote participation of the CSOs and media in policy making and public M & E systems.

As mentioned, several state and non-state actors consulted during the field mission, CSOs, including the women groups, in Ukraine often are perceived as implementers and are mostly involved at the implementation phase, which is commendable. However, it is important to encourage their participation in the national and local policy making and in public monitoring and evaluation mechanisms[39], to make sure that the civil society of Ukraine is influencing the policy making and is actively monitoring and evaluating the implementation of the GEWE related commitments. In addition to organizations already involved, more systemic involvement of broader CSO community, including women's organizations, human rights organizations and those having expertise in

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37. For additional information: "Blended learning: efficient, timely, and cost effective". Journal of Forensic Sciences, Lothridge, Karen, 2013.

38. A 2015 meta-analysis around blended learning proved its effectiveness and found that all of the evidence-based studies concluded that student achievement was higher in blended learning experiences when compared to either fully online or fully face-to-face learning. For additional information see: "Preparing for the Digital University: A review of the history and current state of distance, blended, and online learning." Athabasca University. Siemens, G., Gašević, D., Dawson, S., 2015. http://linkresearchlab.org/PreparingDigitalUniversity.pdf

39. Likewise UN Women included CSOs and women groups in the Evaluation Reference Group of the MTE.

public administration, budgeting and development. This may include sharing comprehensive information on the project with organizations so they are able to identify their areas of interest and potential intervention within the project; support to establishment and capacity building of "watch dog" groups of NGOs for implementation of policies developed under the project etc. A formal monitoring mechanism involving civil society could be considered. Involved media could be further informed about the entire Project as well and some impact level stories could be identified and offered to them when available and they could be turned into allies in monitoring, but also in pushing the GEWE agenda in reforms forward.

Implementation of this recommendation will foster the targeted "demand for accountability and transparency of decision making and spending for gender and women, peace and security commitments"[40] and will increase the effectiveness of their expected "participation of women in the security sector and effective civilian oversight"[41]. It might a valuable approach, which will increase the national ownership and, subsequently the sustainability prospects of the achievements.

REC. 09

Agree on criteria and apply prioritization in selection of partnerships in the remaining part of the project.

UN Women CO in Ukraine should analyze all the initiatives started in the Reforms Project and consider the criteria for prioritization of those which deserve deeper involvement and comprehensive approach in the management cycle – from planning, adequate budgeting, through implementation, to

monitoring and evaluation. Primary criteria should be the level of their contribution to achievements of the Project results. Process of prioritization does not necessarily mean abandoning some of them. Some partnerships be left on the awareness raising level.

For some strategies to transfer them to the national institutions could be developed. Some could be transferred to other existing projects or even new projects can be developed around them. Another option is expanding of project staff, yet this would not necessarily provide sufficient response to overall growing interest for the project in Ukraine. Engagement of CSO coordination / citizen's participation and advocacy expert might be beneficial.

REC. 10

Sign a Partnership Agreement with NACS and consolidate gender literacy sustainability prospects.

This recommendation is not a technical one focused just on formalization of the existing tacit agreement between UN Women and NACS; On contrary, it represents mostly a strategic-oriented partnership approach for assuming official written commitments by the institution (instead of just verbal ones based on the personal willingness). It is recommended to include in agreement among other, the following aspects: core area and aspects of the cooperation, post-support commitments of the institution, blended format learning, etc.

It might consolidate institutionalization sustainability prospect of the existing gender literacy curriculum and course within the NACS.

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40. Output 1.3: Gender advocates and women's groups have enhanced capacity and demand accountability and transparency of decision making and spending for gender and women, peace and security commitments.

41. Output 2.3: Gender equality advocates use knowledge and tools and promote evidence-based advocacy for increased participation of women in the security sector and effective civilian oversight.

PART 7. ANNEXES

Annex 1: Lead Evaluation Questions

Annex 1.1 Evaluation Questions
for Public Authorities of Ukraine (line ministries, state agencies)

Relevance

- To what extent the country context is conducive for work on GEWE and WPS?

- To what extent the project is aligned to Ukraine's national policies on GEWE and WPS?

- To what extent the project is aligned with Ukraine – UN Partnership Framework (UNPF) 2018- 2022 and nationalized SDGs?

- To what extent your institution was/is involved at the planning, implementation, monitoring, and reporting phases of the project?

- To what extent the project is flexible/adaptable to the changes in the national reforms processes?

- How does the Project support address the needs of marginalized and vulnerable groups, particularly disadvantaged and multiple discriminated women and girls?

- What is an added value (unique) in the support of UN Women to the national reforms processes and your institution in comparison to other interventions?

Effectiveness

- What is the role of your institution in mainstreaming of GEWE in the national policies and reforms?

- What are the main achievements regarding the GEWE and WPS, so far?

- Did the project enhance accountability for GEWE in national reforms, peace and security?

- To what extent the GEWE aspects are mainstreamed in the national policies and reforms? How many reforms included GEWE aspects?

- What are the good practices generated, so far?

- To what extent have capacities of your institution (to analyze, formulate and execute gender-responsive policies, reforms, plans and budgets) been strengthened?

- To what extent coordination, M & E mechanisms for implementation of the NAP 1325 at national and local levels are in place, functional and include women's groups?

- To what extent security institutions adopt and implement sector action plans on UNSCR 1325, which are adequately financed and monitored?

- Can any effects of the project on end beneficiaries (women and girls' lives, GE) be identified at this stage or anticipated in near future?

- To what extent UN Women project contributed to those achievements?

- Does your institution have a monitoring mechanisms to measure progress towards GEWE results?

- What (if any) types of innovations have been introduced for the achievement of GEWE results?

- To what extent the project led to improved communication, coordination and information exchange with your institution, other ministries and stakeholders in Ukraine?

- What should be adjusted, dropped off or reinforced to deliver better GEWE results?

Efficiency

- Have adequate resources (financial, human, technical, time) been allocated for achieving GEWE results by your institution?

- What are the positive factors and challenges, which influence performance of your institution regarding GEWE aspects? How were they overcome?

- How would you describe your cooperation with the UN Women?

- Is there anything you would suggest to improve the cooperation?

Potential Sustainability

- To what extent the project/GEWE achievements have sustainability prospects at the: policy institutional and financial levels?

