# Final Evaluation of the Programme "EC/UN Partnership on Gender Equality for Development and Peace"

Final Evaluation Report

December 2010

# Executive Summary

## Introduction

This report provides the results of the final evaluation of the program "European Commission (EC)/United Nations (UN) Partnership on Gender Equality for Development and Peace". [1]

### Program Profile

The EC, UNIFEM (part of UN Women), and the International Training Centre of the International Labour Organization (ITC/ILO) have been collaborating to implement the program since April 2007. The overall aim of the program was to ensure that gender equality (GE) and women's human rights (WHR) are fully incorporated into national development and peace processes and into those cooperative programs supported by the EC and other donors.

The 3 ½ -year program was a global program implemented in 12 pilot countries in four regions: Cameroon, Democratic Republic of Congo (DRC), Ethiopia, Ghana, Honduras, Indonesia, Kyrgyzstan, Nepal, Nicaragua, Papua New Guinea (PNG), Suriname, and Ukraine. The program had two phases: the first, from April 2007 to September 2008, consisted of awareness raising, partnership development, and knowledge building and evidence-based advocacy towards the third High Level Forum on Aid Effectiveness (HLF-3). A Mid-Term Review (MTR) of the program was conducted in 2008. During the second phase, from October 2008 to April 2010 (extended to November 2010), the program focused on capacity development and advocacy activities to support the integration of gender into new aid modalities, and on the promotion of gender-sensitive monitoring tools in the 12 pilot countries.

The total program budget (as amended in October 2008) was EUR 5,180,281, with the EC contribution of EUR 2,955,000; the UNIFEM share of EUR 2,157,671; and the ITC/ILO share of EUR 67,410.

### Evaluation Background and Purpose

Following a competitive and open bidding process, UNIFEM contracted Universalia Management Group in September 2010 to conduct the final evaluation of the EC/UN Partnership on Gender Equality for Development and Peace. Evaluation objectives were to assess and validate the results of the program; to analyze the effectiveness of its overall strategy and approaches; to analyze lessons learned and to provide forward looking recommendations for a next phase or a new program on gender and aid effectiveness; and to assess existing or missing conditions for sustainability of program results.

## Evaluation Findings on Program Performance

### Relevance

The program has been highly relevant at the global level in addressing widely shared concerns about the lack of gender sensitivity in the Paris Declaration and AE agenda and in the implementation of the declaration in national contexts. Most consulted stakeholders also described the EC/UN Partnership as very timely in preparing for the 2008 High Level Forum (HLF-3) in Ghana. Further, the program was relevant in view of the identified needs and interests of national stakeholders in the pilot countries, particularly in addressing gaps in knowledge, awareness and skills related to GE and Aid Effectiveness (AE), and in generating evidence of the links between the two. Finally, the EC/UN partnership program was relevant to both UNIFEM's and EC's mandates and corporate priorities.

[1] Grant Agreement EC/Genre/2006/127-834 and UNIFEM project number 56327 (global level). The former program name was "Building Capacity and Improving Accountability for Gender Equality in Development, Peace and Security".



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**Effectiveness**

Overall, the program has significantly contributed to creating a more conducive environment for integrating GE into national development processes in context of AE. In only 3 ½ years, and working in 12 very diverse countries with oftentimes challenging national environments, the program has achieved most of its planned outputs and has made some progress toward outcomes. While actual program achievements were somewhat below the expectations outlined in the original program document, evaluation data indicate that this is not due to an under-performing program, but to over ambitious and unrealistic expectations at program onset.

**Achievement of outputs**

*Output 1:* The EC/UN partnership made significant achievements in making available relevant tools and information on mainstreaming GE into national development processes as well as research-based evidence illustrating the linkages between AE and GE. The program's knowledge products and training modules were innovative and filled important information gaps. The mapping studies made an important contribution to putting the issues of GE and AE on national agendas, in some cases for the first time (e.g. Ukraine, Kyrgyzstan, Honduras, Nicaragua, Suriname, Ghana). In four countries (DRC, Nepal, PNG and Indonesia) the program also developed studies on the implementation of the SCR 1325 and 1820 in relation to Aid Effectiveness. As these studies were finalized towards the end of the program, the use of their findings to inform advocacy and policy making was only incipient.

*Output 2:* The EC/UN partnership significantly enhanced awareness of national, regional and global stakeholders of the inseparable linkages between GE and development effectiveness, and of concrete areas for action at national, regional and global levels. The program has contributed to demystifying and operationalizing the concept of GE in relation to development processes. In all pilot countries the program informed/sensitized traditional and non-traditional actors about the relevance of GE to national development processes. In addition, both at the country and at the global level, gender advocates were sensitized to the importance of aid effectiveness principles. In Nepal and DRC the program also contributed to raise the government and CSOs' awareness and interest on the linkages between AE and the implementation of the SCR 1325.

*Output 3:* The EC/UN partnership made significant progress in establishing and/or strengthening national multi-stakeholder partnerships for GE implementation and monitoring of the aid effectiveness agenda (e.g. in Ghana, PNG, Ukraine, Nepal, Cameroon and DRC). It also facilitated the collaboration of partners at the global level around the preparation for the Accra High Level Forum (Gendernet, AWID, WIDE, Femnet, etc.). Program activities on partnerships for GE at the regional level remained limited.

*Output 4:* The EC/UN partnership undertook many activities to begin strengthening national partners' capacity for mainstreaming GE into national development processes. Relevant areas requiring capacity development in the 12 pilot countries were identified, through discussions and consultations with line ministries, donors and CSOs. Several trainings and other capacity building activities have been completed at both global and country levels, with the training modules developed by ITC/ILO being customized for the respective national contexts (e.g. in Honduras, Nicaragua, Suriname, Cameroon, Kyrgyzstan, Ukraine, and Nepal). In most cases, efforts were focused on strengthening competencies of individuals, yet in some cases (e.g. in Nicaragua, Nepal and Ethiopia) the program was working on strengthening capacity at the institutional and sectoral levels. Given that the program only started to work on capacity development during the second phase, most work in this area had only just begun when the program ended. It is therefore too early to assess actual changes in individual competencies and collective capabilities.

*Output 5:* The EC/UN partnership has had varying success in strengthening national monitoring and accountability mechanisms to track progress on GE in the aid effectiveness agenda and SCR1325. The program has contributed significantly to the development of both global and national level indicators (e.g.


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in Honduras, Nicaragua,, Suriname, Indonesia, Ukraine, and Cameroon) . The program has also contributed to strengthening informal monitoring mechanisms in a number of countries, by increasing civil society awareness on its role in keeping the government and donors accountable for their GE commitments (e.g. in Nepal, DRC, Ghana, Kyrgyzstan and Ukraine). However the establishment of formal monitoring mechanisms presented challenges, mostly due to the relatively short duration of the program, fluctuating commitments of key partners, and political instability (e.g. in Suriname and PNG).

*Output 6:* In Phase I of the EC/UN Partnership, multi-stakeholder groups built a common advocacy agenda for mainstreaming gender equality into the 2008 HLF on Aid Effectiveness in Ghana.

**Contribution to outcomes**

The program has made some initial progress towards increased efforts of national government actors to include GE in national development processes and related budgets (outcome 1), as well as in relation to outcome 2 (Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes). The program has to some extent contributed to positive changes in the efforts of government actors to include GE considerations in national development processes (e.g. Cameroon, DRC, Ghana, Honduras, Nicaragua) and to integrate GRB in their budgeting processes (e.g. Cameroon, Ethiopia, Ghana, Nepal). In a limited number of countries (Nepal and DRC) the program has also contributed to increased governmental efforts towards the implementation of SCR 1325. Further, the program has made contributions towards strengthening CSOs and women's networks (e.g. in DRC, Ghana, Nepal, Ukraine), by raising their awareness on GE and AE; by enhancing their advocacy, lobbying and technical capacities; and by supporting the creation of spaces for dialogue between CSOs and government. However there is limited evidence that strengthened CSOs have actually been able to effectively engage in policy dialogue.

Despite these positive initial steps, a lot more needs to be done to ensure that Governments systematically include GE considerations in national development processes, that increased commitments are actually implemented, and that NGOs and women's networks effectively engage in policy dialogue. However, the program has significantly improved the *conditions* for these outcomes to be achieved, particularly by raising stakeholder awareness and knowledge of both the importance of gender equality and its close links to aid effectiveness.

There is very little evidence of program achievements under Outcome 3 (Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes). The program has only indirectly and to limited extent been able to influence the EC's (e.g. in Cameroon and Kyrgyzstan) and other donors' behaviours in relation to GE and AE (e.g. in Ghana, PNG and Ukraine). Although the results to date are limited, the EC/UN partnership has begun to heighten the awareness of bilateral and multilateral actors on the links between GE and aid effectiveness.

**Impact**

The envisaged impact of the EC/UN partnership was described as: "Gender equality and women's human rights are better incorporated into national development and peace processes and programs supported by the European Commission and other donors." Given the relatively short duration of the program it was too early for the evaluation to find evidence of impact. However, program results do indicate that the EC/UN partnership has been 'moving into the right direction' and that it has laid essential groundwork for the remaining journey towards the envisaged impact. Provided that the program's underlying theory of change is valid, progress towards outcomes means – by definition – coming closer and moving towards the intended impact. However, given the remaining gaps in the willingness and/or capacity of all three targeted groups (duty bearers, rights holders, donors), achievements made to date will – even over time - not *suffice* to ensure that this impact is being realized.



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**Efficiency**

Given available financial and human resources, the EC/UN Partnership program achieved significant results by managing its resources efficiently, strategically and proactively. The program was also able to leverage additional resources from UNIFEM, its local partners and other donors. Timeliness in delivery and implementation was a concern at both the global and country level. However, due to a no-cost extension, the majority of activities were completed and funds disbursed by the end of the program.

**Sustainability**

The EC/UN partnership was able to initiate activities that have prepared the groundwork for sustainable change, but there is a widely-acknowledged need to follow up to reach actual and sustainable change. Follow-up should focus on strengthening and institutionalizing capacities, and developing mechanisms for monitoring and accountability.

Several of the program's achievements are seen to have a strong potential for contributing to longer term sustainable results, such as: partnerships with a variety of different development actors, dialogue and coordination mechanisms, and changes in awareness of individuals, adaptable and re-usable tools and models, institutionalized capacity in relation to GE and AE, as well as engendered policies and strategies.

Factors that are likely to negatively affect the sustainability of the program's results are: a strong reliance on individuals for the program implementation combined with limited institutionalization of responsibilities; high turnover of key program staff and partners; focusing capacity building efforts on individual training rather than on building systems and institutional capacity; spreading limited resources across a wide range of initiatives. In addition, contextual factors, such as political instability and related changes can negatively affect the sustainability of results.

## Factors Influencing Performance

**Program design**

The EC/UN partnership design responded to important emerging issues in the global arena, and was both timely and strategic in view of the upcoming High Level Forum in Accra (HLF-3). The actual program design proved to be overambitious given the complexity of envisaged changes on the one hand, and the actually available timeframe and resources on the other. Also, some program components (in particular the inclusion of SCR 1325 and 1820, and to a lesser extent GRB) were in retrospect widely perceived as 'add-ons' that were somewhat disconnected from the rest of the program.

The program design - as a two-phased initiative spanning 12 countries as well as global efforts - presented opportunities to build and share knowledge across countries and regions. It also posed difficulties however in view of effectively managing relationships and information exchange. This was especially evident during the second phase that focused on country specific capacity development needs and allowed for more flexibility and diversity of program activities.

**Program management**

Consulted stakeholders described UNIFEM's management of the program at the global level as effective and supportive of country needs, especially during the second phase. UNIFEM program management team's dedication, commitment, and leadership skills were emphasized by consulted stakeholders.

Program management also proved to be adaptive and responsive to identified weaknesses and perceived needs, in particular in relation to HQ-country relationships, including the need for a less centralized and more flexible management structure and for better and clearer communication lines across global, regional and national levels, and across the three partner organizations. The program could have done more to facilitate systematic face-to-face exchanges of good practices across pilot countries. The program


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has also made efforts to track progress at all levels and particularly at the country level. Given the limitations of the program logframe, monitoring and reporting have been focused more on implementation and management than on 'telling the program's performance story'.

Country level management was also regarded positively in the majority of countries, in particular because of UNIFEM staff's (and in particular the NPC's) technical expertise, enthusiasm, and commitment. Limitations existed due to the unclear role of country teams at the beginning of the program; turnover of NPCs and other UNIFEM staff in some countries; and the overall limited number of available human resources for program implementation.

Mixed views were expressed on the support provided by UNIFEM Sub Regional Offices (SROs) and GEO sections at the regional and sub-regional levels.

**Programming strategies**

The program identified seven main strategies, most of which are approaches that UNIFEM commonly uses in its programming. The most successful strategies were i) establishing an evidence base on GE and AE, developing knowledge products, and disseminating information on AE and GE; ii) coordinating with multiple stakeholders and maintaining mechanisms for stakeholder dialogue around gender; and iii) evidence-based advocacy. While capacity building and to a lesser extent technical support were widely utilized strategies, their potential was limited by the program's short timeframe and available resources. Engendering EC programs, and monitoring the implementation of the Paris Declaration and GE commitments at the country level proved to be the most challenging and least successful strategies.

**EC, UNIFEM, ITC/ILO partnership**

At the **global level**, despite some initial difficulties related to organizational differences and the initial lack of reciprocal knowledge, the partnership between the EC, UNIFEM, and ITC/ILO worked well and laid the foundation for future work. Each of the partners contributed its respective strengths and experience, and displayed the required dedication and flexibility to make the partnership between the three very different organizations work.

At the **country level**, experiences with the EC/UN partnership varied considerably. Strong partnerships between UNIFEM and the EC[2] were built in Kyrgyzstan, Ghana, and Cameroon, although the relationships in Ghana and Cameroon weakened in recent times. On the other hand, relationships in Ukraine and Honduras grew stronger over time. In several countries, one challenge for establishing a close partnership was uncertainty about the expected roles and responsibilities of the two partners, and lack of guidance from headquarters with regard to identifying areas and modes of collaboration. This was made even more difficult by the fact that UNIFEM and the EC tend to work in very different ways and from different entry points and, before this program, had not had a tradition of joint work.

Across the 12 pilot countries, it was observed that when the partnerships worked it was thanks to the personal commitment of dedicated individuals and good relationships between EUD focal points and UNIFEM NPCs, rather than because of institutionalized mechanisms.

[2] The ITC/ILO had mainly an indirect role at the country level. The partnership in the field was between the EC and UNIFEM



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## Conclusions, lessons learned and recommendations

The EC/UN Partnership program was highly relevant in relation to the global context, the national environments in the pilot countries, as well as in view of the EC's and UNIFEM's mandate and corporate priorities. In three-and-a-half years, and working in 12 very diverse countries, the program has achieved most of its planned outputs and has made some limited progress toward outcomes. The program has significantly contributed to creating a more conducive environment for integrating GE into national development processes in context of AE. While actual program achievements were somewhat below the expectations outlined in the original program document, this is not due to an under-performing program, but to over ambitious and unrealistic expectations at program onset.

The collaboration among the EC, UNIFEM, and ITC/ILO at the global was effective and harmonious. Consulted staff and stakeholders positively noted UNIFEM's role as a capable and dedicated program implementer. At the country level, experiences with the EC/UN partnership varied considerably by country and, overall, tended to be challenging. A lack of clear communication strategies and guidance between headquarters and country offices/ delegations, has affected the quality and performance of the partnership especially at the beginning of the program. One of the EC/UN partnership's observed strengths was the combination of diverse programming strategies.

Based on the observations and findings outlined in this evaluation, the following **lessons** emerge from the EC/UN partnership experience.

- Knowledge/awareness-raising can be a real achievement! The importance of "sowing the seeds" for future work should not be underestimated.
- Good program planning, including clear, understandable, and realistic program objectives and expectations, is difficult, but essential.
- Large events such as the HLF-3 can be a catalyst for wide stakeholder engagement but do not guarantee sustained commitment.
- In advancing GE, it is important to seek partnerships and alliances with actors beyond the 'usual' gender advocates. Ministries of Planning or Finance are generally quite receptive to evidence-based arguments in favour of including GE considerations in budgeting and planning of development interventions.
- Reliance on personal/individual commitment is good for immediate effectiveness but is not sufficient for ensuring sustainability of results.
- Building country-level ownership (including among national partners and country-level staff of the program partners) is crucial for program performance and sustainability. The absence of a clear understanding of stakeholder roles and responsibilities and/or a sense of being excluded from decision-making processes can generate confusion, delays and lack of engagement.
- Face-to-face interaction in complex, multi-partner programs is more than an optional 'add-on', to ensure the successful collaboration of geographically dispersed individuals.