- To what extent the project established sustainable partnership with your institution?

- What are the factors, which can jeopardize further mainstreaming of the GE aspects?

- What should be done to increase sustainability prospects (policy, institutional and financial)?

- Which institution do you see as the key responsible for achieving effective/sustainable reforms?

Annex 1.2: Evaluation Questions
for International Organizations, NGOs, and media

Relevance

- To what extent is the project relevant to GEWE priorities of your organization?

- How do you use the national GE framework?

- What do you consider the most relevant document?

- Is there a synergy between UN Women Project and other GEWE initiatives? Please explain.

- To what extent the project reflects the needs of the women IDPs?

- To what extent your organization was/is involved at the planning, implementation, monitoring, and visibility increasing of the project/GEWE aspects?

- To what extent the project is flexible/adaptable to the changes in the national reforms processes?

- How does the project support address the needs of marginalized and vulnerable groups, particularly disadvantaged and multiple discriminated women and girls?

- What is an added value (unique) in the support of UN Women to the national reforms processes and your institution in comparison to other interventions?

Effectiveness

- To what extent the project contributed to strengthening the capacity of your organization to formulate, monitor GEWE aspects?

- To what extent the gender issues are mainstreamed in the national policies and reforms?

- To what extent coordination, M & E mechanisms for implementation of the NAP 1325 at national and local levels are in place and include women's groups?

- To what extent gender advocates and women's groups have enhanced capacity to demand accountability/transparency of decision making and spending for GE and WPS commitments?

- To what extent GE advocates use knowledge and tools and promote evidence-based advocacy for increased participation of women in the security sector and civilian oversight?

- Can any effects of the project on end beneficiaries (women and girls' lives, gender equality) be identified at this stage or anticipated in near future?

- Does the project have joint monitoring mechanisms to measure progress towards results?

- What (if any) types of innovations have been introduced for the achievement of GEWE results?

- To what extent the project led to improved communication, coordination and information exchange with your institution, other line ministries and stakeholders in Ukraine?

- What should be adjusted, dropped off or reinforced to deliver better GEWE results?

Efficiency

- Have adequate resources (financial, human, technical, time) been allocated for achieving GEWE results by your organization?

- What are the positive factors and challenges, which influence performance of your organization regarding GEWE aspects? How were they overcome?

- How would you describe your cooperation with UN Women?

- Is there anything you would suggest to improve the cooperation?

Potential Sustainability

- Is there a political will to develop accountability, coordination and monitoring mechanisms on GE?

- To what extent the project/GEWE achievements have sustainability prospects at the: policy institutional and financial levels?

- To what extent the project established sustainable partnership with your organization? Please provide examples.

- What should be done to increase sustainability prospects at all levels (policy, institutional and financial)?

Annex 1.3: Evaluation Questions
for UN Women team

Relevance

- To what extent is the project aligned with international, regional and national agreements and conventions on GEWE?

- How does UN Women assure that the project reflects and aligns to Ukraine's national and international commitments on GE?

- Is the project aligned with Ukraine's UN Partnership Framework (2018- 2022) and SDGs?

- To what extend the project contributes to the implementation UN Women Strategic Note?

- To what extent does the project include a joint approach and shared vision?

- To what extent the HRBA and RBM are incorporated in the project design and reflected in the project delivery and reporting? How is the principle of 'leaving no-one behind' integrated in the design and implementation?

- Is the design and implementation based on quality analysis, including gender and human rights-based analysis, risk assessments, socio-cultural and political analysis?

- To what extent is the design of the intervention relevant to the needs and priorities of the state and non-state actors?

- To what extent the project is flexible to adapt to the changes in the national reforms processes

Effectiveness

- What is the project fulfilment? What is the progress made towards achievement of the expected outputs and outcomes?

- To what extent have capacities of relevant duty-bearers and rights-holders been strengthened?

- How many national reforms mainstreamed GEWE aspects, so far?

- What is the likelihood that the project results (outputs and outcomes) will be achieved by the end of the action?

- How effective are the project strategies and approaches?

- Has the project achieved any unforeseen results so far, either positive or negative? For whom? What are the good practices/obstacles/shortcomings? How were they overcome?

- To what extent the key government partners are open to capacity strengthening to formulation and implementation of the gender-responsive reforms?

- To what extent the gender advocates are receptive and have the influence on the ongoing reforms?

- Does the project have monitoring mechanisms to measure progress towards results?

- How adaptably and rapidly did UN Women react to changing country context and address the challenges?

- What -if any- types of innovative good practices have been introduced in the project for the achievement of GEWE results?

- Has the project led to complementary and synergistic effects to achieve GEWE in Ukraine?

Efficiency

- Have adequate resources (financial, human, technical support, etc.) been allocated to progress towards the achievement of the project outputs and outcomes?

- To what extent the project fulfilment corresponds to the initial implementation schedule? Are there any delays in delivery? If "Yes" why?

- What are the key driving factors (KDF) and bottle necks, which influence project delivery?

- To what extent coordination and monitoring mechanisms are in place and positively influence project performance?

Sustainability prospects

- What are the sustainability prospects at the: 1) Policy level (policy sustainability, i.e. viability of the policy and regulatory level achievements); 2) Institutional level (institutional sustainability – viability of the increased individual and institutional capacities

of rights-holders and duty-bearers) and 3) Financial level (financial sustainability – e.g. viability of the gender-sensitive budgeting achievements)?

- To what extend the project established relevant partnerships with key stakeholders?

- To what extent the project led to improved communication, coordination and information exchange within the line ministries, other relevant stakeholders in Ukraine?

- To what extent the non-state national thematic partners have "voice" and influence on the mainstreaming GEWE?

- Is there a political will to further develop accountability, coordination and monitoring mechanisms on GE?

- What are the factors, which can jeopardize the further project implementation? How they should be mitigated?

- What should be done to increase sustainability prospects at all levels (policy, institutional and financial)?

Annex 1.4 Evaluation Questions
for National consultants / thematic specialists

Relevance

- To what extent the country context is conducive for work on GEWE and WPS?

- How was your assignment designed to support Ukraine's national policies on GEWE and WPS?

- To what extent the project is flexible/adaptable to the changes in the national reforms processes, if any were identified during your assignment?

- How is the principle of 'leaving no-one behind' integrated in the design and implementation?

- What is an added value (unique) of the support of UN Women and the support you provide to the national reforms processes and your institution in comparison to other interventions?

Effectiveness

- What are the main achievements supported by your assignment or overall UN Women support that you have noticed?

- To what extent the project enhances accountability for GEWE in national development, peace and security?

- To what extent the GEWE aspects are mainstreamed in the national policies and reforms? How many reforms included GEWE aspects?

- What (if any) types of innovations have been introduced for the achievement of GEWE results?

- To what extent the project led to improved communication, coordination and information exchange with your institution, other line ministries and stakeholders in Ukraine?

- What should be adjusted, dropped off or reinforced to deliver better GEWE results?

Efficiency

- Have adequate resources (financial, human, technical, time) been allocated for achieving GEWE results by the institution that was a beneficiary of your assignment?

- What are the positive factors and challenges, which influence its performance? How were they (or how should they be) overcome?

- Is there anything you would suggest to improve the cooperation?

Sustainability prospects

- To what extent the project/GEWE achievements have sustainability prospects at the: policy institutional and financial levels?

- What are the factors, which can jeopardize further mainstreaming of the GE aspects? How they should be mitigated?

- What should be done to increase sustainability prospects at all levels (policy, institutional and financial)? Which institution do you see as the key responsible for achieving effective and sustainable reforms?

Annex 2: List of consulted stakeholders

UN Women

1. UN Women Representative in Ukraine.
2. Administrative and Finance clerk.
3. Project Coordinator.
4. Evaluation Specialist, UN Women Europe & Central Asia Regional Office.
5. Communication and Advocacy Specialist.
6. Project Analyst on WPS.
7. Program Specialist.
8. Program Coordinator.
9. Administrative Assistant.

Public institutions in Ukraine

10. Senior Expert of NATO Division Government Office for European and Euro-Atlantic integration in the secretariat of the Cabinet of Ministers of Ukraine.
11. Senior Officer, Gender Equality Sector, State Border Service.
12. Deputy Minister of Temporarily Occupied Territories and Internally Displaced Persons.
13. General Staff, Ministry of Defense of Ukraine.
14. Government Commissioner for Gender Equality.
15. Deputy Head of the Office of the Deputy Prime Minister for European and Euro-Atlantic Integration of Ukraine.
16. Specialist of the Division of Gender Issues, Relations with Civil Society and Religious Organisations, Department of Military Education, Science, Social and Humanitarian Politics, Ministry of Defense of Ukraine.
17. State Expert Group on Human Trafficking, Domestic Violence and Gender Equality, Ministry of Social Policy.
18. State Expert Group on Human Trafficking, Domestic Violence and Gender Equality, Ministry of Social Policy.
19. Advisor to the Head of State Statistics Office.
20. State Statistics Service of Ukraine.
21. Department of International Organizations, Ministry of Justice.
22. National Academy of State Border Service.
23. Head of Communications, Ukrainian Institute.
24. Advisor to the Minister of Internal Affairs.
25. Advisor on NATO to the Deputy Prime Minister for European and Euro-Atlantic Integration of Ukraine.
26. First Vice-head of the National Agency of Ukraine on Civil Service.
27. Head of Gender Equality Sector, State Border Service.
28. Head of Department of International Organisations, Ministry of Foreign Affairs of Ukraine.
29. First Deputy Director, National Agency of Ukraine on Civil Service.

Civil Society Organisations

30. President, NGO "La Strada".
31. Director, NGO "Theatre for Dialogue".
32. Participants of theatre for dialogue.
33. Internally Displaced Person, Civic Activist.
34. Director, NGO "Institute for Gender Programs".
35. Director, NGO "Positive Women".

Media

36. Partner Relations Manager, Public Broadcasting Company of Ukraine.
37. General Producer, Public Broadcasting Company of Ukraine.
38. Chief Executive Officer and Managing Partner at Platfor.ma media.
39. Former Chief Executive Officer Ekonomika+.
40. Chief Editor at womo.ua.
41. Deputy Head of Public Media Academy, Public Broadcasting Company of Ukraine.

Sida

42. Program Officer, Embassy of Sweden, Ukraine.

International Organisations and Projects

43. Deputy Head of Mission, United Nations Human Rights Monitoring Mission in Ukraine.

44. Deputy Director, Expert Deployment for Governance & Economic Growth Project.

45. Political Officer, NATO Representation to Ukraine.

46. Gender Advisor, Council of Europe Office in Ukraine.

47. Team Leader, Gender Responsive Budgeting Project Ukraine.

48. Advisor on Women Peace and Security, NATO Representation to Ukraine.

Consultants

49. Consultant, NGO "USCR".

50. National Consultant on Gender, Ministry of Temporarily Occupied Territories and IDPs.

51. Ex-UN Women Ukraine Consultant.

52. National Consultant on WPS, DPM Office.

53. National Consultant on Gender-Responsive Reforms, DPM Office.

54. NGO "Women's Information Consultative Centre".

Annex 3: List of Consulted documents

1. Project Document "Enhancing Accountability for Gender Equality and Women's Empowerment in National Reforms, Peace and Security".

2. Annex 1 Results and Resources Framework Final, 24 May 2017.

3. Annex 7 Risks and Mitigation Strategy Final, 25 April 2017.

4. Annual Report 2017 "Enhancing Accountability for Gender Equality and Women's Empowerment in National Reforms, Peace and Security", UN Women to SIDA.

5. Annual Progress Report 2018 to the Government of Sweden "Enhancing Accountability for Gender Equality and Women's Empowerment in National Reforms, Peace and Security", UN Women.

6. State Social Program on Ensuring Equal Rights and Opportunities for Women and Men up to 2021.

7. National Action Plan on the Implementation of Recommendations Provided in the Concluding Observations of the UN Committee on the Elimination of Discrimination Against Women to the Eighth Periodic Report of Ukraine on the Implementation of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) by 2021, ENG.

8. Gender Impact Assessment of the Security and Defense Sector in Ukraine 2017, UN Women, Government of Sweden.

9. Ukraine National Action Plan on Implementation of UN Security Council Resolution 1325 "Women, Peace and Security" till 2020.