The following **recommendations** to UNIFEM and the EC are presented with a view to increasing the effectiveness of future partnership initiatives.

1) When designing a new joint program, UNIFEM and the EC should define their strategic goals/objectives, develop a logical framework that links results at all levels, and a budget that is realistic and linked to outcomes. In making this plan, the EC and UNIFEM should ensure that the resulting program design is focused and realistic; RBM is being used as a meaningful tool in program design and management; the program logframe includes specific, measureable or observable, relevant, and trackable indicators. Also, country-level ownership should be assured


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through clearly defined roles and responsibilities that are based on institutional commitment and communicated to all partners.

2) UNIFEM and the EC should ensure that future programs conceptualize capacity development as a complex, and long-term undertaking that is essentially owned by the respective national partners. UNIFEM and EC may want to take the following into account in the design of future/follow up programs.
   - Ensure that the overall CD process is owned and, ideally, driven by the respective organization/institution that it relates to;
   - Capacity assessments should, to the extent possible, take the different dimensions of capacity (individual competencies, collective capabilities, and context) into account;
   - Program planning should acknowledge and make explicit what specific part the envisaged intervention can play in the broader and ongoing process of capacity development of an organization, and also acknowledge which dimensions of capacity it may *not* (yet) be able to address.
   - Ask the question "How do we know when capacity has been built?" at the beginning of a CD intervention, and discuss it with the respective partners whose capacity the program is aiming to help strengthen.
3) UNIFEM and the EC should include considerations about continuity and synergy into the design of any new initiatives: new programs should deliberately build on previous and current programs, following up on initiatives and filling the needs identified but not addressed by other programs.
4) UNIFEM and the EC should aim to make regular face-to-face interaction among partners and among program staff an essential component of future partnership programming. Appropriate resources should be factored in during the program design stage.
5) UNIFEM should maintain to expand its partnerships with 'non-traditional' gender stakeholders, such as sector and/or task related government agencies (e.g. Ministries of Economics or Planning), beyond the 'usual' national women machineries and women's civil society organizations.


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**Evaluation methodology**

The evaluation covers the entire program, from April 2007 to November 2010. Particular emphasis was given to Phase II which was not covered in the MTR. The review took into account information from global and national levels, as well as information on regional activities and achievements to the extent that it was available. Progress and achievements in all 12 pilot countries were assessed. Country profiles for each pilot country were developed and presented in an Annex to the Evaluation Report.

The evaluation was managed by the UNIFEM Cross Regional programs (CRP) Unit, and data collection and analysis were carried out by the Universalia Evaluation Team in close consultation with UNIFEM. UNIFEM also established an evaluation core reference group and an evaluation broad reference group. The groups reviewed and provided feedback on key evaluation deliverables. The Evaluation Team's overall approach to the assignment was consultative, participatory, and utilization-focused, and was designed in alignment with the United Nations Evaluation Group (UNEG) norms, standards and ethical code of conduct.

Methods of data collection included document review, semi-structured face-to-face and telephone interviews, focus groups, observations during site visits, and email correspondence. The team, composed of international and regional consultants, conducted one visit to UNIFEM Headquarters in New York, as well as site visits to six of the twelve programming countries (Nicaragua, Honduras, Ghana, Cameroon, Ukraine, and Indonesia). The Evaluation Team used descriptive, content, and comparative analyses to analyze the data for this study. Validity was ensured through compliance with standard evaluation practices and through data triangulation.

**Basis for assessing performance**

The EC/UN partnership's Prodoc (project document) and Logical Framework (LF) define the program's objectives and key assumptions guiding the program. However, consulted stakeholders and the Evaluation Team identified several problems in the way these documents define the program's objectives and logic and raised questions on whether the existing LF was an appropriate and sufficient basis for assessing the program's results. Following consultations with stakeholders and an LF analysis, the Evaluation Team concluded that the LF: 1) did not provide a full and accurate picture of the program logic, and 2) did not provide a sufficient basis for assessment. The Evaluation Team reconstructed the program logic to reflect more accurately what the program had actually been trying to achieve. In consultation with UNIFEM and the EC, it was agreed that the reconstructed program logic would be used as the basis for assessing the program's performance in achieving its expected results.


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# Acronyms

| | |
|---|---|
| AAA | Accra Agenda for Action |
| AE | Aid Effectiveness |
| APRODEV | Association of World Council of Churches Related Development Organisations in Europe |
| AWID | Association for Women's Rights in Development |
| CD | Capacity Development |
| CEDAW | Convention on the Elimination of Discrimination Against Women |
| CIDA | Canadian International Development Agency |
| CIS | Commonwealth of Independent States |
| CO | Country Office |
| COMMCA | Consejo de Ministras de las Mujeres de Centro América |
| CRP | Cross Regional Programs (UNIFEM) |
| CSO | Civil Society Organization |
| DAC | Development Assistance Committee |
| DBS | Direct Budget Support |
| DRC | Democratic Republic of Congo |
| EC | European Commission |
| EEPA | Europe External Policy Advisors |
| EU | European Union |
| EUD | European Union Delegation |
| EUR | Euro |
| FMIC | Foro de Mujeres para la Integración Centroamericana (Nicaragua) |
| GBV | Gender-based violence |
| GE | Gender equality |
| GEST | Gender Equality Sector Team (Ghana) |
| GRB | Gender Responsive Budgeting |
| GTEG | Groupe Thématique d'Egalité de Genre (Gender Equality Working Group, Cameroon) |
| HLF | High Level Forum on Aid Effectiveness |
| HQ | Headquarters |
| IANWGE | Inter-Agency Network on Women and Gender Equality |
| ICCO | Interchurch Organisation for Development Cooperation |
| ILO | International Labour Organization |
| ITC/ILO | International Training Centre of the International Labour Organization |
| LFA | Logical Framework Analysis |
| MAGFOR | Ministerio Agropecuario y Forestal (Nicaragua) |
| MDG | Millennium Development Goal |
| MIFIC | Ministerio de Fomento, Industria y Comercio (Nicaragua) |
| MINEPAT | Ministry of Economy, Planning and Regional Development (Cameroon) |


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# Acronyms

| | |
|---|---|
| MTR | Mid-term Review |
| NDPC | National Development Planning Commission (Ghana) |
| NPC | National Project Coordinator |
| NWM | National Women's Machineries |
| ODA | Official Development Assistance |
| OECD | Organization for Economic Cooperation and Development |
| PD | Paris Declaration |
| PNG | Papua New Guinea |
| RBM | Results-based management |
| SC | Steering Committee |
| SCR | Security Council Resolution |
| SRO | Sub Regional Office (UNIFEM) |
| TOR | Terms of Reference |
| UN | United Nations |
| UNDP | United Nations Development Program |
| UNEG | United Nations Evaluation Group |
| UNFPA | United Nations Population Fund |
| UNIFEM | United Nations Development Fund for Women |
| UNSCR | United Nations Security Council Resolution |
| UNV | United Nations Volunteers |
| VAW | Violence against women |
| WE | Women's Empowerment |
| WIDE | Women in Development Europe |


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# 1. Introduction

## 1.1 Background

Universalia is pleased to present the final report on the evaluation of the European Commission (EC)/United Nations (UN) Partnership on Gender Equality for Development and Peace to the United Nations Development Fund for Women (UNIFEM - part of UN Women)[3] and its partners. This document integrates two rounds of feedback received from the Core and Broad Reference Groups on the Draft Reports.

In July 2010 UNIFEM contracted Universalia Management Group following a competitive and open bidding process to conduct an independent, summative and final evaluation of the program "Building Capacity and Improving Accountability for Gender Equality in Development, Peace and Security", commonly known as the "EC/UN Partnership on Gender Equality for Development and Peace". The evaluation was mandatory as outlined in the agreement between UNIFEM and the EC.[4]

The EC, UNIFEM, and the International Training Centre of the International Labour Organization (ITC/ILO) have been collaborating to implement the program since 2007. The overall aim of the program was to ensure that gender equality and women's human rights are fully incorporated into national development processes and into those cooperative programs supported by the EC. The program also included a focus on effective implementation of United Nations Security Council resolution 1325, adopted in 2000 to mainstream gender equality and women's empowerment in response to conflict and post-conflict situations.[5]

**12 Countries**: Cameroon, Democratic Republic of Congo (DRC), Ethiopia, Ghana, Honduras, Indonesia, Kyrgyzstan, Nepal, Nicaragua, Papua New Guinea (PNG), Suriname, and Ukraine

The 3 ½ -year program was implemented in 12 countries (see sidebar) and in two phases: the first, from April 2007 to September 2008, consisted of raising awareness, building partnerships, and accumulating and sharing knowledge towards the third High Level Forum on Aid Effectiveness (HLF-3). A Mid-Term Review (MTR) of the program was conducted in 2008. During the second phase, from October 2008 to July 2010,[6] the program focused on capacity development and advocacy activities to support the integration of gender into new aid modalities, and on the promotion of gender-sensitive monitoring tools in the 12 pilot countries and beyond.

The total program budget (as agreed in the contract signed by the partners on 26 December 2006) was EUR 4,725,281, with the EC contribution of EUR 2,500,000 (52.9 percent of the total cost); the UNIFEM share of EUR 2,157,671 (45.67 percent); and the ITC/ILO share of EUR 67,410 (1.43 percent). On 16 October

3 Since July 2010, UNIFEM has become part of the newly established UN Women. For this reason, since then, it is referred to as "UNIFEM (part of UN Women)". While acknowledging this change in nomenclature, in this report, for sake of legibility, we will omit the parenthesis.

[4] Pg 7 Project Document. Contract Amendment Nº2. March 2010.

[5] Source: Evaluation TOR (p. 2) and the project's Third Annual Report (March 2009-March 2010) p.6.

[6] The initial implementation period was from April 2007 to March 2010 (including a six-month period for evaluation) – 36 months total. The program was granted a six-month no cost extension until the end of September 2010 – implementation of program activities to continue until July 2010, and to be followed by the final evaluation – 42 months total. The EC recently granted a 2-month no cost extension to complete the final evaluation by November 2010 -44 months total.



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2008, the contract was amended to increase the EC contribution to a total amount of EUR 2,955,000, making the total program budget EUR 5,180,281 and increasing the EC contribution to 57.04 percent.[7]

## 1.2 Methodology

### 1.2.1 Evaluation Objectives and Framework

The objectives of the final program evaluation as outlined in the TOR were:

1. To assess and validate the results of the program in terms of achievements/gaps in delivering outputs, contributing to outcomes, reaching targets and beneficiaries groups;
2. To analyze the effectiveness of the overall strategy and approaches of the program, such as for example, its multi-stakeholder approach, the regional-national linkages, capacity building, partnerships, and knowledge generation and dissemination;
3. To analyze lessons learned (identify strengths and weaknesses) on both substantive and program management issues that will inform future programmatic work and the EC/UNIFEM partnership;
4. To provide inputs/forward looking recommendations for a next phase or a new program on gender and aid effectiveness; and
5. To assess existing or missing conditions for sustainability of program interventions and results.

During the inception phase, consultations with the EC and UNIFEM indicated that both partners also had some specific expectations of the evaluation:

- To gain more in-depth information on what the sum of individual achievements actually '*meant'* at the country level, and on whether the program had contributed to changes that were more than the sum of individual results (EC);
- To learn more about the conditions that contributed to the program being more successful in some contexts than in others (UNIFEM); and
- To obtain further information on the functioning of the UN/EC partnership at the country level, and especially on factors that contributed to making the partnership more or less successful and/or rewarding for all involved parties (EC and UNIFEM).

The evaluation is seen as a learning, planning, and accountability mechanism. The clients for the evaluation are UNIFEM (Cross Regional Programs section) and the EC (HQ). Intended additional users of the evaluation are EU country delegations, ITC/ILO, government and non-government project partners at national levels, other UNIFEM units/offices at HQ and in the field, as well as other donors and UN organizations involved in issues of Aid Effectiveness (AE) and/or Gender Equality (GE).

With input from UNIFEM and the EC, Universalia developed a detailed methodology for the evaluation that was outlined in the evaluation inception report and approved by UNIFEM. The evaluation framework summarizing the major evaluation questions and sub-questions is included in Appendix I.

[7] Third Annual Report (March 2009-March 2010) p.6.


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### 1.2.2 Evaluation Scope

The evaluation covers the entire program, from April 2007 to September 2010. Particular emphasis was given to Phase II (beginning in October 2008) which was not covered in the Mid Term Review. The review took into account information from global and national levels, as well as information on regional activities and achievements to the extent that it was available. Progress and achievements in all 12 pilot countries were assessed. Country profiles are presented in Annex I, a separate document.

### 1.2.3 Evaluation Team

The Universalia Evaluation Team consisted of the following members:

- Geraldine Cooney and Anette Wenderoth – Co Team Leaders
- Heather Buchanan – Methodological advisor
- Silvia Grandi and Monica Trevino – International Consultants
- Binny Buchori and Larysa Magdyuk– Regional Consultants
- Hannah Iland – Research Assistant

### 1.2.4 Evaluation Process

The evaluation was managed by the UNIFEM Cross Regional Programs (CRP) Unit, and data collection and analysis were carried out by the Universalia Evaluation Team in close consultation with UNIFEM.

The Evaluation Team's overall approach to the assignment was consultative, participatory, and utilization-focused, and was designed in alignment with UNEG Norms and Standards and the ethical code of conduct of the United Nations Evaluation Group (UNEG).[8] UNIFEM also established an evaluation core reference group, composed of staff from CRP Unit, GRB Section, Africa Section, SARO Office, and the Evaluation Unit, and an evaluation broad reference group consisting of representatives of the EC Headquarters (HQ), ITC/ILO, and UNIFEM – including CRP, Country Offices (COs), Sub Regional Offices (SROs), Geo Sections, Brussels). The groups reviewed and provided feedback on key evaluation deliverables. For a list of reference groups members, please see Appendix II.

### 1.2.5 Data Sources

There were three major sources of data for this review: people, documents, and site visit observations.

**People**: 140 individuals were consulted for the evaluation, either in person or by phone/Skype or email. Appendix II lists all stakeholders from whom data were obtained. Consulted stakeholders included: UNIFEM staff at HQ, sub-regional and country level (in the 12 pilot countries); EC staff at HQ and in the pilot countries; ITC-ILO staff; program partners and beneficiaries in the pilot countries, including Government, CSOs and donors' representatives; international GE and AE experts.

**Documents**: The Evaluation Team reviewed and analyzed numerous documents (EC/UN, UNIFEM, and EC program reports and documents), as well as literature related to the Paris Declaration (PD) and Aid Effectiveness (AE) agenda and its implications for and links to gender equality (GE). A list of documents and websites reviewed during the course of the evaluation is presented as Appendix III.

**Site visits**: As shown in Exhibit 1.1, the team conducted one visit to UNIFEM Headquarters in New York, as well as site visits to six of the twelve programming countries (Nicaragua, Honduras, Ghana, Cameroon, Ukraine, and Indonesia).

[8] For UNEG evaluation standards see http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=22 .



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**Exhibit 1.1 Site Visits**

| Country | Team Member(s) | Dates |
|---|---|---|
| New York | Anette Wenderoth, Silvia Grandi | 29 -30 July 2010 |
| Cameroon | Silvia Grandi | 27-30 Sept 2010 |
| Ghana | Silvia Grandi | 21-24 Sept 2010 |
| Honduras | Monica Trevino | 13-17 Sept 2010 |
| Nicaragua | Monica Trevino | 20-24 Sept 2010 |
| Indonesia | Binny Buchori | October 2010 |
| Ukraine | Larysa Magdyuk | 27-30 Sept 2010 |

### 1.2.6 Methods of Data Collection and Analysis

Methods of data collection included document review, semi-structured face-to-face and telephone interviews, focus groups, observations during site visits, and email correspondence.

The Evaluation Team used descriptive, content, and comparative analyses to analyze the data for this study. Validity was ensured through compliance with standard evaluation practices and through data triangulation (i.e., convergence of multiple data sources) when data were available. Based on the analysis, the Evaluation Team developed findings, conclusions, and recommendations.