10. Summary of UN Women Ukraine Partnership Survey 2018.

11. Midterm Evaluation of the Ukrainian National Action Plan on Implementation of United Nations Security Council Resolution 1325 "Women, Peace and Security" until 2020, 2018.

12. Order of the Cabinet of Ministries of Ukraine "National Action Plan on Implementation of UN Security Council Resolution nr. 1325 "Women, Peace and Security" till 2020.

13. Strategic Note 2018-2022 UN Women Ukraine, approved HQ PRG, 07 November 2017.

14. Theory of Change, UNDAF Companion Guidance.

15. UN-SWAP Evaluation Performance Indicator, 2016 Reporting Cycle Results, UNEG, March 2017.

16. Evaluation Handbook "How to Manage Gender-Responsive Evaluation", UN Women Independent Evaluation Office, 2015.

17. Terms of Reference for the Evaluation Management Group for Mid-term evaluation of the project "Enhancing accountability for gender equality and women's empowerment in national development, peace and security".

18. Annex 2 Working Group on Women, Peace and Security of the Public Council on Gender Equality under the Inter-Faction Union for Equal Opportunities of the Verhovna Rada of Ukraine, Terms of Reference.

19. Annex 5 Enhancing accountability for gender equality and women's empowerment in national reforms, peace and security, Project Advisory Group, Terms of Reference, 25 April 2017.

20. Annex 3 UN Women Organogram, 25 April 2017.

21. Stakeholder Analysis.

22. Corporate Evaluation of UN Women's Contribution to Governance and National Planning: https://gate.un-women.org/Evaluation/Details?evaluationId=11366

23. Corporate Thematic Evaluation: UN Women's Contribution to Humanitarian Action: https://gate.unwomen.org/Evaluation/Details?evaluationId=11372

Annex 4: Terms of References (TOR)

Mid-term evaluation for project: "Enhancing accountability for gender equality and women's empowerment in national development, peace and security"

1. Background of the Project

UN Women, grounded in the vision of equality enshrined in the Charter of the United Nations, works for the elimination of discrimination against all 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 and peace and security.

The overarching goal of UN Women Ukraine is to empower women and girls and ensure full enjoyment of their human rights towards a peaceful and gender equal society in Ukraine. The implementation of the UN Women Ukraine Country Strategy (2018-2022) is guided by key international gender equality and women's human rights norms and standards. UN Women's work in Ukraine focuses on supporting the government, parliament and civil society in advancing gender equality and implementation of the national and international commitments. Through its normative support functions, UN Women assists Ukraine in implementation of the Sustainable Development Goals, recommendations of the Universal Periodic Review, implementation of the Convention on Elimination of All Forms of Discrimination against

Women (CEDAW) and the other human rights treaty body recommendations on women's human rights, Beijing Platform for Actions and the outcome documents of its reviews, and the UN Security Council Resolutions on Women, Peace and Security, among other normative frameworks.

Ukraine ratified the key international instruments on human rights, gender equality and women's rights, including the Convention on Elimination of Discrimination against Women (CEDAW) in 1980, joined the Beijing Declaration (BPFA) and ratified the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD) in 1994. Country adopted and localized the SDGs, accomplished the baseline report and is in the process of developing the mechanism for SDGs implementation through sectoral policies and programmes. Gender equality is enshrined in the Constitution and Ukraine and adopted a solid policy and legal framework. The Government developed the National Strategy on Human Rights and the Action Plan (2016-2020). The 2018 saw several policy advancements on gender equality. The Cabinet of Ministers for the first time included gender equality priorities in the Government Plan: institutionalization of the gender analysis of legislation; the revision of NAP1325 based on the mid-term review. The Government also adopted the National Action Plan on the CEDAW Concluding Observations[42] and the State Programme on Equal Rights and Opportunities for Women and Men by 2021[43], which builds on the BPfA, SDGs and CEDAW, and integrates the measures to address multiple forms of discrimination.

Despite of these significant efforts, gender equality and human rights are yet to become an integral part of the reforms, recovery or peacebuilding processes. Gender equality and human rights priorities need to be further mainstreamed in the sectoral policies and plans. The structural barriers to a full realization of human rights and gender equality can be further addressed in the ongoing governance (public administration

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42. Ukraine, Cabinet of Ministers of Ukraine, Decree # 634-p dated 5 September 2018 "On approval of "National Action Plan on Implementation of the Concluding Observations to the 8th Periodic Report of Ukraine on Convention of Elimination of All Forms Discrimination Against Women until 2021". Available at https://www.kmu.gov.ua/ua/npas/pro-go-planu-dij-z-vikonannya-rekomo-zhinok-do-vosmoyi-periodichnoyi-dopovidi-ukrayini-pro-vikonannya-konvenciyi-pro-likvidaciyu-vsih-form-diskriminaciyi-shcho-do-zhinok-na-period-do-2021-roku

43. Ukraine, Cabinet of Ministers of Ukraine, Decree #273 dated 11 April 2018 "On approval of the State Social Program on Equal Rights and Opportunities of Women and Men until 2021". Available at https://kmu.gov.ua/ua/npas/pro-zatverdzhennya-derzhavnoyi-socialnoyi-programi-zabezpechennya-rivnih-prav-ta-mozhlivostej-zhinok-i-cholovikiv-na-period-do-2021-roku

reform, justice sector reform), and women, peace and security (security sector reform, defense reforms).

Since 2017, UN Women is implementing a project "Enhancing accountability for gender equality and women's empowerment in national development, peace and security" is supporting the consolidated efforts of the government, parliament, women's groups and civil society organisations (CSOs) to meet state commitments on gender equality and women's rights, including CEDAW, UN Security Council Resolution 1325 on Women, Peace and Security (UNSCR 1325) and SDGs through reforms and peace and security processes.

The project is working to provide the government with the institutional, capacity development and technical support to carry out its ambitious reforms to mainstream gender and women's human rights, and to ensure that the conflict's profound impact on gender relations and roles informs policy-making. The project specifically targets public administration, justice, security sector and defense sector reforms. The human rights-based approach is well integrated throughout the project and makes every effort to engage with and strengthen the voice of women in policy making and reforms and guided by the international human rights treaties and is based on a theory of change which articulates the causal linkages and actions required by the government, parliament, civil society, UN Women and other international development partners to achieve transformative change in the lives of women in Ukraine.

The overall **project goal** is to achieve transformative results for gender equality and women's empowerment in Ukraine by integrating gender equality and women's human rights commitments into the national reforms and the peace and security processes, and by putting mechanisms in place for adequate financing, implementation, monitoring and evaluation.

The theory of change stipulates that **If** 1) governance and national reforms integrate gender equality and WPS commitments; (2) the capacity of the national institutional mechanism on gender equality is strengthened for government-wide mainstreaming of gender in policies and reforms; (3) key government institutions have capacity to implement commitments through sectoral reforms, plans and budgets; (4) oversight and coordination mechanisms for implementation of the gender equality and WPS commitments are set and operational; (5) favourable social attitudes and gender awareness are promoted among duty bearers and

rights holders; and (6) women's groups, having capacity and opportunity, demand for their rights and priorities in reforms **then** the transformative results for gender equality and women's empowerment will be achieved because the implementation of the international and national gender equality and WPS commitments will be well coordinated, financed and monitored.

The project is in the middle phase of its implementation and as established in the Project Document, a mandatory external mid-term evaluation is to be conducted by UN Women Ukraine Country Office. This mid-term evaluation will serve as a primarily formative (forward-looking) evaluation to support the CO and national stakeholders' strategic learning and decision-making for the ongoing project implementation and enhanced accountability for development effectiveness.

To implement this task, UN Women seeks to hire International Consultant for conducting the gender-responsive mid-term evaluation of the project, who will work in the team with the local consultant to be hired by UN Women. Please refer to Annex 1 of the TOR for further details on **Evaluation Management Structure, Evaluation Approach, Methodology Criteria and Questions, Scope of the Evaluation, Evaluation Process, duties and responsibilities of the Evaluation Team.**

2. Evaluation Approach, Purpose, Objectives and Use

After two years of the project implementation, as established in the Project Document, a mandatory external mid-term evaluation is to be conducted by UN Women Ukraine Country Office.

This mid-term evaluation is being commissioned by the Ukraine Country Office (CO) as a primarily formative (forward-looking) evaluation to support the CO and national stakeholders' strategic learning and decision-making for the remaining period of the project. The evaluation is expected to support enhanced accountability for development effectiveness and learning from experience to inform the future operations of the project:

- A Theory of Change (ToC) approach will be followed for the evaluation and the reconstructed ToC should elaborate on the objectives and assumptions that stakeholders use to explain the change process as represented in the change framework of the project.

- The indicative list of the type of questions for a mid-term evaluation are elaborated in the section 3 below.

- The evaluation should provide formative recommendations for strengthening the project delivery based on the four OECD-DAC evaluation evaluation criteria, i.e. relevance, effectiveness, efficiency and sustainability.

This mid-term evaluation is taking place towards the middle of the implementation of the intervention which will be June 2019 and its main purpose is assessing the programmatic progress of the intervention to make any necessary adjustments and lessons learned so far.

The **overall objective** of the mid-term evaluation is to assess the progress made towards the achievement of the set outcomes and objectives, analyze the results achieved and challenges encountered, adjust implementation modalities as needed and incorporate changes throughout all program components for the remaining implementation period.

The specific evaluation objectives are:

- To analyze the relevance of the project implementation strategy and approaches to the development of gender-responsive policies, accountability frameworks and gender-responsive national reforms;

- To review the relevance of the logical framework and respective Monitoring and Evaluation Plan of the project;

- To assess effectiveness and organizational efficiency in progressing towards the achievement of the project's results;

- To assess the potential sustainability of the results and the feasibility of ongoing, nationally-led efforts in the thematic areas tackled by the project from the viewpoint of national ownership, accountability, national capacity development, partnership and co-ordination between UN Women and other development partners;

- To document lessons learned, best practices, success stories and challenges to inform future work of UN Women in the frameworks of gender-responsive governance and Women, Peace and Security;

- To assess how the intervention and its results relate and contribute to the Sustainable Development Goals in Ukraine.

The information generated by the evaluation will be used by UN Women and different stakeholders to:

- Contribute to building of the evidence base on effective strategies for strengthening the support to the government and other stakeholders in gender transformative reforms;

- Facilitate the strategic reflection, learning and further planning for programming in the areas of strengthen the capacity of the Government of Ukraine and national stakeholders and structures on reforms with the aim to increase sustainability of the results beyond the programme.

Main evaluation users include UN Women Country Office in Ukraine as well as Government of Sweden (project donor). Furthermore, national stakeholders – NGO partners, Parliamentary counterparts, targeted state agencies, and local governments will be also closely involved in the evaluation process to increase ownership of findings, draw lessons learned and make and greater use of this mid-term evaluation results.

The findings of the evaluation are expected to contribute to effective programming and efficient and sustainable project delivery. The information generated by the evaluation will moreover be used to engage policy makers and other stakeholders at local, national and regional levels in evidence-based dialogues and to advocate for gender-responsive strategies, national reforms with a particular focus on gender equality, human rights, and Women, Peace and Security at local, national and regional levels.

3. Evaluation Criteria and Key Evaluation Questions

As indicated above, the evaluation will address the OECD-DAC evaluation criteria of relevance, effectiveness, efficiency and sustainability. More specifically, the evaluation will address the following key questions under each of the criterion:

Relevance:

- To what extent is the intervention aligned with international, regional and national agreements and conventions on gender equality and women's empowerment?

- How does the project design match with the complexity of national structures, systems and decision-making processes?

- How does UN Women assure that the project reflects and aligns to Ukraine's national plans on gender equality as well as the country's internationally undertaken obligations and/or best practices?

- To what extent the project is aligned with Ukraine's UN Partnership Framework (UNPF) 2018- 2022 and nationalized SDGs?

- To what extend the project is contributing to the implementation UN Women Strategic Note?

- To what extent does the project's design and implementation process include a collaborative process, shared vision for results-based delivery?

- Is the implementation based on quality analysis, including gender and human rights-based analysis, risk assessments, socio-cultural and political analysis?