### 1.2.7 Terminology

As noted in the Inception Report (9 September 2010), the EC/UN partnership program documents use varying terminologies to describe expected results at different levels. [9] Following consultations with UNIFEM and the EC, the Evaluation Team used the following terms that are based on the *OECD Glossary of Key Terms in Evaluation and Results Based Management* (2010) and on the *"Glossary of Key Terms in the Results Chain and Logframes"* (for use of UNIFEM's Fund for Gender Equality applicants) based on *'Results Based Management in UNIFEM: An Essential Guide' (2005).*

**Exhibit 1.2 Results Terminology**

| Terms | Definitions | Terminology used in the Program LFA |
|---|---|---|
| Goal | The higher-order and longer-term results to which a development intervention is intended to contribute. Change at this level happens because of the collective and sustained efforts of many partners and is, for the most part, outside of the control of the project. | Overall Objectives |
| Impact | Positive and negative long-term effects produced by a development intervention, directly or indirectly, intended or unintended. | NA |
| Outcome | The intended medium-term effects of the project which are possible to achieve within the lifetime of the project, and which require the collective effort of partners. Outcomes usually respond to the question, 'If the program has been a success, which institutional practices or behaviours will have changed?' | Specific Objectives |
| Outputs | Concrete and measureable products, services, skills and abilities that result | Expected Results |

[9] For example, the LFA uses the terms *overall objective, specific objective* and *expected result*, while annual global workplans and annual reports use the term '*Outcomes'* instead of 'expected results'. The same level of result is labelled "*Output*" in the amended contribution agreement (March 2010).


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| Terms | Definitions | Terminology used in the Program LFA |
|---|---|---|
| | from the project. Outputs are achieved in entirety during the lifetime of the project, because the project implementer has full control and is fully accountable for delivering them. | |

Note: The results called 'specific objectives' in the LFA are 'outcomes' in the above sense, while the majority of 'expected results' are 'outputs.' However, some of the latter were actually outcomes rather than outputs. The evaluation took this into account when examining program effectiveness.

### 1.2.8 Limitations

The Evaluation Team encountered some limitations in conducting this evaluation which are summarized below and outlined in detail in Appendix IV.

- **Limited time and budget:** Only 6 of the 12 countries were visited, and the four days allocated to each country visit did not allow for follow up or additional interviews that could have been relevant. Changes in planned dates also limited the time available for data analysis and report writing.
- **Low response rates**: While it was agreed that telephone interviews would be conducted with the National Project Coordinators and up to three program stakeholders in countries not visited, this proved to be challenging. The response rate of intended interviewees remained very low until the time of writing the report (October 2010) and the country report from Indonesia had not been received. Consequently, analysis was highly dependent on reports – which did not always provide adequate information on results.
- **Data availability**: There was limited data on cumulative results in program documents, both at the country and global levels and very limited reporting against the LFA indicators. These limitations were addressed, as far as possible, by complementing data in documents with data collected through interviews, focus groups and observations.
- **Quantitative analysis**: Given the limited availability of quantitative information in the program documents, the Evaluation Team agreed with UNIFEM to compensate this by trying to elicit quantitative information directly (asking consulted stakeholders to provide ratings on certain aspects of the program performance) and indirectly (e.g., counting recurrences of outputs across countries). However, this proved to be challenging because of the diversity of the program in each country (which made counting recurrences difficult and not always meaningful) and by the difficulties encountered by respondents in providing ratings. Because of the limited number of respondents who answered the rating questions (less than 50% of the face-to-face interviews) , the evaluation team decided not to use the expressed ratings in a quantitative way, but only in a qualitative way.
- **Attributing results to the program**: At the country level, it was often difficult for consulted stakeholders to distinguish the contributions of the EC/UN partnership from other UNIFEM programs/support in which they were involved. This complicated the task of attributing results and/or identifying the program's added value. To the extent possible, triangulation of data sources was used to identify the program's contributions.


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## 1.3 Structure of the Report

This report is presented in nine chapters. Following this introduction, Chapter 2 describes the Program goal and objectives and the framework for assessing the program's performance; Chapter 3 explores contextual factors relevant to this evaluation; Chapters 4, 5, 6 and 7 respectively present evaluation findings on the program's relevance, effectiveness and impact, efficiency, and sustainability of results. Chapter 8 presents findings on key factors affecting program performance and Chapter 9 provides the conclusions of the evaluation, lessons learned, and recommendations.

A separate annex to the report (Appendix 1) presents country profiles on the 12 pilot countries.


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# 2. Program Objectives, Logic, and Basis for Assessing Performance

## 2.1 Program Objectives and Logic

Program objectives refer to the overall achievements that a program intends to attain or contribute to (goal, impacts, outcomes, and outputs), and program logic (or theory of change) refers to the set of assumptions and causal relationships that link inputs and activities to the achievement of expected results in the short, medium, and long term. Together, these provide a logical explanation of how a program intends to work.

The EC/UN partnership's Prodoc (project document) and LFA define the program's objectives and key assumptions guiding the program. However, consulted stakeholders and the Evaluation Team identified several problems in the way these documents define the program's objectives and logic. And, as noted in the Inception Report, consultations with program staff as well as the program evaluability assessment conducted by UNIFEM CRP and Evaluation Units raised questions about whether the existing LFA was an appropriate and sufficient basis for assessing the program's results. Given this situation, the Evaluation Team undertook an assessment of stakeholder perceptions of the program's objectives and an analysis of both the original and revised LFA. These are described below.

### Stakeholder Views of Program Logic

The Evaluation Team asked consulted program staff and other stakeholders to explain in their own words what the EC/UN partnership was about and their understanding of the program's objectives and logic (see sidebar).

Many stakeholders indicated that the program documents were not always clear and used difficult language, and that the program's logic was clearer and more straightforward than how it appeared in the program's documents. Most interviewed stakeholders agreed that the program was about making sure that the Paris Declaration and Aid Effectiveness agenda are used to advance GE and women's empowerment (WE); that GE is mainstreamed into major development processes and visible in development strategies; and that donors and national partners collaborate in this regard.

**Stakeholder Views of the EC/UN partnership Objectives**

"The project was about influencing the aid effectiveness agenda from a gender perspective at national and global level." UNIFEM HQ

"At the country level this program is about making sure that government and development partners capture GE concerns with AE discourse in national development processes." UNIFEM CO

"The program overall objective is to integrate gender perspectives into national development processes and EC programs." UNIFEM CO

"The program tried to promote the integration of GE into AE and to ensure that GE is part of national development strategies." EC HQ

"Make sure that GE is mainstreamed into major development processes." ITC/ILO

The program is about providing "evidence on how principles of PD can be used to advance GE and WE and on how, without GE focus, you won't deliver on the PD principles." OECD DAC

"The objective was to contribute to the creation of a knowledgeable cadre of people that would begin to demand GE in AE." UNIFEM HQ

"The program is about better mainstreaming gender in order to achieve GE in national development processes. Multipronged approach to: help the government to be able to mainstream gender in policies and frameworks; engage with civil society to advocate, to demand and to implement initiatives in favour of GE; work with donors to mainstream gender in aid effectiveness." CSO in pilot country

"The program is about: assisting countries to integrate GE in national policies on gender or monitoring systems for implementation of policies; work with donors and governments together to influence policies and build capacities; build CSOs' capacity for advocacy; work with the EC to engender specific EC programs." EC HQ



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Several people said that their understanding of the program changed a little once it was actually up and running – and noted that this was partly due to the fact that when it was designed no one really knew what to expect as they were entering uncharted terrain.

The evaluation found that the program's defined results did not fully capture what the program had actually worked on. For example, while most stakeholders noted 'awareness raising' as one of the key achievements of the program, this was not explicitly mentioned as a result in the program's documents.

### LFA Analysis

The Evaluation Team considered the LFA (in both its original version and the revised October 2009 version) and found that it provided an overview of the key changes the program set out to achieve at different levels. However, it had several limitations. As noted in the Inception Report, the LFA's 'specific objectives' (considered as outcomes in the agreed terminology for this evaluation) did not relate to expected changes in behaviours or institutions described in the Prodoc (Section 2.1 'Expected impact on target groups/beneficiaries' of the amended contribution agreement, p.22). In addition, the results statements in the LFA were not aligned in a logical chain of results (outputs to outcomes to impact). In particular, the LFA's 'specific objectives' were not fully aligned with the program's 'expected results' (considered as *outputs* in the agreed terminology for this evaluation). There were also some inconsistencies in results levels – e.g., one output level result is actually an outcome.

The evaluation also found that, although the LFA had been used as the 'official' basis for work planning and reporting, it had limited relevance for guiding the day to day thinking, planning and implementation of program activities on the ground; the LFA indicators had not been used systematically in program monitoring and reporting, and were not always suitable to track the types of changes described in the results.

For these reasons, the Team concluded that the LFA: 1) did not provide a full and accurate picture of the program logic, and 2) did not provide a sufficient basis for assessment (i.e., measurement).

## 2.2 Reconstructed Program Logic

On the basis of stakeholder consultations and analysis of the program's LFA and other relevant documents, the Evaluation Team reconstructed the program logic to reflect more accurately what the program had actually been trying to achieve. And, in consultation with UNIFEM and the EC, it was agreed that:

1) the reconstructed program logic would be used as the basis for assessing the program's performance in achieving its expected results;
2) data collection would not be limited to information on the LFA indicators, but would also take into account other relevant information to demonstrate progress towards the intended program outputs and outcomes. (In this regard, stakeholder perceptions and narrative examples illustrating progress towards results were taken into consideration to capture the program's 'story'.)

### Rationale

The reconstructed program logic is based on the following rationale (observations and assumptions) that were outlined in the Inception Report and refined through further data collection and analysis.

- The MDGs have not yet been achieved, and there is wide agreement that GE is a prerequisite to achieving the overall goal of poverty reduction.


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- While many countries have signed commitments on GE and women's empowerment (WE), these commitments are not usually matched with required resources to implement them. This is often because national budgets and development strategies and frameworks are not sufficiently gender sensitive and responsive.
- In many/most developing countries, ODA is a significant part of state budgets/resources. The 2005 Paris Declaration has led/is leading to considerable changes in how ODA is delivered, which has created both opportunities and threats for the achievement of GE at national, regional, and global levels.
- Within the framework of Aid Effectiveness, national ownership, harmonization, alignment, focus on results, and mutual accountability of donors and developing countries are key principles.[10] This emphasizes that not only national players (government and non-government organizations) but also donor countries/agencies need to be 'on board' and have a role to play in order for ODA and national development processes to effectively address and further GE at the country level.
- The EC/UN partnership is based on the observation that the (positive and negative) links between GE, AE and national development processes are not yet widely known, and that the potential for advancing GE is not yet fully used by national or international actors. There is a need at the country level to strengthen both the demand and supply for GE improvements. The program aims at building demand at the country level for responsiveness to GE concerns. This increased demand will engender changes at the country level if matched with relevant tools, resources and capacities (the 'supply' side).

'Demand' refers to gender activists as well as government, donors and other players actively demanding concrete steps to advance and monitor GE. '

Supply' refers to the availability of relevant expertise (knowledge and skills) as well as tools (methodologies, strategies) required for advancing GE and for monitoring related initiatives.

In the reconstructed logic shown in Exhibit 2.1 below:

- The 'specific objectives' from the LFA are replaced by three outcomes (mid-term objectives) capturing expected behavioural changes in the three main stakeholder groups: national governmental and public actors; civil society; and donors;
- The outputs relate to the LFA's 'expected results' [11] but have been slightly modified to better reflect the program's actual intentions and areas of intervention. The second output has been changed significantly to capture the program's 'awareness raising' objective.

(See Appendix V for a comparison of the original and reconstructed result statements and the rationale for changes.)

Acknowledging the complexity of this program, the intervention logic does not show linear linkages between outputs and outcomes, and between strategies and outputs. This is to stress the fact that all six outputs were expected to contribute to all three outcomes; similarly no single strategy can produce an expected output. It is through the synergy between strategies that the Program set out to achieve its outputs.

[10] http://www.oecd.org/dataoecd/30/63/43911948.pdf

[11] While these 'expected results' are labelled 'outcomes' in some subsequent program documents, they are actually 'outputs' according to the agreed results terminology outlined in section 1.2.7.



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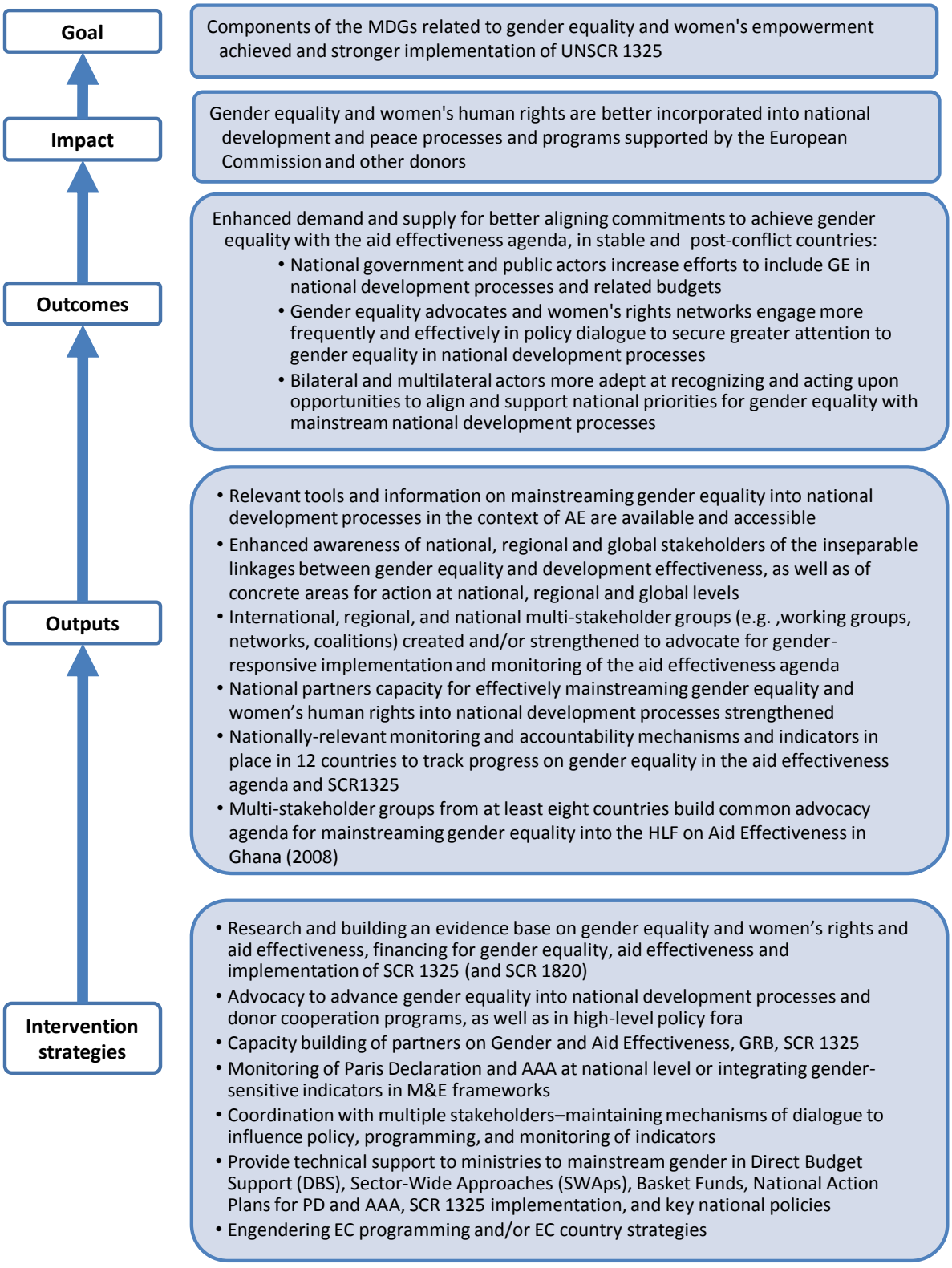
**Exhibit 2.1 Reconstructed Program Logic**





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# 3. Context

## 3.1 Global Context

In the five years since its endorsement, the Paris Declaration on Aid Effectiveness (2005) has slowly garnered a growing commitment to and ownership of the aid effectiveness (AE) agenda by partner countries. Many women's organisations, gender equality advocates, and international development stakeholders criticized it as being not only donor-driven but also gender-blind. While it has managed to overcome this criticism to some degree, the process is still ongoing, which is not surprising since significant change takes time to be accepted (see section 4.2 for additional details).

At the beginning of the UN/EC Program, the Paris Declaration (PD) was relatively new and the evidence base for the linkages between GE and AE/PD was relatively slim. The development of the EC/UN Partnership Program responded to the acknowledged need for such evidence, not only in theory but also based on field evidence.

In the context of the Millennium Development Goals (MDGs), there is wide agreement that global progress on GE has been significantly less than expected. The debates around the AE agenda, particularly at the 2008 High Level Forum on Aid Effectiveness (HLF-3) in Accra, represented an important opportunity to bring GE into the discussion and provided additional impetus for progress on GE.