- To what extent was the design of the intervention relevant to the needs and priorities of the beneficiaries?

- To what extent the project has been flexible to adapt to the changes in the national reforms processes?

Effectiveness:

- What has been the progress made towards achievement of the expected outputs and outcomes?

- How effective have the selected programme strategies and approaches been in progressing towards achieving programme results?

- Has the project achieved any unforeseen results so far, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How were they overcome?

- To what extent have capacities of relevant duty-bearers and rights-holders been strengthened at this stage of implementation?

- Does the project have effective monitoring mechanisms in place to measure progress towards results?

- How adaptably and rapidly did UN Women react to changing country context and address the challenges?

- What -if any- types of innovative good practices have been introduced in the programme for the achievement of GEWE results?

- Has the project led to complementary and synergistic effects on broader UN efforts to achieve GEWE in Ukraine?

Efficiency:

- Have resources (financial, human, technical support, etc.) been allocated to progress towards the achievement of the project outputs and outcomes?

- Does progress towards the achievement of outputs correspond to the mid-term phase of the project implementation?

- How the project implementation affected efficiency of delivery so far? What factors have influenced this?

- Is the coordination between the counterparts and UN Women leading to better programme results?

- Has there been effective leadership and management of the project including the structuring of management and administration roles to maximize results?

- To what extent are the programme's monitoring mechanisms in place effective for measuring and informing management of project performance and progress towards targets?

Potential sustainability:

- To what extend has the UN Women been able to establish relevant partnerships with key stakeholders? To what extent are relevant national stakeholders and actors included in the UN Women programming and implementation and policy advocacy processes?

- To what extent has so far the intervention succeeded in building sustainable individual and institutional capacities of rights-holders and duty-bearers?

- Do key national partners including women's movements and women's organizations etc. have voice and influence within the project implementation?

- To what extent key national partners were involved in the project's conceptualization and design process?

- To what extent the project modality led to improved communication, coordination and information exchange within the line Ministries, other relevant stakeholders in Ukraine?

It is expected that the evaluation team will develop an evaluation matrix, which will relate to the questions below (and refine them as needed), the areas they refer to, the criteria for evaluating them, the indicators and the means for verification as a tool for the evaluation. Final evaluation matrix with revised and refined evaluation questions will be validated and approved in the evaluation inception report.

4. Scope of the evaluation

The mid-term evaluation of the project is to be conducted externally by a team of two International Consultants (Team Lead and Team Member) selected through a competitive process. It is planned to be conducted in the period of **July – September 2019**. The evaluation will cover project implementation period from June 2017 until June 2019 (24 months).

The evaluation will be conducted in Ukraine, where the project has been implemented; in the capital Kyiv with one possible travel to Kharkiv Oblast to collect data as defined by the agreed evaluation work-plan. The evaluation will examine all the relevant documents of UN Women, including logical framework of the project, its Monitoring and Evaluation Plan, annual work plan, annual reports to the donor, knowledge products produced in the frameworks of the project, etc.

5. Evaluation Process and Methodology

The evaluation methodology will deploy mixed methods, including quantitative and qualitative data collection methods and analytical approaches to account for complexity of gender relations and to ensure participatory and inclusiveness processes that are culturally appropriate. A theory of change approach will be followed. The reconstructed theory of change should elaborate on the objectives and articulation of the assumptions that stakeholders use to explain the change process represented by the change framework that this project considered and has contributed to promote gender equality and women's empowerment. Assumptions should explain both the connections between early, intermediate and long-term project outcomes and the expectations about how and why

the project has brought them about. Interviews and focus group discussions with all key stakeholders involved in the project implementation, including but not limited to UN Women project team, local NGO partners beneficiaries, legislative body, central and local government partners, etc. shall also take place.

In addition, UN Women is among the UN-SWAP reporting UN entities and the contractor has to take into consideration that the evaluation is managed by UN Women are annually assessed against the UN-SWAP Evaluation Performance Indicator and its related scorecard. The evaluation will be conducted in accordance with UN Women evaluation guidelines and UNEG Norms and Standards for evaluation and the UNEG Code of Conduct for Evaluations in the UN System.[44]

The evaluation process is divided in five phases:

1) Preparation, mainly devoted to structuring the evaluation approach, preparing the TOR, compiling programme documentation, and hiring the evaluation company;

2) Inception, which will involve reconstruction of theory of change, evaluability assessment, online inception meetings with the UN Women project team, inception report and finalization of evaluation methodology;

3) Data collection and analysis, including desk research and preparation of field missions, visits to the national stakeholders in Kyiv, and potential visit to one of the security sector higher education institution located in Kharkiv;

4) Data analysis and synthesis stage, focusing on data analyzed, interpretation of findings and drafting of an Evaluation Report;

5) Dissemination and follow-up, which will entail the development of a Management Response by UN Women.

The evaluation team will be responsible for phases 2, 3 and 4 with the support of UN Women while UN Women is entirely responsible for phases 1 and 5.

Phases for which evaluation team will be responsible of submitting quality deliverables entail the following:

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44. http://www.uneval.org/document/detail/21
http://www.uneval.org/document/detail/22
http://www.unevaluation.org/document/detail/102

- **Inception phase**: at the beginning of the consultancy, the contractor will be provided with key sources of information for an initial desk review. The online inception meetings will be conducted with the UN Women project team. At the end of this phase an inception report that will include the refined evaluation methodology will be delivered. The inception report will be validated and approved by UN Women.

- **Data collection phase**: based on the inception phase, the contractor will carry out an in-depth desk review, and field mission/s will be conducted to complete data collection and triangulation of information. Interviews and focus group discussions with key stakeholders, as relevant, will take place.

- **Data analysis and synthesis phase**: The collected information will be analyzed and mid-term evaluation report will be delivered. A validation meeting will be organized where the contractor will validate the final report with UN Women.

6. Stakeholders Participation and Evaluation Management

The mid-term evaluation will be a consultative, inclusive and participatory process and will ensure the participation of project beneficiaries. The evaluation will be Human Rights based and Gender responsible and an Evaluation Reference Group (ERG) will be constituted.

UN Women will appoint an officer who will serve as the **Evaluation Task Manager** and who will be responsible for the day-to-day management of the evaluation and ensures that the evaluation is conducted in accordance with the UN Women Evaluation Policies, United Nations Evaluation Group Ethical Guidelines and Code of Conduct for Evaluation in the United Nations system and other key relevant guidance documents. The evaluation process will be supported by the UN Women Europe and Central Asia Regional Evaluation Specialist.

Moreover, an **Evaluation Management Group (EMG)** comprising of evaluation Task Manager and delegated staff member/s by UN Women Representative will be established to oversee the evaluation process, make key decisions and quality assure the different deliverables. The EMG will quality assure and approve all deliverables. EMG will be responsible for the coordination in the field including logistical support during field missions.

The establishment of an **Evaluation Reference Group (ERG)** will facilitate the participation of key stakeholders in the evaluation process and will help to ensure that the evaluation approach is robust and relevant to staff and stakeholders. Furthermore, it will make certain that factual errors or errors of omission or interpretation are identified in evaluation products. The reference group will provide input and relevant information at key stages of the evaluation: terms of reference, inception report, draft and final reports and dissemination of the results. The establishment of an ERG will enable the participation of relevant stakeholders in the design and in the validation of the evaluation, raising awareness of the different information needs, quality assurance throughout the process and in sharing the evaluation results. The Evaluation Reference Group will be engaged throughout the process and will be composed of relevant National Government and local stakeholders, representatives from Civil Society Organizations. The ERG group will review the draft evaluation report and provide substantive feedback to ensure quality and completeness of the report.

Within six weeks upon completion of the evaluation, UN Women Representative will approve a management response that addresses the evaluation recommendations to ensure learning and inform implementation of the remaining period of the project.

7. Expected Deliverables, Duties and Responsibilities

The evaluation team, comprising of two International consultants are expected to deliver the following products:

1) Inception Report where the evaluation team will present a refined scope, a detailed outline of the evaluation design and methodology, evaluation questions, and criteria for the approach for in-depth desk review and field work to be conducted in the data collection phase. The report will include an evaluation matrix and detailed work plan. A first draft report will be shared with the Evaluation Management Group and, based upon the comments received the evaluation team will revise the draft. The revised draft will be shared with the Evaluation Reference Group for feedback. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the final inception report – by 30 June 2019.

2) **Conducted field visits to Kyiv, Ukraine** and one potential visit to the security sector higher education institution; conduct key interviews and focus group discussions and analyzed data – by 20 July 2019.

3) **Power Point Presentation of preliminary findings** (conducted in Kyiv). A PowerPoint presentation detailing the emerging findings of the evaluation will be shared with the Evaluation Management Group for feedback. The revised presentation will be delivered to the reference group for comment and validation. The evaluation team will incorporate the feedback received into the draft report – by 12 July 2019.

4) **Draft Evaluation report** which will be shared with the evaluation management group for initial feedback. The second draft report will incorporate Evaluation Management Group feedback and will be shared with the Evaluation Reference Group for identification of factual errors, errors of omission and/or misinterpretation of information. The third draft report will incorporate this feedback and then be shared with the reference group for final validation. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the revised drafts – by 11 August 2019.

5) **Final Mid-term Evaluation report** taking into consideration comments and feedback collected from UN Women. The report shall include the following chapters: Executive Summary, Introduction and Background, Evaluation approach and methodology (including limitations), Findings, Conclusions, Lessons learnt, Recommendations and relevant Annexes, including Evaluation Brief (3-4 pages) – by 9 September 2019.

6) **Evaluation communication products**: Final Power Point/Presentation of the final key evaluation findings and recommendations, and a 2-pager on the final key findings, lessons learned and recommendations in a format preferably adjustable for individual project sites both in English and Ukrainian.

The evaluation will be conducted from the period of 1 June – 30 September 2019 for 30 working days. All deliverables will be presented in English.

8. Evaluation team composition and requirements

An evaluation team consisting of an international team leader and an international team member will conduct the evaluation. Both have experience of each of the following: conducting evaluations, gender equality, governance, Women, Peace and Security and reforms. The team leader is responsible for coordination during all phases of the evaluation process, ensuring the quality of outputs and application of methodology as well as timely delivery of all evaluation products in close collaboration with the evaluation task manager and the evaluation management group. The team member will provide support to the team leader in all the aspects of conducting the evaluation.

In further detail, the duties and responsibilities of the Team Leader are as follows:

- Leading the inception phase and developing an inception report outlining design, approach and methodology of the evaluation and an indicative workplan of the evaluation team within the framework of this ToR.

- Design and lead in carrying out collection, research and analysis of relevant documentation and other data, and reporting.

- Overseeing and assuring quality of data collection and leading the analysis of the evaluation evidence.

- Preparing for meetings with the evaluation management group, evaluation reference group and other stakeholders to review findings, conclusions and recommendations.

- Leading the preparation of the evaluation communication products.

In further detail, the duties and responsibilities of the International Team Member are as follows:

- Supporting inception phase gathering documents, following up with UN Women CO in the country and synthesizing relevant information;

- Assisting in the preparation of the missions with UN Women CO as relevant;

- Participating in country data collection mission;

- Conduct interviews and collect additional data as needed;

- Attending and supporting the preparation of all meetings and presentations;

- Supporting the analysis of the evidence at country level;

- Supporting the preparation of evaluation deliverables.

Minimum required skills and expertise of the International Consultant as Team Leader

Qualifications Education:

Advanced (Masters) degree in Law, Political Science, Human Rights, Gender Studies, Social Sciences or related field.

Experience:

- At least 7 years of relevant experience evaluating development projects, programmes, policies and strategies. (Two evaluation sample reports should be submitted);

- Sound experience and knowledge of women's human rights and gender equality;

- Experience in governance, Women, Peace and Security and women's human rights will be considered a strong asset;

- Knowledge of Ukraine context and gender equality would be an asset;

- Previous professional experience with development agencies and the United Nations would be considered an asset.

- Proficiency in English.

Minimum required skills and expertise of the International Consultant as Team Member

- A Master's Degree or equivalent in social sciences, gender studies, political science, development studies or another related field;

- Minimum five years of professional experience in monitoring and evaluation of the projects and programmes;

- Experience in the field of gender equality and women's empowerment, governance, human rights issues with substantive involvement in several evaluation processes;

- Knowledge of Ukraine context, ongoing national reforms process would be an asset;

- Previous knowledge of the UN system and development agencies will be an asset;

- Proficiency in English.