**Global Environment**

A number of global events since 2008 emphasize the continued relevance of and need for work on gender equality and women's rights. For example:

- The HLF-3 (2008) reinforced development partners' commitment to the principles of Aid Effectiveness as outlined in the 2005 Paris Declaration. The resulting Accra Agenda for Action (AAA) acknowledges overall progress towards the MDGS, yet also highlights that poverty prevails and mostly affects women and girls. The AAA emphasizes the need for further strengthening of country ownership of development processes, improving the effectiveness of partnerships among all development players, and increased focus on development results and accountability.
- The Beijing 15+ Review (2010) acknowledges progress made towards achieving gender equality and the empowerment of women, yet also stresses that severe challenges and obstacles remain in the implementation of the Beijing Declaration and Platform for Action. Key areas highlighted in the report include maternal mortality and morbidity and female genital mutilation/cutting. [1]
- At the September 2010 UN Summit on the Millennium Development Goals, Secretary-General Ban Ki-Moon launched a concerted worldwide effort to accelerate progress on women's and children's health. The *Global Strategy for Women's and Children's Health* combines pledges of more than $40 billion over the next five years and includes national commitments to improving women's access to sexual and reproductive health as well as broader commitments on furthering gender equality.[2]

[1] Commission on the Status of Women. Report on the 54th session, Economic and Social Council, Official Records 2010,Supplement No.7. E/2010/27. http://www.un.org/womenwatch/daw/beijing15/index.html

[2] For more information, see: http://www.un.org/sg/hf/global_strategy_commitments.pdf



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- Gender advocates have voiced concern over potential negative impacts of the ongoing global financial crisis on the lowest income countries, as well as on women globally. There is widespread concern that the financial crisis may lead to a severe decrease in funds available for development assistance and thus in resources available for work on gender equality and human rights. Agencies such as United Nations Development Program (UNDP) and the world Health Organization (WHO) have observed a significant decline in donor funds.

## 3.2 UN, UNIFEM and EC Contexts

The United Nations, including UNIFEM (part of UN Women) and the European Commission (EC) have given increasing consideration to gender in the aid effectiveness agenda.

### UN

During the past three years, the UN has taken a number of steps that are widely regarded as significant with regard to the UN system's commitment to gender equality and women's human rights. These include:

- In June 2008 the UN Security Council adopted SCR 1820 which confronts sexual violence in conflict and post-conflict situations. Also in 2008, the Secretary General launched the *UNiTE to End Violence against Women* campaign that brings together 11 UN agencies in a joint effort to combat violence against women (VAW).[4]
- In October 2009, following several years of intense debate and advocacy within and outside the UN, the UN General Assembly (through resolution 63/311) decided to form a consolidated and high-level gender entity. In July 2010, the Secretary General announced the formal creation of this new entity known as *UN Women* that will merge and build upon the previous work of four existing entities.[5] The new agency is expected to be operational in January 2011, yet will likely require some time to fully establish and/or expand its presence at the regional and country levels. It remains to be seen whether and in what ways the existence of UN Women will affect the continuation of UNIFEM work.
- June 2010, the United Nations Human Rights Council adopted resolution 11/8 on preventable maternal mortality and morbidity and human rights. The resolution is the first to recognize the human rights implications of preventable maternal mortality and morbidity. It paves the way for renewed and greater emphasis on a human rights analysis of Millennium Development Goal 5 on maternal health (MDG5).

### UNIFEM

An important advantage for the EC/UN partnership was that many of the components it addressed were in areas in which UNIFEM had been working for some time, although not explicitly in the context of AE. These include supporting development or review of national development frameworks and strategies, building capacity of government and non-government stakeholders in areas such as gender advocacy and GRB, and supporting the creation of multi stakeholder mechanisms to ensure that a wide range of players have a voice in processes relevant to GE. As a result, the program benefitted from UNIFEM's existing expertise and experience at the individual and institutional level.

[4] For more information see: http://www.un.org/en/women/endviolence/about.shtml

[5] UNIFEM, INSTRAW, DAW and OSAGI.


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The establishment of UN Women in July 2010 represents a major transformation for UNIFEM. While UN Women was not relevant for the EC/UN partnership period, it is highly relevant to future opportunities and particularly for the next steps to build on the achievements of the EC/UN partnership.

### EC

The EC's longstanding commitment to gender equality is embedded in the Treaty establishing the European Community in 1957, which aims to ensure GE not only among member countries but also as part of its actions in the sphere of development cooperation. At the beginning of the EC/UN Partnership Program, the EC was in the process of strengthening its strategy to accelerate the achievement of gender equality, focusing on increasing the efficiency of gender mainstreaming and refocusing specific actions for women's empowerment in its partner countries. In particular, it had made important 'commitments to the integration of gender components in development cooperation with the aim to promote gender equality through new aid modalities and the aid effectiveness agenda'.[12]Very important in this direction was the EC Communication on Gender Equality and Women Empowerment in Development Cooperation (March 2007).

During the EC/UN partnership period, the EC sought to strengthen its policy frameworks on GE. While GE was identified as an important cross-cutting priority, there were acknowledged weaknesses in putting this into practice on the ground, stemming in part from a lack of technical tools and trained personnel.

The EC's new Gender Equality Strategy (September 2010) and its Plan of Action on Gender Equality and Women's Empowerment in Development for 2010-2015 (March 2010), while not relevant for the program period, should support future work to build on the program's achievements.

## 3.3 National Contexts

The 12 pilot countries participating in the EC/UN partnership were highly diverse in terms of their socio-political and economic characteristics as well as their level of commitment to GE and the implementation of AE principles. There were significant differences in mechanisms for donor coordination, the quality of relationships among local stakeholders (government, civil society and donors), and the capacities of national governments, and civil society institutions. We provide here an overview of the contextual factors at the country level that have affected program implementation. For details on each country please refer to the country profiles.

**Commitment to GE**

In many of the pilot countries, the government's commitment to GE was described as being limited to the level of discourse. Indeed, while all countries in the program are parties to the Convention on the Elimination of Discrimination Against Women (CEDAW), the degree to which they have enacted legislation and/or implemented policies to ensure GE varies.

In **Nepal**, in spite of a decade-long period of conflict, with the concomitant increase in GBV and problems of human trafficking, there has been a serious commitment to GE. This includes affirmative action policies to increase women's political representation and participation, legislation to combat GBV – including domestic violence-, and the use of GRB at the national level

- In the post-conflict countries (DRC, Nepal) the legacy of war has been especially difficult for women, with very high levels of gender-based violence (GBV), so that even when some efforts are made to enact legislation or entrench women's rights, implementation and enforcement remain a challenge.

[12] An Overview of EC Commitment to Gender equality in Development Cooperation, p. 9


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- Some countries have made progress in establishing legal and policy frameworks for gender equality, but are still facing social and cultural barriers (Ghana, Honduras, Nicaragua, Ukraine, and Suriname).
- Other countries have no national policy on gender or make minimal reference to gender, usually in underfunded special women's ministries (Cameroon, Kyrgyzstan, PNG).

**Capacity for GE**

In all countries, GE capacity is limited among government personnel and, to a certain extent, bilateral and multilateral partners. In all pilot countries the majority of government staff is not familiar with GE issues. Where they exist, gender focal points (both in government ministries and development partners agencies), are often overburdened, and in several cases too junior or inexperienced to make the necessary commitments. Women's CSOs often have weak capacity in terms of advocacy and/or with regard to AE. A recurring problem in most countries was the frequent turnover in key partners, in particular among national partners (e.g. Ethiopia, Cameroon, Ghana, Honduras, Indonesia, Nepal, PNG) but also among bilateral and multilateral actors (e.g. Ghana and Cameroon). This posed important challenges to capacity development (especially in terms of institutionalization and sustainability of results) and corporate memory.

**Varying levels of implementation of PD principles**

Eleven of the 12 countries that participated in the EC/UN partnership adhere to the Paris Declaration [13] and one was a pilot country for the PD (Nicaragua). Nevertheless, in these countries there were varying levels of understanding of the AE principles of the PD. Stakeholders often mentioned that they had heard of the PD but were not sure what it entailed concretely, or had different interpretations of its implications (e.g., Were donors no longer able to initiate projects? Was the national government the only legitimate partner?).

**Diverse mechanisms of donor coordination**

Donor coordination mechanisms also varied extensively from one country to the next, depending on the degree of donor presence but also in large part to the existing political climate in each country. In Suriname, which is not a signatory to the PD, there are no formal mechanisms for donor coordination as there are only a few major donors in the country and a small number of UN agencies. An ad hoc Project Advisory Team was convened by the EC/UN partnership, but met with little participation from partners.[14] In a number of other countries, formal donor coordination mechanisms exist, often taking the form of sectoral and/or thematic groups (e.g., Honduras, Ghana, and Cameroon). However, in some instances (e.g., Nicaragua) these were reportedly not very effective as participating staff lacked the rank or thematic expertise to make decisions on these issues.

The local political climate in some of the pilot countries had important consequences that affected both the relative

In **Honduras**, a coup d'état (June 2009) temporarily ruptured relations between the de facto government and the donor community and impacted relations with civil society so severely that the government emerging from the disputed residential elections in November 2009 is still largely unrecognized by most CSOs and by women's CSOs especially.

In **Nicaragua**, the government's decision to criminalize therapeutic abortions led to a serious break with the women's movement. In addition the disputed municipal election of 2008 as well as other human rights concerns may have accelerated the decision of several bilateral donors to re-orient their aid towards other countries.

In **Ukraine**, political and financial instability, as well as the rapid rotation of decision makers and implementers, led several stakeholders (who were initially active participants in the program) to not participate in the program activities.

[13] The exception was Suriname.

[14] Monitoring Exercise Questionnaire, Suriname, Feb. 2010


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strength of CSOs and the tenor of relationships between local stakeholders. In Honduras, Nicaragua, Ukraine and Kyrgyzstan, varying degrees of political upheaval complicated the implementation of the EC/UN partnership. In other countries (E.g., Ghana, and Suriname) changes in government meant that new relationships had to be created with government officials. In Indonesia, bureaucratic inertia and lack of buy-in negatively affected the program's activities.


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# 4. Relevance

## 4.1 Overview

This chapter provides the evaluation findings on the relevance of the EC/UN Partnership Program at the global level, to the mandates and priorities of UNIFEM and the EC, and to pilot countries. Overall, the EC/UN partnership has been very relevant at the global level and to the mandates and priorities of both UNIFEM and the EC. At the national level, it has helped to fill important gaps in stakeholder knowledge and awareness of both GE and AE/PD.

## 4.2 Relevance at the Global Level

**Finding 1: The EC/UN partnership has been highly relevant at the global level in addressing key concerns about the Paris Declaration (as expressed by women's organizations and gender equality advocates worldwide), and in the implementation of the declaration in national contexts.**

The EC/UN Partnership Program's objectives and areas of involvement have been highly relevant in view of key concerns and criticisms of the PD expressed by women's organizations and gender equality advocates since 2005.[15] Directly or indirectly, the program has addressed some key concerns.

**The PD has often been criticized as being "gender blind"**. The EC/UN partnership addresses this concern by focusing on exploring and demonstrating the link between PD and GE not only in theory but also in practice, by providing evidence and field-based examples of linkages between the two.

**The PD has been criticized for focusing on modalities of transferring funds rather than development results**. The EC/UN partnership aimed to provide examples and evidence of the development benefits of addressing GE issues as part of the Aid Effectiveness agenda. The program's Mapping Studies of pilot countries provided an inventory of aid interventions and a snapshot of their impact on GE at the country level.

**The principle of 'country ownership' has largely been reduced to mean 'government ownership', neglecting to include CSOs.** The EC/UN partnership aimed to work with government, CSO and donors alike to enhance their awareness and knowledge of linkages between development and GE, and to advance multi-stakeholder dialogue and collaboration, thus deepening the meaning of country ownership.

**Women's organizations and other development actors such as the OECD DAC have noted the lack of transparency and inclusiveness of the ongoing PD monitoring processes, as well as the fact that no GE indicators had been included in the PD evaluation methodology.** The EC/UN partnership's work on developing gender indicators is considered highly relevant in this context (see section 5.3).

**Relevance to implementation of the Paris Declaration in national contexts**

While national development strategies and policies are seen as a key tool for furthering and ensuring country ownership of development processes, many of these strategies have been gender-blind. One of the EC/UN partnership's most explicit aims was to address this gap by raising awareness of the intimate linkages between GE and development policies.

Effective alignment through budget support requires national civil society to play a strong 'watchdog' role. It further requires knowledge and skills of government and non-government stakeholders in the areas of

[15] See, for example, AWID primers on Aid Effectiveness: http://www.awid.org/eng/Issues-and-Analysis/Library/Primers-on-Aid-Effectiveness .


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gender responsive budgeting. In this respect, the EC/UN partnership was highly relevant as one of its strategies (in most countries) was to help strengthen national partners' capacity in the areas of GRB and related monitoring.

**Finding 2: Most consulted stakeholders described the EC/UN partnership as highly relevant in preparing for the 2008 High Level Forum (HLF-3) and addressing concerns about the lack of gender sensitivity in the AE agenda.**

When the EC/UN partnership was designed in 2006/07, the Paris Declaration was still relatively new and its implications for and links with GE were largely unexplored. Further, they were backed up with little, if any, research-based evidence and 'real life' examples. At the same time, development actors and GE advocates had already voiced concerns that the PD implementation might be a lost opportunity for addressing GE issues in development. The HLF in Accra was widely seen as an important opportunity to address these concerns. Consulted program staff and stakeholders widely agreed that the program was highly relevant in this context. Indeed, the preparation for the HLF was the focus of the first phase of the program's activities, and the HLF provided the organizing context and rationale for the launch of the mapping studies in the pilot countries. The program's goal and objectives dovetailed perfectly with the HLF's agenda for fine-tuning the PD and addressing the critiques about the lack of gender sensitivity of the AE agenda.

## 4.3 Relevance to UNIFEM and EC Mandates and Priorities

**Finding 3: The EC/UN Partnership Program was relevant to both UNIFEM's and EC's mandates and priorities.**

### Relevance to UNIFEM

The EC/UN partnership goal and objectives fully align with UNIFEM's corporate goal as well as the overarching goal[16] and outcomes as outlined in its Strategic Plan 2008-2011. The principles of harmonization and country ownership of development processes that underlie the PD are also echoed in UNIFEM's current Strategic Plan.

**UNIFEM Strategic Plan (2008-2011)**

(a) The plan is grounded in the dual mandate of UNIFEM (...) which asks UNIFEM to (i) provide innovative and catalytic programming and financial support to countries to achieve gender equality in line with their national priorities, and (ii) strengthen action on gender equality across the United Nations system of development cooperation (....)

(c) The plan is ambitious in its focus on deepening the knowledge and impact that emanates from UNIFEM targeted support and from the experience of its partners in government, civil society and the United Nations. Its key message is that **UNIFEM is positioned to enhance its catalytic role, with a specific focus on enabling and inspiring implementation of commitments to gender equality and women's empowerment**.

The EC/UN partnership clearly built on UNIFEM's organizational experience at global and country levels. UNIFEM's focus on supporting the inclusion of GE principles into national development frameworks and strategies, and supporting national stakeholder capacities related to GRB represented an ideal base upon which to build the activities of this program and engage with the AE agenda.

The program was further relevant within the UNIFEM context as the organization had already identified the need to construct an evidence base for the links between GE and AE.

[16] Strategic Plan overarching Goal: to support the implementation at the national level of existing international commitments to advance gender equality



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### Relevance to EC

The EC is one of the signatories of the Paris Declaration and a member of the OECD DAC. As such it has a direct interest in making the PD work effectively and exploring ways of improving aid effectiveness. The EC is also committed to furthering gender equality as reflected in a number of agreements and commitments (see sidebar). The EC has also signed the Convention on the Elimination of all forms of Discrimination against Women (CEDAW), the Beijing Platform for Action, and the MDGs.

**EU Commitments to GE**

The 2005 European Consensus on Development in which GE is identified as a cross-cutting issue

The EU's Roadmap for Equality between Women and Men (2006-2010) which identifies the 'promotion of women's rights and empowerment outside the EU' as one of six priority areas

The 2007 Communication on Gender Equality and Women's Empowerment in Development Cooperation and the related Council conclusions. This document describes, for example, how GE can be furthered through new forms of aid such as budget support and sector-based aid.

The 2010 Action Plan on Gender Equality and Women's Empowerment aims to reinforce EU coordination regarding gender equality policies and actions in development in the interest of having increased impact on the ground.

The EC/UN Partnership Program's aim to enhance the EC's own performance with regard to integrating and addressing GE issues in its programming efforts was relevant in view of several acknowledged gaps and areas for improvement as outlined in the 2007 European Commission *Communication on GE and Women's Empowerment*:

> *"(…) despite the considerable progress that has been made, it is apparent that effective gender mainstreaming has not been fully integrated into country strategies or in the practice of EU development cooperation.(…) Specific policy goals on Gender Equality and the integration of gender in EC development co-operation have been weak. (…) Financial resources specifically allocated to support the integration of gender in development cooperation have been negligible compared to the resources allocated to other horizontal issues."* [17]

## 4.4 Relevance for Pilot Countries

**Finding 4: The EC/UN partnership has been relevant to the needs and interests of national stakeholders in the pilot countries, particularly in addressing gaps in knowledge, awareness and skills related to GE and AE, and in generating evidence of the links between the two.**

'The training workshops on gender indicators helped to demystify gender, to see how it should be included not as an appendix but as an integral part of planning. They also helped to understand the usefulness of gender data'. (Planning specialist, Ministry of Industry, Nicaragua)

Consulted program partners and stakeholders in the pilot countries confirmed that the EC/UN partnership addressed an existing gap in national knowledge, awareness and skills with regard to the Paris Declaration in general and in particular in view of its (potential) linkages to gender equality[18]. Many stakeholders commented that prior to the EC/UN partnership they were unaware of the PD and/or that they had not realized that there was a link between AE

[17] EC Communication on Gender Equality and Women's Empowerment in Development Cooperation

[18] For more details on the countries knowledge and capacity gaps as well as needs in relation to GE please refer to the section "Initial situation" in the country profiles.


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and GE. In many countries the program also raised stakeholder awareness of GE concerns more generally and of the concept of mainstreaming of gender in development planning.

The program was also recognized by the majority of consulted stakeholders as being extremely relevant at the country level in terms of the construction of an evidence base on the linkages between GE and AE. The mapping studies in particular were cited as important tools for taking stock of the current situation on GE, as well as for identifying the development interventions that directly target GE.

In addition the program was deemed relevant by consulted stakeholders as it responded to specific needs identified at the country level, for example for gender sensitive data collection beyond mere sex disaggregation[19] in Suriname, Honduras, and Ghana; and for planning and budgeting tools for gender equality (e.g., Ukraine, Honduras).

[19] While sex-disaggregated data is necessary for the analysis of GE, a gender sensitive analysis of the data requires more sophisticated approaches to the data, such as cross-referencing different sets of data (for example, sex-disaggregated poverty statistics combined with maternal health data).



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# 5. Effectiveness and Impact

## 5.1 Overview

This chapter provides a summary of the program's overall effectiveness, and provides detailed findings on the achievement of outputs, and contributions to outcomes and impact.

## 5.2 Overall Effectiveness

**Finding 5: In a little more than three years, and working in 12 very diverse countries, the EC/UN partnership has achieved most of its planned outputs, has made some limited progress toward outcomes, and has contributed to creating a more conducive environment for integrating GE into national development processes in context of AE.**

The program has made significant achievements under most outputs (of the modified framework). While the evidence so far is very modest for progress toward outcomes (changes in institutions/behaviours), this is to be expected given the complexity of the changes that the program intended to address in a short period of three years. The achievement of results was further limited by the complexity of implementing the program in 12 very different countries and by the relatively limited budget and human resources available in each country.

It is important to note that while the actual achievements are below the expectations outlined in the original program document, this is not due (in our view) to an underperforming program, but rather to overambitious or unrealistic expectations at program onset.

In spite of these constraints, the program has contributed significantly to creating a more conducive environment for integrating GE into national development processes in context of AE. A more 'conducive environment' refers to the enhanced knowledge and awareness of key stakeholders at the global and national levels with regard to the theoretical and practical linkages between effective development (including but not limited to aid-supported processes) and Gender Equality. Further, the program has contributed to identifying specific gaps and areas that require action, including capacity needs of national stakeholders. It has made available a significant number of knowledge products and tools, as well as research-based evidence illustrating the linkages between AE and GE.

While these achievements do not yet constitute change in the behaviour of institutions or individuals, the Evaluation Team considers them enabling conditions for subsequent change. In line with the original program design and with the SC decisions following the Mid-term review(see Section 8.1), the program only started to work on capacity development during the second phase, and in most cases work in this area had only just begun when the program ended and had been limited to relatively isolated training initiatives. There is some evidence of gender being mainstreamed in national development frameworks and strategies, but examples are quite isolated and the program's contribution is difficult to capture. It is also too early to assess how (or if) these frameworks and strategies will actually translate into implementation.

The program has already shown interesting results beyond those originally contemplated. In particular, it has furthered UNIFEM's and other development partners' thinking about AE and issues such as GRB and their repositioning within the wider context of "financing for development". In addition, the program has confirmed UNIFEM's relatively recent tendency to widen its "usual" group of stakeholders to engage with ministries of finances, planning, etc., beyond its earlier focus on the respective women's machineries.

Details on the program's effectiveness at various levels are discussed below (also see Chapter 7 on sustainability).


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## 5.3 Achievement of Outputs

**Finding 6: The EC/UN partnership made significant achievements in making available relevant tools and information on mainstreaming GE into national development processes (Output 1).**

Relevant information and tools on GE, AE and development processes were made available and disseminated at the global and country levels. The program's knowledge products – in particular the mapping studies and material available on the web site – were generally seen by consulted stakeholders as very innovative and filled important gaps in information. Consulted stakeholders generally agreed that the training modules associated with the program (on GE, GRB, AE and developing gender indicators) were of very high quality and adaptable to each country's needs.

**Ukraine**: The key program products were very useful for the stakeholders – it was the first time that the monitoring of the State program on ensuring equal rights and opportunities for women and men was conducted; the Mapping study and the Monitoring and Assessment of ODA for gender equality projects were the basis of the State report on gender equality mainstreaming made by the Ministry of Family, Youth and Sports; the manual and training on gender budgeting as well as the relevant guidelines were considered very innovative and very useful by the stakeholders such as staff in the Ministry of Economics and local governments.

Nearly all consulted stakeholders acknowledged the important contribution of the mapping studies to putting the issues of GE and AE on national agendas, in some cases for the first time (Ukraine, Kyrgyzstan, Honduras, Nicaragua, Suriname, and Ghana). While this element was not considered in the initial LFA, the value of the mapping studies as an awareness-raising exercise was cited by the majority of stakeholders interviewed. Furthermore, they proved to be a valuable advocacy tool for both UNIFEM and CSOs, providing a strong evidence base for arguments regarding the theoretical and practical links between GE and development effectiveness.

In four countries (DRC. Nepal, PNG and Indonesia) the Program also developed studies on the implementation of the SCR 1325 and 1820 in relation to Aid Effectiveness. However the extent to which this studies produced relevant and useful information at the country level is very varied. In Nepal there is evidence that the study has constituted an important evidence-base for advocacy and policy dialogue for the implementation of SCR 1325 both with national and development partners. Similarly in DRC, the study has contributed to draw the attention on the implementation of the SCR 1325 among the program's partners. There is also some initial evidence that the findings from the Study on 1325, shared with the EU Informal Task Force on Women, Peace and Security, have contributed to the selection of gender-sensitive indicators to measure the implementation of the "EU Comprehensive Approach on the Implementation of Security Council resolutions 1325 and 1820".In PNG, the study has been used to engage in negotiations for a new program as part of the UN Delivery as One in the Bougainville region. However it does not appear to have generated relevant and useful information for gender advocates in this post-conflict region. Finally in Indonesia, the study was hardly mentioned or known by local stakeholders.

**The program's tools and information products were most effective in English-speaking countries**. The lack of availability of some of the materials in other languages was noted as a barrier to accessibility for many national stakeholders within government and CSOs, and the translation costs and associated delays in availability were also cited as a challenge by UNIFEM country staff in non-Anglophone countries.


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**Finding 7: The EC/UN partnership significantly enhanced awareness of national, regional and global stakeholders of the inseparable linkages between GE and development effectiveness, and of concrete areas for action at national, regional and global levels (Output 2).**

**The program informed/sensitized non-traditional actors about the relevance of GE to national development processes.** In many of the countries involved, the program encouraged the involvement of actors not traditionally involved in GE issues, such as ministries of finance and planning, in addition to the more traditional GE partners, such as national women's machineries (NWM), NGOs and women's organizations. In particular, the work undertaken with regard to indicators and the focus on aid effectiveness allowed the program to establish a dialogue for the inclusion of GE tools and analysis in the planning of the Ministry of Economics in the Ukraine, National Development Planning Commission in Ghana, the Ministry of Economy and Planning in Cameroon, the Ministry for Industry and Trade in Nicaragua, the National Institute of Statistics in Honduras and, interestingly, the World Bank in Kyrgyzstan. This is of particular importance given that these non-traditional GE actors tend to be responsible for the budgeting and planning of development interventions, as opposed to the "softer" actors, such as Women's Institutes or Ministries, which have traditionally been involved in GE dialogues (see also section 8.3 on strategies).

**Gender advocates were sensitized to the importance of aid effectiveness principles.** Both globally and at the country level, gender advocates were not very familiar with the Paris Declaration or with aid effectiveness concepts before this program, and were not always aware of the relevance of these concepts to GE. The program increased their awareness and information on the linkages between GE and development, and often showed AE to be a new area of work for them.

**Kyrgyzstan**: Women's civil society organizations in this country are known as some of the most active and professional in the region. However, the EC/UN partnership opened their eyes to the possibility of understanding the AE process and the space it provides for advocating the GE agenda.

**Nicaragua:** The EC/UN partnership assisted the Foro de Mujeres para la Integracion Centroamericana in their advocacy work to ensure the inclusion of gender considerations in the negotiations for the Association Agreement between the European Union and Central America.

**Indonesia:** The EC/UN partnership is enabling women's groups to link micro-level issues with macro-level policies.

In a limited number of countries (Nepal and DRC) the program also contributed to **raise the government and CSOs' awareness and interest on the linkages between AE and the implementation of the SCR 1325**, which were widely unknown before the beginning of the Program.

**The EC/UN partnership contributed to demystifying and operationalizing the concept of GE in relation to development processes.** Several national stakeholders indicated that before working with the program they had perceived GE as meaning "women talking about women". They had been unaware of how GE not only influenced but was a condition for national development. They stated that the program helped them to understand this in theoretical terms, and to become aware of very specific gaps in current development processes and of possible approaches to address them, such as, in particular, Gender Responsive Budgeting.

**Nicaragua**: "The training I received from this program allowed me to recognize the gender gaps in the economic and political activities of the country, and to understand the role of women in the value chain of various economic sectors." (Government official)


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**Finding 8: The EC/UN partnership made significant progress in strengthening national multi-stakeholder partnerships for GE implementation and monitoring of the aid effectiveness agenda. It also facilitated the collaboration of partners at the global level around the preparation for the Accra High Level Forum (Output 3).**

**There is strong evidence that the program strengthened multi-stakeholder partnerships at the national level**. In each pilot country, through different mechanisms (ranging from National Consultations to National Steering Committees and Gender Coordination Groups, among others), the program was able to create formal and informal spaces for dialogue and to foster joint discussions on integrating GE in national development processes and aid mechanisms, as well as on the different paths and tools to do so. The program systematically involved stakeholders including economic and planning ministries, NWM, civil society, and donors. The joint involvement of these different actors has led to: increased acceptance and ownership of gender mainstreaming principles by national partners; less suspicion between government and civil society; increased coordination among donors on how to support national partners; increasingly clarified roles between planning ministries and NWM on gender mainstreaming responsibilities. In some countries, however, the establishment of National Steering Committees (NSC) was not possible. In Kyrgyzstan, in spite of numerous invitations, there was no buy-in from the national government. In Nicaragua the tense relationship between the donor community and the government meant that the NSC existed primarily on paper. In Honduras, the political crisis of 2009 broke down all dialogue and the situation has yet to be normalized, especially regarding the possibility of dialogue between women's CSOs and the government.

> **Ghana**: "The program has provided an interface between Ghanaians and development partners, public sector and civil society, big and small." (CSO representative)

**At the regional level, there was less progress on forging partnerships for GE.** The preparation for the Accra High Level Forum (HLF) provided the clearest impetus for regional partnerships, in so far as there was originally an intention to organize regional workshops/consultations. However, we are aware of only two such events: In December 2008 a meeting of the Consejo de Ministras de las Mujeres de Centro América (COMMCA) was held in Tegucigalpa, Honduras, with participation of representatives of women's ministries from the region; the Honduras mapping study was presented and positively received. In the Asia and Pacific Region, Nepal hosted the Asia-Pacific Workshop on Gender Equality and Aid Effectiveness with delegates from 11 countries in November 2009. This workshop provided good opportunities for learning and sharing initiatives in the region. While feedback on both meetings was very positive, it seems premature to talk about partnerships in that regard.

**The EC/UN partnership facilitated collaboration with key partners at the global level.** In preparation for the HLF-3, the program established contact and/or collaborated with various global partners. Indeed, UNIFEM was asked to present the program in various events organized by key partners: OECD DAC GenderNEt, IANWGE's Bi-Annual Workshop, ICCO and APRODEV workshop on the EU and UNSCR 1325, the Concord Gender Group, and the Women's Organizations Consultation organized by the Association for Women's Rights in Development (AWID) and Women in Development Europe (WIDE), among many others. In particular, these activities in addition to a set of indicators developed by the programme laid the groundwork for the development of GE indicators by OECD DAC (see section on Output 5 below). Furthermore, the EC/UN Partnership program's support to the International Steering Group in preparation to the HLF contributed to AWID's visibility, which in turn contributed to AWID being able to become co-chair of the 'Better Aid Platform'. Generally, these partnerships were organized around collaboration with organizers of the International Women's Forum Statement at the HLF-3, and were therefore strategic and time-bound. The partnerships developed in this context were also primarily led by the EC/UN partnership's management staff rather than by national partners.


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**Finding 9: The EC/UN partnership undertook many activities to begin strengthening national partners' capacity for mainstreaming GE into national development processes (Output 4). These included the identification of key areas for capacity development and training for staff of national ministries and programming partners.**

**Relevant areas requiring capacity development were identified.** Through the mapping studies and national consultations, as well as through discussions and consultations with line ministries, donors and CSOs, the program was able to identify the key areas requiring capacity development. These include, in particular, gender analysis of development processes and capturing gender in planning and budgeting. In addition, capacity building needs were identified in relation to lobbying, advocacy and monitoring of government action on gender. In many of the countries, training activities were the primary focus of the program.

**Many activities and immediate outputs such as training have been completed**.

At the global level, 6 editions of the online training course "The global development agenda: tools for gender sensitive planning and implementation", were delivered by the ITC/ILO, in 3 languages. They were attended by 302 individuals (against the 120 originally planned) and successfully completed by 262 of them[20]. Demands for these trainings highly exceeded expectations (1084 applications were received) and participants were highly satisfied with them (see sidebar).

At the country level, many capacity building activities, in particular trainings, have been conducted. They were often undertaken at the request of national partners (e.g. Ghana , Cameroon, Nepal, Nicaragua) and/or members of the donor community, as was the case in Honduras, Nicaragua, and Ukraine,

**Participants views on online training**

In 2010 ITC/ILO conducted a survey of 2009 online training participants. All respondents declared that their participation in the course was a good investment for their professional and personal life, which gave them the opportunity to acquire information and skills in areas that are rarely available in many countries, and to become resource persons for their organizations. Many respondents mentioned the multiplier effect of the course, given that the knowledge, skills and materials acquired were shared with colleagues, supervisors and networks.

**Ukraine**: The training on "GRB in the Context of Aid Effectiveness Agenda" for government and non-government partners helped them gain knowledge on basic gender equality notions and concepts; to gain skills to analyze, assess, monitor and evaluate programs / projects, and to improve capacities in formulation of the demand for the actions and resources to support gender equality in programming, implementation, and monitoring at the national and regional levels. Tools for GRB were developed, approved and published in a manual.

**Cameroon**: At the very beginning, the program had a strong focus on capacity building of national partners in using GRB. The Ministry of Finance requested and received support for the training of the Public Finance Reform Platform. The trainees, including highly placed staff of a cross-section of ministries, were equipped with information, tools and approaches for gender mainstreaming in public finance, with a focus on GRB. In 2010 two workshops were held, one in French and one in English, on AE and GE, for government, CSOs, donors and gender advocates. While participants expressed a high level of satisfaction with these workshops it is too early to assess to what extent they have been able to use any of the knowledge and skills they have acquired.

In **Nicaragua**, training activities were organized for the staff of the Ministries of Labour, Industry and Trade, and Agriculture and Forestry. Staff at the Ministry of Industry and Trade in Nicaragua reported that the training they received has enabled them to think more systematically about the gender impacts of their planning.