9. Selection of the Evaluator

The selection of the evaluator will be based on the fulfillment of the specifications established in the TORs. The submitted technical proposals will be assessed on the three main categories: relevant education, languare skills and relevant expertise and competencies of the evaluators, as reflected in the CVs of the experts. The categories will be assigned different weighting, which will total to 70 points (100%). Technical passing score is 49 (70%) points.

Applications will be evaluated based on the cumulative analysis taking into consideration the combination of their qualifications and financial proposal. A two-stage procedure is utilized in evaluating the proposals, with evaluation of the technical proposal being completed prior to any price proposal being compared. The award of the contract should be made to the individuals whose offer has been evaluated and determined as:

- Responsive/compliant/acceptable;

- Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.

Technical criteria – total max 70 points:

The technical qualification of the individual is evaluated based on desk review and following technical qualification evaluation criteria:

Technical Evaluation Criteria

Criterion A – **Relevant education** – max. 10

Criterion B – **Language skills** – max. 10

Criterion C – **Relevant Experience** with total for all stated criteria – max. 50

Criteria for Team Leader:

- At least 7 years of relevant experience evaluating development projects, programmes, policies and strategies (25 points);

- Sound experience and knowledge of women's human rights and gender equality (10 points);

- Experience working with the governance and WPS reforms, gender equality and women's human rights will be considered a strong asset (5 points);

- Knowledge of Ukraine context, ongoing national reforms process would be an asset (5 points);

- Previous professional experience with development agencies and the United Nations would be considered an asset (5 points).

Total Obtainable Score for technical criteria – max. 70

Criteria for International Consultant (team member):

- Minimum 5 years of professional experience in monitoring and evaluation of the projects and programmes (25 points);

- Experience in the field of gender equality and women's empowerment, governance, human rights issues with substantive involvement in several evaluation processes (15 points);

- Knowledge of Ukraine context, ongoing national reforms process would be an asset (5 points);

- Previous knowledge of the UN system and development agencies will be an asset (5 points).

Total Obtainable Score for technical criteria – max. 70

Financial/Price Proposal evaluation:

- Only the financial proposal of candidates who have attained a minimum of **49** points in the technical evaluation will be further considered and evaluated.

- The total number of points allocated for the financial/price component is **30**.

- The maximum number of points will be allotted to the lowest price proposal that is opened/ evaluated and compared among those technical qualified candidates who have attained a minimum of

49 points in the technical evaluation. All other price proposals will receive points in inverse proportion to the lowest price.

Evaluation of submitted financial offers will be done based on the following formula: $S = F_{min} / F * 30$

S – score received on financial evaluation;
Fmin – the lowest financial offer out of all the submitted offers qualified over the technical evaluation round;
F – financial offer under the consideration.

TOR Annexes

UNEG Code of Conduct for Evaluations[45]

1. UNEG Ethical Guidelines[46]

2. UNEG Norms for Evaluation in the UN System[47]

3. UNEG Standards for Evaluation in the UN System[48]

4. UNEG Guidance Integrating Human Rights and Gender in the UN System[49]

5. UN Women Evaluation Handbook[50]

6. UNDP Evaluation Handbook[51]

7. UNFPA Evaluation Handbook[52]

8. UN SWAP Evaluation Performance Indicator and related Scorecard[53]

9. Evaluation Consultants Agreement Form

10. M&E template for Evaluation Report[54]

11. Evaluation Matrix (Table A)

Table A. Sample evaluation matrix						
Relevant evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis

45. http://www.unevaluation.org/document/detail/100
46. http://www.unevaluation.org/document/detail/102
47. http://www.uneval.org/document/detail/21
48. http://www.uneval.org/document/detail/22
49. http://www.uneval.org/document/detail/1616
50. http://genderevaluation.unwomen.org/en/evaluation-handbook
51. http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf
52. https://www.unfpa.org/sites/default/files/admin-resource/eval_policy_e5_dp_fpa_2013%20%281%29.pdf
53. http://www.uneval.org/document/detail/1452
54. http://procurement-notices.undp.org/view_file.cfm?doc_id=142960

Annex 5: Bio of Evaluators

Gheorghe Caraseni – Evaluation Team Leader

Gheorghe has a background working as evaluator of governance, gender, human rights, sustainable development and children protection projects in different countries from Eastern Europe, CIS Region and Central Asia. His professional career includes several gender-sensitive and gender-focused evaluation experience of projects implemented in Moldova, Tajikistan, Russia, Bulgaria and other countries by different organizations, incl. UN Women and UNDP.

Gheorghe is well familiar with the evaluation criteria and guidelines, incl. DAC/OECD, as well as with the UNEG and UN development approach as he assessed over 50 initiatives (incl. 15 assessments as Team Leader) implemented by different organizations, including UN Agencies: UN Women/UNIFEM, UNDP, UNFPA, UNICEF, UNODC, ILO, OHCHR, and World Bank.

He holds a Master degree in Public Administration and is fluent both in Russian and English.

Aleksandar Živanović (Evaluation Team Member) is a development professional with over 19 years of work experience as program management, capacity building and evaluation specialist at civil society and international development organizations in the Western Balkans, Central and Eastern Europe and short term consultancies worldwide. Managed and evaluated more than 40 projects financed by the European Union, United States Government, European bilateral donors, Canadian International Development Agency and private foundations. Started career in journalism in 1997 (Reuters, Radio Free Europe, AIM). In 2002 joined civil society initiatives related to peace-building and conflict prevention, human rights and democratization. In the period 2011-2016 worked as capacity building specialist in local development programs at UNDP in Bosnia and Herzegovina. Currently work as an independent consultant in capacity building, management, evaluation and impact assessment assignments. Holds MSc degree in Sociology and BA degree in Journalism.

UN WOMEN IS THE UN ORGANIZATION DEDICATED TO GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN. A GLOBAL CHAMPION FOR WOMEN AND GIRLS, UN WOMEN WAS ESTABLISHED TO ACCELERATE PROGRESS ON MEETING THEIR NEEDS WORLDWIDE.

UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.