[20] Participants came from 78 different countries and were mainly: CSO representatives (110 participants); Governments' representatives (58 participants, of which 24 from line ministries and 11 from women's machineries); 52 participants from UNIFEM (mostly), the EC and the ILO; 26 participants from other UN agencies or donors' agencies; 16 participants from private companies /independent consultants. Among the 262 who completed the course 197 were women and 65 men.


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were training sessions were provided for EU programming staff and other donors. These training sessions included topics such as gender-sensitive analysis of projects and GRB. However most activities to date have been stand-alone activities, in the sense that they were not implemented as part of a broader capacity building strategy, prioritizing needs, targeting both individual competencies and collective capabilities and including follow up strategies[21] (see also section 8.3 for more details on the use of capacity building as a program strategy).

While great efforts have been made to strengthen capacities at the country level (see also Country Profiles for more details), the majority of the training activities were undertaken in the second phase of the program and it is too early to assess changes in individual competencies and collective capabilities. At this stage only limited anecdotal evidence is available on the extent to which what was learned in the trainings has been used by participants. The sidebar (in the previous page) provides a few examples.

The institutionalization of newly acquired skills and tools is questionable, due to the high rate of turnover in personnel among national partners and donors (see sidebar). This has led to what one stakeholder described as a "training hamster wheel" –the cycle of training starts over as newly appointed staff replace those who had already received training.

**Honduras**: "While the training programs are very good, there is a question of sustainability, given that personnel changes every two or three years, both in government and among donors, and the new people don't always have experience and knowledge on this subject, so you are forced to teach 'the ABCs of gender' over and over." (CSO representative)

**Finding 10: The EC/UN partnership has had varying success in strengthening national monitoring and accountability mechanisms to track progress on GE in the aid effectiveness agenda and SCR1325, but has contributed significantly to the development of both global and national level indicators (Output 5).**

The program's achievements in this area must be considered at three different levels, as discussed below.

**1. Development of gender sensitive indicators and monitoring frameworks**

In the majority of pilot countries, progress was made in this direction, but to varying degrees. The program developed concrete indicators through national consultations, mapping studies and workshops. In some countries, these were adopted by gender CSOs and/or donors (Ethiopia, Indonesia, Nepal). In some cases, these indicators were also adopted by government institutions (Honduras, Kyrgyzstan, Nicaragua, Ukraine). In the remaining countries (DRC, PNG, Suriname), important work was done in gaining recognition of the need for such indicators or, at a minimum, for the gender disaggregation of data that is routinely collected.

**Global indicators:** The EC/UN partnership contributed to development of OECD DAC indicators. While the four indicators adopted by OECD DAC to assess donor practices on integrating gender in the PD principles are different from those suggested by UNIFEM, they were inspired by them. It was noted that the EC/UN partnership helped clarify OECD DAC's thinking about GE, and that the mapping studies were important inputs into its internal workshops and meetings.

**2. Establishment of formal monitoring mechanisms**

The establishment of formal monitoring mechanisms presented challenges, mostly due to the relatively short duration of the program. In most countries, the task of awareness-raising that precedes the adoption of

[21] Although several pilot countries identified capacity needs during the National Consultations, and developed capacity building strategies/plans, these were not (fully) implemented in any country, because of lack of time, resources and key partners interest and commitment. In most cases they were more a wish list (e.g. Ghana), rather than a realistic plan.


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gender indicators had only begun to make inroads (among donors as well as among government officials) by the end of the program. In some countries, political tension or instability arrested the process of institutionalization of the indicators and prevented the continuation of dialogue for the formal establishment of monitoring processes.

**Regional variations:** In Africa, in both Ghana and Cameroon, the lack of progress in the development of monitoring mechanisms was mentioned as a main disappointment by both UNIFEM and its partners: although key opportunities were identified in both countries (Engendering the monitoring frameworks of the Medium Term Development Strategic Plan in Ghana, and of the National Operationlization Plan of the Paris Declaration in Cameroon), and some initial work was done, this has not led to actual results, mainly because of the long timeframe of this processes and of fluctuating commitment among key government partners in the government. Similarly, little progress was made in this direction in either Ethiopia or the DRC. In the CIS region, while indicators were developed in Kyrgyzstan and Ukraine, monitoring mechanisms were not established. In Asia, while Indonesia made important strides and was in the process of developing a formal monitoring mechanism by the end of the program, PNG and Nepal were less successful. In the LAC region, in Honduras, a formal mechanism had been developed through the Second National Plan for Gender Equality, but this process was arrested by the coup d'état and the ensuing political instability. The set of gender-sensitive indicators for M&E was finally approved and included in the Plan of Equity and Gender Equality in June 2010. In Nicaragua, the creation of important gender indicators in various line ministries represents an important advance, but the difficult relations between the government and women's CSOs has impeded the development of strong monitoring mechanisms. Finally, in Suriname, the National Development Plan already includes a monitoring and evaluation framework, into which the indicators developed in the context of this program are to be incorporated, although this process has been delayed by the slow progress on the data management system.

**3. Strengthen informal mechanisms (i.e., civil society role in keeping the government and donors accountable)**

Awareness-raising among civil society actors constituted an important first step in strengthening their role in keeping governments and donors accountable with regard to gender equality and its explicit inclusion in the aid effectiveness agenda. This was remarked upon by several CSO stakeholders in program countries (see sidebar).

In **Suriname**, the NPC commented that the EC/UN partnership revitalized the dialogue between CSOs and the government by providing CSOs an opportunity to work with the National Bureau for Gender Policy on the development of a data system that would inform a nascent gender management system.

In **Nicaragua**, a representative of the International Community of Women with HIV/AIDS – Latin America (ICW Latina) noted that her organization had not been aware, prior to the national consultations conducted in the context of the program's mapping study, that AE could constitute an area of work for them, nor that they could hold donors accountable for the impact of development programming on their concerns.

In **Kyrgyzstan**, stakeholders said that the area of AE represented a new avenue of advocacy for the already very active women's movement in the country.

In **Cameroon**, Parliamentarians were sensitized and trained on monitoring and lobbying for gender issues and a Gender Network has been officially constituted in the Assembly.


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**Finding 11: In Phase I of the EC/UN partnership, multi-stakeholder groups built a common advocacy agenda for mainstreaming gender equality into the 2008 HLF on Aid Effectiveness in Ghana (Output 6).**

The advocacy component of Phase I of the program focused in large part on the preparation for and participation in the HLF in Ghana in September 2008. Important advocacy work was undertaken by all partners at the global level; eight country case studies were presented; and a side-event on gender equality was organized. Furthermore, shadow indicators were endorsed. This process gave the EC/UN partnership a high level of visibility. Most importantly, the program's participation in the HLF-3 contributed to ensuring that gender was included in the Accra Agenda for Action (AAA).[22]

[22] UN/EC Partnership Mid-Term Review



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## 5.4 Contribution to Outcomes

**Finding 12: The EC/UN partnership has made relatively modest progress in achieving outcomes related to including GE in national development processes and budgets (Outcomes 1 and 2), but has contributed significantly to raising knowledge and awareness of GE and improving the conditions for such outcomes to be achieved in the future.**

The program has made some initial progress in achieving Outcome 1 (National government actors increase efforts to include GE in national development processes and related budgets) and Outcome 2 (Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes),

Several consulted stakeholders noted positive changes in the efforts of government actors to include GE considerations in national development processes, to which the Program contributed by raising awareness and strengthening capacities among government partners; and engaging in evidence-based advocacy and policy dialogue, often through multi-stakeholder groups. They also noted increased government demands for action on GE in relation to national development and acceptance of recommendations by gender advocates in almost all countries, although to varying degrees (see sidebar for examples).

Advancements were also noted in a number of countries (Cameroon, Ethiopia, Ghana, and Nepal) in relation to Governments' efforts to integrate GRB in their budgeting processes. For example in Cameroon and Ethiopia the respective governments issued 2010 budget circulars calling for gender considerations to be included in budget submissions. In Nepal the EC/UN partnership has contributed to increased institutionalization and use of GRB and gender mainstreaming by the Government (including the revision of the Government budget software from a GRB perspective; the inclusion of GRB and AE modules in the curriculum for Government employees training; and the inclusion of recommendations to strengthen GE issues in national policies in the government's 2010/2011 program and budget preparation guidelines for all ministries).

**Examples of positive changes in Governments' efforts in favour of GE in national development processes.**

In **Cameroon**, following National Consultations and the work done by the Gender Equality Working Group, at the request of the Government, to identify and address gender gaps within Cameroon's long-term vision, Cameroon's Ministry of Economy and Planning accepted the gender recommendations submitted through the Multi-Donor Committee for its Growth and Employment Strategy Paper and long-term Vision 2035.

In **DRC** the Program has contributed, through support to the Ministry of Gender's advocacy efforts, to the recognition of the Sub-thematic Group on Gender as a key player, and of gender as a cross-cutting issue in the design and implementation of the PRSP II.

In **Ghana** the programme has contributed to the integration of gender considerations in the Medium Term National Development Plan and in the Savanna Accelerated Development Agency's Initiative and in the creation of a Cross Sectoral Planning Group (CSPG) on gender within the National Development Planning Commission.

In **Honduras**, the National Women's Institute (INAM) had requested and received a number of trainings (including a Diploma programme) for its technical staff, in order to strengthen their ability to enhance GE efforts within line Ministries.

In **Nicaragua**, direct requests were made by the Ministry of Industry (MIFIC), the Ministry of Agriculture and Forestry (MAGFOR), and the Nicaraguan Institute of Women (INIM) to provide specific training to their technical staff in order to develop sets of indicators that would enable them to monitor the gender impact of policies and programs.

There is also some evidence that the Program has contributed to increased governmental efforts towards the implementation of SCR 1325. For example in Nepal the Ministry of Peace and Reconstruction has demonstrated increased commitment to implement 1325, in part thanks to the Program's sponsored awareness raising, research, and contribution to the development of National Action Plans on Security Council resolutions 1325 and 1820. In DRC, the


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Government has adopted the National Action Plan on the implementation of SCR1325, partially as a result of the Program's lobbying, awareness raising and technical support.

Finally in certain countries (Ghana, Kyrgyzstan, Nepal), the program's sensitization and capacity building work with Parliamentarians has resulted in these individuals' increased interest and commitment to playing an active role in support to the integration of GE in planning and budgeting processes.

As far as outcome 2 is concerned examples of positive changes were reported in several countries (see sidebar). In particular there is some evidence that the Program has contributed to strengthen CSOs and women's networks, by raising their awareness on GE and AE; by enhancing their advocacy, lobbying and technical capacities; and by supporting the creation of spaces for dialogue between CSOs and government. However there is limited evidence that strengthened CSOs have actually been able to effectively engage in policy dialogue. In a few countries, initial promising steps towards an increased role of Civil Society in policy dialogue on GE and AE have been hampered by negative changes in the political context (Ethiopia, Honduras, and Nicaragua).

Despite these positive examples, consulted stakeholders in most countries recognized the fact these are only initial steps to the achievement of these outcomes, and that a lot more needs to be done to ensure that Governments systematically include GE considerations in national development processes, that increased commitments are actually implemented, and that NGOs and women's networks effectively engage in policy dialogue.

**Examples of increased CSOs' engagement in policy dialogue**

**In DRC** a nationwide advocacy campaign, supported by the Program, promoting awareness of GE and the Paris Declaration and related commitments and agendas at the provincial level and local level contributed to strengthen GE advocates. Provincial and Local Women Committees were created as a result of this campaign. It was reported that women's committees have requested the installation of gender help desks in all provinces, documentation and information centres as well as capacity building on the promotion of women's rights and gender equality.

In **Ghana,** thanks also to the EC/UN Partnership support, women organizations played a very important role to promote GE at the HLF3.

In **Nepal**, the Program, by strengthening CSOs capacities and creating opportunities for dialogue, has contributed to increase and strengthen women rights networks' involvement in policy dialogue. For example, women's organizations played a very active role in the lead towards the HLF 3 and more recently, they have been actively demanding the Ministry of Finance to allocate sufficient resources to GE. Similarly, they have been lobbying with the Ministry Of Peace and Reconstruction for the actual implementation of SCR 1325 and 1825, including adequate resource allocation.

In **Ukraine,** in 2009, also as a result of the Program's awareness raising and capacity building efforts, 40 Ukrainian NGOs formally addressed the Government calling for the integration of gender equality in the aid effectiveness agenda.

The evidence does suggest, however, that the program has significantly improved the *conditions* for these outcomes to be achieved, particularly by raising stakeholder awareness of both the importance of Gender Equality and its close links to Aid Effectiveness. There is also evidence of enthusiastic reception of the training materials and events produced by the program among government actors as well as civil society organizations. This suggests the potential to cumulatively create the required political will and mobilization for the inclusion of GE concerns in national development processes.

**Finding 13: Although the results to date are limited, the EC/UN partnership has begun to heighten the awareness of bilateral and multilateral actors on the links between GE and aid effectiveness.**

There is very little evidence of the program's achievements on Outcome 3 (Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes). More specifically the Program has only


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indirectly and limitedly been able to influence the EC's and other donors' behaviours in relation to GE and AE (for some examples see sidebar).

While this is not surprising, as the linkages between AE and GE are still relatively unrecognized, and even less so acted upon, this is an area that the program is bringing to the attention of bilateral and multilateral actors, in particular through awareness raising initiatives (Honduras, Ukraine, Nepal) and thanks to UNIFEM's active involvement in multi-donor and government-donors thematic groups (Cameroon, DRC, Ethiopia, Ghana, PNG, Nepal, and Nicaragua). Stakeholders in Ukraine and Honduras noted in interviews that the area of ODA for gender and gender budgeting was not covered by donors prior to the program, and is now - at least - on the agenda. At the same time, in other countries, such as Suriname and Kyrgyzstan, bilateral and multilateral actors were described as still giving gender equality a low priority.

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

In **Cameroon**, work undertaken with the EC delegation has resulted in a gender equality perspective being strengthened in the EC Delegation's Country Strategy Paper for the 10th EDF and integrated in the EC Road Infrastructure Program. Interviews also showed that the program, through its work with the GTEG (Groupe Thématique sur l'Égalité de Genre) and the UN Gender Group, has influenced certain development partners approach to GE within an AE perspective.

In **Nepal**, through UNIFEM's involvement in the Peace Support Working Group on 1325, the Program has mobilized other donors around the National Plan of Action for the Implementation of the SCR 1325.

## 5.5 Impact

Program *Impact* relates to the positive and negative **long-term** effects produced by a development intervention.[23], The envisaged impact of the EC/UN partnership program was described as: "Gender equality and women's human rights are better incorporated into national development and peace processes and programs supported by the European Commission and other donors."[24]

The evaluation Inception report already noted that, given the relatively short duration of the program and the fact that the evaluation was taking place as program implementation was still ongoing, it was very unlikely for the evaluation to already find evidence of impact at this stage. The evidence collected during the evaluation confirmed this expectation.

As noted in the previous section, there is clear, but modest evidence of progress towards the program *outcomes*, i.e. the next 'lower' level of envisaged results. It would be premature to interpret these results as indicating the enhanced incorporation of GE and WHR into national development processes and/or donor supported programs. However, program results do indicate that the EC/UN partnership has been 'moving into the right direction'. Provided that the program's underlying theory of change is valid, progress towards outcomes means – by definition – coming closer and moving towards the intended impact. The program has laid essential groundwork for the remaining journey towards the envisaged impact. However, given the remaining gaps in the willingness and/or capacity of all three targeted groups (duty bearers, rights holders, donors), achievements made to date will – even over time - not *suffice* to ensure that this impact is being realized.

[23] Please see section 1.2.7 above on terminology.

[24] Please see reconstructed intervention logic in section 2.2 of this report.


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# 6. Program Efficiency

**Finding 14: Given available resources, the EC/UN Partnership Program achieved significant results and used its resources efficiently.**

The EC/UN partnership had a total budget of almost $6,000,000 USD, of which 66 percent was managed at the HQ level (UNIFEM and ITC/ILO) and 34 percent at the country level.[25] Actual expenditures of the funds managed at the country level at October 2010 ranged from $126,888 (Nepal) to $242,367 (Ghana). [26] It should be noted however that in several cases resources managed at HQ level, were used to implement activities at country level (e.g. the 4 studies on 1325).

**What does it mean to have limited resources? Compared to what?** The evaluation team has based its assessment in this respect mainly on staff and stakeholders perceptions, grounded in their knowledge of other programs and on the expectation they had for the EC/UN partnership. The evaluation team did not conduct a comparative analysis with other UNIFEM programs. However, anecdotal comparative information was collected. For example, in Cameroon the total budget for the EC/UN partnership was comparable to one-year budget of the EC/UNIFEM GRB project.

Most consulted program staff and partners, in particular at the country level, noted that the program had very limited resources (both financial and human) that were available for programming in each of the 12 pilot countries. However, it was widely acknowledged that the program had been able to do "a lot with very little" (see Chapter 5 on effectiveness). Overall stakeholders agreed that the program used its resources efficiently and provided several examples of strategic choices and proactive management in the use of resources:

- The second and third tranches of funds were allocated to pilot countries based on an analysis of: project performance, resources requested, and an assessment of capacity to implement and deliver by the planned dates.
- In the second year the Program decided to discontinue the online forums as they had been under-utilized. The ITC/ILO was subsequently able to offer two additional online course in English (six courses rather than the four courses budgeted) thanks to an efficient use of resources and additional resources leveraged form other donors. The ITC/ILO also proactively managed its human resources: the ITC-ILO's staff and experts would be working part or full time according to the needs of the project (e.g. full time during course delivery etc). This allowed the no-cost extension of the services provided by ITC/ILO from the original 24 months foreseen by the IAA with UNIFEM to 42 months.
- Country level stakeholders provided many examples of efficient use of resources. In Ghana the program was strategic in the use of its resources and invested in low-budget initiatives with potential high impact (e.g., providing support to initiatives that had already been lined up by the government and only needed a "kick-start" support). In both Ghana and Cameroon, the program made specific efforts to avoid waste or unnecessary expenses (e.g., on refreshments); and volunteers were recruited in several countries (e.g., Ghana, Nicaragua, Honduras).

[25] Data shared by UNIFEM HQ at October 2010

[26] Note that although the original budget figures presented in Chapter 1 are in Euros, all financial information provided by UNIFEM is in USD.



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There were also numerous examples of additional resources being leveraged from UNIFEM, local partners, and other donors (see examples in sidebar).

Given the alignment of the program's objectives with UNIFEM priorities, in several instances UNIFEM core resources were mobilized to complement program resources. As one UNIFEM HQ staff said, "There is lots going on that is not explicitly part of the project and is done with core funds." In certain cases regional UNIFEM funds were used to complement project funds at country level (e.g., in Ukraine and Kyrgyzstan) and as an advance in other countries (Ghana).

**Leveraging Resources**

In both **Ghana** and **Cameroon** the Program was able to mobilize other development partners around some of its initiatives (e.g., engendering national development strategies/frameworks, conducting capacity building activities) by using donor coordination mechanisms (GEST in Ghana and GTEG in Cameroon). In Cameroon for example, according to UNIFEM, for EC/UN initiatives the ratio was 70% EC/UN resources, 30% leveraged resources. The work through the GTEG also allowed for some division of labour among key donors (UNFPA, UNDP and CIDA).

In **Nicaragua** activities with two ministries (MIFIC and MAGFOR) were supplemented with resources from the Joint UN-Spanish Government gender program. Training programs were co-financed by universities that provided use of their premises and logistical support. Resources from the Economic Agenda for Women were also used to supplement activities. Support for FMIC was co-financed by EU. The lack of clarity of the program in this country meant that it benefitted from the recognition and relationships established in the context of other programs.

In **Honduras**, the EC/UN partnership was able to insert some of its activities in a pre-existing program of the Economic Agenda for Women and was also able to obtain further resources from UNFPA and UNDP. Volunteers from the Basque Department of Development Cooperation program and from UN Volunteers were also recruited into the program at different times.

In **Ukraine**, the Program used some additional resources from the local government to conduct training in decentralized areas.

Examples of synergies with other UNIFEM programs were also mentioned: for example with the Economic Agenda for Women in Honduras and Nicaragua, and with the EC/UN GRB Program in Cameroon and Nepal. However synergies between these two programs were less than hoped for, because of the programs' different timelines and because the alignment between the two programs came to life once the GRB programme was launched and not during the design stages. In addition in Nepal and Cameroon the GRB Program implementation only started at the beginning of 2010, when the EC/UN Partnership was winding down.

**Human Resources**

When the EC/UN partnership started, there was only one program manager in UNIFEM HQ and, according to the second year report, the program had to use several consultants which had some negative consequences on timeliness and the quality of deliverables. In 2009, a program specialist and financial analyst were hired to assist the program manager with implementation; this was seen very positively by all involved parties.

**Nicaragua:** The small size of the country office meant that a lot of resources went into hiring consultants to undertake the mapping study and deliver the training courses. The translation of project materials into Spanish also required a lot of resources, as did printing.

**Honduras:** UNIFEM personnel felt that additional resources would have been helpful, as the national office is very small and they needed to hire external consultants for many activities.

At the country level, stakeholders in the majority of pilot countries commented that UNIFEM was understaffed (in relation to the EC/UN partnership and overall), and that human resources were very stretched. In addition, the availability of dedicated human resources from the EC proved to be a problem in a number of countries (see section 8.4). The 2008 Mid-Term Review suggested the need for at least one full-time person per country for the program, but this was not possible in the majority of countries. In


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Honduras and Nicaragua, the extensive use of consultants compensated but had some negative impacts on efficiency (in terms of costs, timeliness, quality control), according to consulted stakeholders. In some countries, volunteers and interns were employed (e.g., Ghana, Cameroon, Honduras) and while positive from a cost perspective, these resources were usually very junior and short term. Most consulted stakeholders did not suggest alternative, more efficient uses of resources.

At the global level, stakeholders raised two questions: 1) Would a different distribution of resources between HQ and countries have been more efficient? And 2) Would it have been more efficient to focus on fewer countries and allocate more resources to each one? Although it is impossible to answer definitively without comparative data, some comments can be made. As far as the first question is concerned, to some extent the distribution of resources between HQ and countries was related to the nature and design of the program: During the first phase relatively few activities were conducted at the country level (e.g., partnership building, mapping studies, national consultations) and the program was primarily HQ driven. It was only during the second phase that the program began more national-level implementation (e.g., delivering capacity building activities, technical assistance, awareness raising activities, etc.). In addition, throughout the program the HQ level absorbed key costs such as most salaries (UNIFEM) and production of tools and materials (UNIFEM and ITC/ILO). For these reasons the distribution of resources appears to be aligned with the program's original design. However, during the second phase where a strong national focus was adopted, expectations of what the program could achieve at the country level, in particular in terms of capacity building, grew higher than what the program had the resources to do.

Concerning the second question, we are not in a position to provide a clear answer. As will be explored in Section 8, the decision to implement the EC/UN partnership in 12 countries had positive implications in terms of breadth of experience and the potential for comparison. Of course this also meant less depth of activities at the country level, and in several countries overly ambitious plans had to be reduced to align them with available resources (e.g., capacity building plans in Ghana: in Nicaragua, plans to assist the Ministry of Health; GRB training in DRC). Again, this issue has more to do with managing expectations rather than managing resources. From a cost perspective there were both efficiencies and inefficiencies in having 12 countries: it allowed for a wider use and circulation of products and tools, but required complex management, coordination and communication mechanisms. Beyond the number of pilot countries, efficiency was affected by the selection of pilot countries – for example some inefficiencies were reported in countries where UNIFEM did not have a presence and country offices had to be created specifically for the program (Suriname, Ghana, PNG, and Ethiopia),[27] or where the EC presence was very limited (e.g., Suriname). On the other hand, efficiencies were noted in countries where UNIFEM was already working on some issues covered by the EC/UN partnership (e.g., Cameroon, Nepal). These considerations should be taken into account by UNIFEM and the EC in planning their next program.

**Finding 15: Timeliness in delivery and implementation was a concern at both the global and country level. However, due to a no-cost extension, the majority of activities were completed and funds disbursed by the end of the program.**

At the beginning of the program there were some significant delays, particularly in starting the mapping studies. This was seen as being related to the lack of existing in-house expertise on GE and AE and the need to build it. The mapping studies, scheduled to start in April/May 2007, started in October 2007 and most were finalized by the end of the first year of implementation (with the exception of Indonesia and PNG). The delays with the mapping studies affected other activities, in particular national consultations and capacity development plans; only five countries were able to hold consultations during the first year of implementation. Other delays were observed in the development (and translation) of the training modules.

[27] In the Ukraine, in the absence of a UNIFEM office, the program was implemented by an NGO (Liberal Society Institute).


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Some delays in disbursements also affected the timeliness of the program: according to the MTR the budgeting structure required by the EC had created an initial delay in fund disbursement. Delays in disbursement of the second tranche were also reported, which resulted in interruptions at the country level. UNIFEM solved this financing gap by making an advance from its own core funds (e.g., Ghana).

At the country level, delays in implementation were reported in several countries (including Ghana, Cameroon, Nicaragua, Honduras) at different stages of the program (see sidebar). Some delays were the result of factors outside the program's control – including limited capacities of implementing partners, slow bureaucracies, delays in reporting, changes in political contexts and key partners, etc. (see details in section 2).

**Implementation Delays**

In **Honduras**, program activities had to be reoriented and rescheduled in the aftermath of the coup d'état. The GRB component was delayed. Finally the GRB training was provided through the technical support of FLACSO Argentina, with the participation of 60 government officials.

In **Nicaragua**, implementation was delayed by the unfavourable political climate in 2007, which led to a lack of response of government actors in the mapping study process.

In **Ghana,** partners did not report on time, which created long delays for disbursement. Changes in key staff in one of the main partners (the Ministry of Women Affairs) also delayed program implementation, as the agreed upon initiatives had to be renegotiated and new buy-in and momentum had to be built.

In **Cameroon**, delays were related to the implementing partners and in particular the government (turnover, unavailability of key partners, slow bureaucracy, etc)

In **Suriname**, the very slow implementation was due to the low capacities in two key national partners: Ministry of Home Affairs and National Gender Bureau. This led to a decision to discontinue the program's activities on gender training after the end of the current program.

In **PNG**, slow implementation and delivery of resources were due to low capacities and slow response from government departments and lengthy negotiations between the UN and government on the 2010 Annual Workplan for the UN country program.

Delays due to factors under the program's control included:

- Delays in making funds available at the country level: These delays are partially related to UNIFEM financial management structure (funds go from HQ to sub regional offices (SRO), which are responsible for managing funds; country offices do not have funds available). There were delays in SROs making funds available to DRC and Cameroon in 2010, and to Ghana and Cameroon in 2009. The re-phasing of resources for Cameroon and Ghana from 2009 to 2010 took time and required coordination between the CRP Financial Analyst, Geo Section and SRO. Certain activities had to be postponed because of this. In Honduras, difficulties resulting from the financial arrangements delayed the production of the mapping study.
- Delays in implementation of training at the country level (Kyrgyzstan, Ukraine, Cameroon), due to the fact that translation of training modules had not been originally foreseen and was added at a later stage.
- Delays related to setting up new UNIFEM offices in Ghana, Ethiopia, and PNG.
- Delays related to staff turnover within UNIFEM (e.g., Ethiopia, PNG).
- Delays in getting the mapping studies started (see above).

Two no-cost extensions were granted to the EX/UN Program, extending it until November 2010 and allowing for the majority of planned activities to be completed. At October 2010 (when financial information was shared) all countries have spent all or most of their planned budget. As of 30 November 2010 the programme has achieve a 100% delivery of resources.


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# 7. Sustainability of Results

**Finding 16: The EC/UN Partnership Program was able to initiate activities that have prepared the groundwork for sustainable change, but there is a widely-acknowledged need to follow up to reach actual and sustainable change.**

As discussed above in Section 5 on effectiveness, because of its broad objectives, short timeframe, and limited resources, the EC/UN partnership was only able to start doing things, and some key program aspects such as capacity development of national partners and their organizations were only started near the end of the program. For this reason we question whether it is possible and relevant to assess the sustainability of results at this stage, given the complexity of change processes the program was trying to influence and its short duration. Also, as pointed out earlier, many program achievements lie in the fact that it has contributed to 'preparing the ground' for sustainable changes in institutions and behaviours.

Among consulted stakeholders, especially at the country level, there is a sense that the program has been a sort of "phase 0" of a broader program in many respects:

- It was the first time the EC and UNIFEM worked together. Understanding each other and creating a basis for joint work was an important component of this program.
- Another important component was the needs assessments conducted at the country level through mapping studies and national consultations.
- The program identified and mobilized strategic partners for future implementation.
- It developed an evidence base and training tools on which to base advocacy, awareness raising, and capacity development.
- It started experimenting with some implementation (capacity building, engendering frameworks, etc).

Stakeholders consulted both at HQ and country level (including UNIFEM, EC, government partners, CSOs and donors) widely acknowledged the need to follow up on what was started in this program in order to reach actual and sustainable change. There appears to be consensus that follow-up should focus on strengthening and institutionalizing capacities, and developing mechanisms for follow up, monitoring, and accountability.[28]

> A program "Can't achieve in depth results in one country in this timeframe, needs to be picked up and continued." (EC HQ).
>
> The program "Initiated a number of important processes, but scattered, resources spread. Many things to be continued." (EC HQ)
>
> "On the whole, the program gave the opportunity for stakeholders to join their efforts, including government, donors and CSOs. The practical and pragmatic follow-up on the achieved results is required." (Donor in Ukraine)

In discussing what the program has achieved at the country level, a few stakeholders used the metaphor of seeds that have been planted, but that need to be watered and cared for to ensure sustainable results. Several of the program's achievements are seen to have a strong potential for contributing to longer term sustainable results – as "seeds of sustainable change". These include:

[28] Sustainability concerns were noted in the 2008 MTR, particularly in relation to the short timeframe of the program. The MTR recommended that sustainability should be a key consideration in Phase 2. Recommendations included: to focus on building capacities at the national level, based on the needs identified in the mapping studies and national consultations; looking for linkages with existing support; ensuring that capacity building efforts were realistic in the timeframe of phase 2; build linkages with other networks at the international level.



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- **Strategic partnerships:** The EC/UN partnership contributed to creating new partnerships or strengthening existing partnerships with key strategic stakeholders at the global and national level. These partnerships are seen as an important element for continuing action on GE in national development processes and in the AE agenda beyond the end of the program. For example, in Ukraine the involvement of central and local stakeholders is seen as a supporting factor for pursuing efforts in mainstreaming GRB**.** At the global level, the work initiated with the OECD-DAC on indicators is seen an important building block for further achievements in this area.
- **Dialogue and coordination platforms:** The program has worked to create and strengthen dialogue and coordination mechanisms among multiple stakeholders at the country level. Some of these mechanisms have been institutionalized and will remain in place after the end of the program. For example in Cameroon the Steering Committee created for this program has been institutionalized by decree within the Ministry of Finance and will remain in place beyond the end of the program to keep working on mainstreaming GE into national development processes and the AE agenda. In Ghana the program supported local institutions to put into place multi-stakeholder groups that will keep working beyond the program (the Gender Statistics Working Group with the Ghana Statistical Services and the Gender Cross-Sectoral Planning Group within the National Development Planning Commission). Similarly in Indonesia the decree institutionalizing the Steering Committee on GRB and the Multi-Stakeholder Committee on Gender and Aid Effectiveness are positive signs of institutionalization (although its implementation has been challenging). The EC/UN partnership also played an important role in revitalizing or strengthening donor coordination mechanisms at the country level: for example the GEST in Ghana, the GTEG (Gender Thematic Group) in Cameroon, the Sub-Thematic Working Group on Gender in DRC, the Donor Gender Roundtable in Honduras, the Donor Group in PNG, and the Interagency Commission on Gender in Nicaragua. Although it remains to be seen how dynamic these groups will be over time, they have allowed the priorities of the EC/UN partnership to extend beyond its timeframe and allocated resources.
- **Conducive change in decision-makers and duty-bearers' mindsets:** Many stakeholders commented that the program contributed to changes in mentalities, of both decision-makers and duty-bearers at the global and country level, that are necessary for and conducive to implementing GE commitments. For example a number of interviewed stakeholders noted that the program contributed to a change in mentality at the EC corporate level, which is now more gender sensitive as shown by the New Action Plan. At the country level, the creation of broader awareness of GE, GRB and gender mainstreaming in Ghana is seen as very positive from a sustainability perspective, because as one CSO representative commented, "now that more people know, understand and talk about it, it is difficult to stop working on this issue without raising reactions." Stakeholders in Ghana also mentioned that the increased government demand for work on these issues is likely to generate increased supply in terms of capacities and resources, both from CSOs and donors. However, there is a sense that changes in mentality will lead to sustainable change only if they concern a critical mass of people. For example, in Nicaragua it was reported that the level of awareness of gender equality issues is relatively low, and thus continued efforts should be made to maintain what momentum there is. A similar preoccupation emerged in Honduras.
- **Adaptable and re-usable tools and models.** The EC/UN partnership has produced information, tools, and models that are now available at the global and national level to be re-used multiple times and in diverse settings. For example, in Cameroon training modules in English and French have been developed on the basis of the ITC/ILO package and are available for further use. Flash disks containing the training modules and instructors' manuals have been distributed to all participants to the initial training session in order for them to be able to play a multiplier role in their own institutions. Also in Honduras adapted training modules are now available to local partners. In Ukraine, accessible information on GRB is seen as a supporting factor for increased, continued and sustainable GRB mainstreaming. At the global level, the training package developed


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by the program has been transferred into the EC training program, available online since Sept 2010 to EC HQ and field staff. The training package has also been integrated in the regular on-line training offer of the ITC/ILO (On-line Gender Campus). The course will be offered in 2011 and partial sponsorship by the Italian Government will be available for eligible candidates.

- **Institutionalized capacities**: There is some evidence that the program has contributed to institutionalize new or increased capacities in relation to GE and AE. For example in Nepal, with the program's support the Nepal Administrative Staff College has included GRB and Aid Effectiveness within its training modules and is now delivering the training. The program has also supported the integration of GRB in the Ministry of Finance budget software (Financial Management Information System and District Expenditure Control System). As the software is currently used for all budget analysis, the integration of GRB will ensure its permanent mainstreaming. In Cameroon, the program supported the capacity development of Gender Focal Points in all line ministries. Today, UNIFEM, with the GTEG, is working to go beyond individual training to institutionalize the role of the Gender Focal Points, for example supporting the development of their TOR within the framework of the new Gender Policy and the establishment of Gender Units rather than individual focal points to counterbalance the negative effects of high staff turnover. In several countries (e.g., Honduras, Nicaragua, Cameroon) it was felt that capacity building had reached strategic people who had the potential to act as multipliers within their institutions and use their increased capacities to influence important processes (e.g., planning, budgeting) in a gender sensitive way. However, the relatively high turnover of personnel may have a negative effect on this. A strong concern emerged that without institutional commitment, the results of individual training are not likely to be sustainable (see below).
- **Engendered policies and strategies:** The EC/UN partnership worked on engendering policies and strategies that will provide a conducive institutional framework for actual change in the way GE is implemented at the country level (e.g., in Cameroon, mid- and long-term development strategies, including the Document de Stratégie pour la Croissance et l'Emploi and Vision 35; in Ghana, the Medium Term National Development Plan; in Nicaragua, the development of systematic gender analysis procedures for projects and programs within the Ministry of Industry). However there is no guarantee that these changes will actually happen, especially without sustained follow up on their implementation (one positive example in this respect may come from Nicaragua, where the program I funding follow-up activities). Policies and strategies, as well as the institutional mechanisms they put in place, can remain empty shells if there are no institutional capacities and will to make them count (see below).

Our analysis shows that several factors are likely to negatively affect the sustainability of the program's results.

- **Strong reliance on individuals:** The implementation and performance of the program have relied on committed and dedicated individuals within UNIFEM and the EC at the global and country levels, as well as among key partners, where "champions" played a crucial role in pushing the program's agenda forward. While this was positive in terms of getting things done, it has proved to be dangerous from a sustainability perspective, especially when combined with the **scarce institutionalization of responsibilities** (see section 8.4 on EC/UNIFEM partnership) and the **high turnover among key staff and partners**. For example, turnover within the EC delegations affected the momentum built by the program and undermined the sustainability of any results achieved with the EC at country level (e.g., in Ghana and possibly Cameroon); changes in UNIFEM staff had a similar effect (e.g., in Ukraine, and potentially in Cameroon following the recent departure of the NPC); the departure of key stakeholders in national governments was also very disruptive and decreased the likelihood that program results would be maintained over time (e.g., changes in leadership and technical personnel in the Ghana Ministry of Women). In


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Honduras high rates of turnover in personnel in government, UNIFEM, and donors was seen as likely to affect sustainability.

- **Staff turnover is a challenge to the sustainability of capacity building efforts** when these are mainly focused on individual training (as was often the case in the EC/UN partnership) rather than on building systems and institutional capacities. Building institutional capacities requires long-term planning and sustained commitment, which, as noted in the section on effectiveness, was beyond the realm of what this program could realistically achieve.
- **Spreading limited resources across a wide range of initiatives can negatively affect sustainability** (see next section on focus).
- **Country context can have a negative effect on sustainability**: In some countries in the EC/UN partnership, political changes resulted in accelerated staff turnover and changes in key national partners and government priorities (e.g., Ghana). Political instability (Honduras, Kyrgyzstan) and high levels of corruption (e.g. Cameroon) undermined trust among stakeholders (government, donors, CSOs) that was needed to ensure sustained efforts over time. In Honduras political instability has resulted in a number of donors withdrawing from the country, making the link between gender equality/mainstreaming and aid coordination less visible.

Our analysis of the EC/UN partnership and our previous experience with similar programs has shown several factors that can increase the likelihood of sustainable change:

- **Focus on a few well-chosen strategic issues:** There were mixed views on how well the EC/UN partnership has done in this respect. According to some stakeholders, the program tried to do too much with insufficient resources, but according to others the program at the country level was able to be selective. For example, a number of stakeholders in Ghana mentioned that the program had decided to focus on a limited number of strategic issues: GRB, influencing the National Development Plan, and working on gender statistics. However, according to others, these were still too many and the areas were too broad for a program of the size and with the timeline of the EC/UN partnership.
- **Work closely with institutions to encourage ownership:** In many countries the program was able to put national partners in the driver's seat and support their ownership of the program's achievements (e.g., in Cameroon, the Ministry of Finance is the chair of the SC; in Ghana, the program supported initiatives identified as priorities by government partners; in Nepal, the program encouraged and built upon the government ownership of the GRB agenda; in Kyrgyzstan, the program supported the proposed inclusion of gender criteria in the Parliamentary Hearings on Aid Effectiveness).
- **Consolidate institutional capacities and institutionalize achievements**, for example by supporting their inclusion in workplans, TORs, reporting and accountability lines, and by supporting monitoring and follow up mechanisms. There were some isolated examples of this being done by the EC/UN partnership (e.g., work on TOR for Gender Focal Points in Cameroon). According to many stakeholders, it is crucial to consider how to institutionalize achievements from the beginning of an initiative. One government representative in a pilot country commented, "The program hasn't paid a lot of consideration to sustainability since the beginning. It hasn't ensured that stakeholders really institutionalize their commitment."


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- **Identify and exploit synergies between programs:** According to several interviewed UNIFEM staff at both HQ and country levels, the EC/UN partnership priorities were in line with the priorities of some of UNIFEM's key areas of work, which meant that core funds could be used to complement or sustain the program's investments, and that resources from other programs could be mobilized to support the EC/UN partnership. (One UNIFEM staff member even said that the EC/UN partnership could be seen as gift money for something that UNIFEM was already doing, in the sense that it fits well into UNIFEM priorities providing needed additional funds for implementing them) However, at HQ level there was a sense that these synergies had not been used as much as possible, and that more careful planning could have emphasized them.

**Synergy between programs**

In Indonesia, the work on GRB is currently being undertaken with UNIFEM core funding and will be continued beyond the end of the program.

In Cameroon, core funds will be used after the end of the program to sustain the functioning of the Steering Committee.

An interesting remark on this issue came from Nicaragua: the lack of clarity regarding the scope of the EC/UN partnership could ironically be an asset in terms of sustainability, in that other UNIFEM activities can be dovetailed to support the gains in awareness raising and encouraging a better understanding of the basic principles of GE.

The joint EC/UN GRB program has provided good opportunities to identify and take advantage of synergies across programs, despite its delayed start. For example: in Cameroon, capacity building activities on GRB started by the EC/UN partnership are continuing under the GRB program; the same thing will happen in Nepal.

- **Identify and exploit synergies with other development partners:** Working through donor coordination groups has been a successful strategy to increase the leveraging possibilities of the program. There are several examples of donors demonstrating interest in following up on certain program initiatives (e.g., in DRC, Ghana, Indonesia, PNG, Ukraine, Honduras, Nicaragua). See also Efficiency section on the issue of leveraging.

These considerations could have important implications for UNIFEM and the EC in future planning – and raise several questions: To what extent can the two partners build upon and follow up on achievements reached to date in each of the 12 countries? To what extent can they plan for sustainability by maximizing supporting factors and minimizing hindering factors? The evaluation recommendations provide some advice on these considerations.


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# 8. Factors Influencing Performance

## 8.1 Program Design

**Finding 17: The EC/UN partnership design responded to important emerging issues in the global arena, but was overly ambitious and unrealistic, which affected the program's ability to achieve sustainable results.**

The original idea for the EC/UN partnership stemmed from a joint EC/UNIFEM conference held in Brussels in 2005 "Owning Development – Promoting Gender Equality in the New Aid Modalities and Partnerships." Organized in the aftermath of the 10-year review of the Beijing Platform for Action and the adoption of the Paris Declaration on Aid Effectiveness, the conference focused on how to accelerate progress on gender equality and development cooperation within the context of a changing aid architecture increasingly driven by partnership between donor and recipient countries and ownership of the development process by the recipients of aid. The discussions highlighted possible entry points to promote gender equality and women's empowerment in the new aid agenda and national development planning. As several consulted stakeholders mentioned, at the time there was strong willingness and enthusiasm within the EC and UNIFEM about working on these issues and the EC/UN partnership was designed to respond to this.

The EC/UN partnership was also both timely and strategic in view of the upcoming High Level Forum in Accra (HLF-3) as it provided a strong rationale for working on AE and GE, and was a catalyst for action on these issues. Nevertheless, this was uncharted territory for both partners. At the time the program was designed, the Paris Declaration and AE were very "sexy" and stakeholders (within UNIFEM, the EC, and their partners) had many lofty and diverse expectations. Consulted stakeholders at HQ level in both UNIFEM and the EC acknowledged that when the program was conceived, the linkages between AE and GE had not been well explored or documented.

The program design was complicated by the fact that UNIFEM and the EC had no previous experience working together and very limited knowledge of each other's priorities, language, and modus operandi. The Project Document was thus largely based on assumptions and expectations, and not on clear knowledge of how to conduct a joint program in these areas. As a result, the EC/UN partnership scope, objectives, and logic, as articulated in the Prodoc and Logical Framework, are highly problematic: to try and accommodate diverse expectations, they are very broad; and because knowledge on GE and AE at the time was embryonic, they are vague and raise unrealistic expectations. In addition, probably in an attempt at finding a compromise, they utilize difficult language that does not fully resonate with either UNIFEM or EC staff. Consulted stakeholders qualified the program and its logical framework as "overambitious", a "catch-all" or, more figuratively, a "Christmas tree." In retrospect, certain aspects of the program were seen as add-ons, and to some extent disconnected from the rest of the program: in particular the component on the SCR 1325 and 1820, and to a lesser extent the component on GRB. In both cases the relationships to the AE agenda were not clearly articulated and not intuitively evident. A representative at EC HQ commented, "We needed to define the link between GRB and AE. I acknowledge that we didn't really understand this when we designed the program." Some of these challenges were identified in the 2008 MTR and the program management responded in October 2009 by amending the program's LFA to reduce the scope of the program on 1325 and GRB. They also made efforts to clarify and simplify the language, especially for reporting purposes.

A related problem in the program design was the timeframe, which was very short given the envisaged workload and expected results. Three years was not enough time to influence complex, multiyear processes, strengthen capacities, and change institutional behaviours**.** As discussed in the Effectiveness and Sustainability sections above, these problems in the program design undermined the ability of the program to fulfill the expectations that it generated.


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**Finding 18: The EC/UN partnership was designed as a two-phase program that had global, regional and national components and that covered 12 countries in four regions. While this design presented opportunities to build knowledge, it also presented difficulties in managing relationships at multiple levels.**

The EC/UN partnership was conceived as a two-phase program. According to the majority of consulted stakeholders, the first phase had a clear logic building up to the HLF-3: the work at the country level (Mapping Studies and National Consultations) was meant to feed into a global advocacy effort to be deployed at the HLF-3. However, stakeholders in pilot countries considered this phase as very top-down and HQ driven, and critically noted their limited involvement in program design and planning, and a lack of flexibility to engage in local initiatives. The limits of the top-down approach were raised by the MTR and addressed by the program: the second phase allowed for more country ownership and flexibility to plan at the country level to pursue locally identified priorities and initiatives. The third year workplans reflect this change.

> "The first phase went from national, to regional to global, with Accra as culmination point. Then after Accra the focus of the program went back to national level." UNIFEM HQ

From a global perspective, however, it became more difficult in the second phase to integrate pilot countries' activities in the program framework. This was the consequence of the adjustments made to give more flexibility to the countries. As pilot countries started to focus on specific activities (e.g., capacity building on GRB, engendering specific policies and strategies, etc), many lost sight of the bigger picture, and the link to the AE agenda became weaker.

According to many stakeholders, the potential for exchanges across countries at the regional level was not fully realized during program implementation.

The EC/UN partnership's geographic coverage created both opportunities and challenges. Having 12 pilot countries provided opportunities to share knowledge and experiences across countries – or as one stakeholder from EC HQ put it, "to exchange and inspire each other." It also provided the base for UNIFEM and the EC to make comparisons across different contexts, an important factor in building a knowledge base on GE and AE that is grounded in country experiences and that could be used for advocacy and capacity development at the global and national level. The downside of focusing on 12 very diverse countries (beyond the practical difficulties of sharing knowledge and experiences in several different languages and among very different contexts) was that of spreading available resources (too) thin. During the second phase, as the focus on implementation at the country level became predominant, these limitations became more apparent and, as outlined above, the program was widely perceived as 'just getting started' with influencing substantial changes at the country level.

## 8.2 Program Management

The EC/UN partnership put into place a Partnership Steering Committee (PSC) to ensure coordination and collaboration among partners at the decision-making level and to provide guidance and direction to the program. The PSC included representatives from EC, UNIFEM, ITC/ILO, and during the first two years, Europe External Policy Advisors (EEPA). The PSC met regularly during the implementation period.

UNIFEM, as the Executing Agency for the program, had overall responsibility for program coordination, delivery, and reporting. These responsibilities were shared between the UNIFEM CRP Unit, Geo Sections, SROs, and country teams in pilot countries. The ITC/ILO, as implementing partner, was responsible for specific activities in relation to capacity building, knowledge management, and online support including the web site. Its team comprised an Activity Manager, responsible for coordination of all ITC/ILO activities and overall quality control; a Gender Help Desk expert; an on-line assistant for overall administrative and internet support; computer experts; and ad hoc short-term experts(including translators, graphic designers and desktop publishers, a learning adviser and a number of multi-lingual tutors for the on-line courses). The


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EC, and more specifically the EuropeAid Gender, Civil Society and Governance Unit, chaired the PSC, provided macro-level guidance, and facilitated communication with the EUDs. Interestingly, none of the program documents clearly spells out the EC responsibilities, beyond its participation and chairing of the Steering Committee[29].

**Finding 19: Consulted stakeholders described UNIFEM's management of the program at the global level as effective and supportive of country needs, especially during the second phase. It also proved to be adaptive and responsive to identified weaknesses and perceived needs. Country level management was also regarded positively in the majority of countries, despite some limitations. Mixed views were expressed on the support provided by UNIFEM SROs.**

**Global level management**

Many consulted stakeholders at national and global levels commented positively on the UNIFEM program management team and emphasized their dedication, commitment, leadership skills. There was also strong evidence that the program management was flexible and responsive to evolving program needs and identified weaknesses. Many consulted stakeholders found the program management to be supportive of country offices (e.g., Ghana, Cameroon), but there were a few exceptions. For example, UNIFEM staff in one visited pilot country felt that directives were not clear at the beginning of the program and that there was a lack of transparency in the decision making process. Initially staff members were not clear on whether they could adapt activities and strategies to the national context. The lack of understanding of the program by country staff was seen as a significant obstacle that could have been solved by better communication and consultation from HQ.

Overall, stakeholder comments show an improvement in HQ-country relationships since the 2008 MTR which identified several challenges at the management level, including: a top-down management structure with most responsibilities centralized at HQ, and limited and often unclear roles for country teams; a centralized approach to activities, with workplans largely decided at HQ level using a "cookie-cutter" approach for all pilot countries; and scarce communication across levels (global, regional, and national) and across organizations (UNIFEM, EC, ITC/ILO).

Several changes were put into place to respond to these weaknesses and other identified needs:

- In April 2009, a program specialist and financial analyst were hired to support the work of the Program Manager. Among other benefits (see section 6 on efficiency section) this allowed the management team to follow up and communicate more regularly with country offices, and to provide more strategic guidance, technical support and improved overall financial management of the programme.

[29] The Prodoc, section 1.8.5 (Description of the role and participation of the various actors), says that "representatives of the EC" will be part of the Project steering committee. No other role is envisaged for the EC beyond this. The Action Plan (Prodoc, Section 1.9) does not identify any responsibility for the EC, nor the any of the annual workplans. The Project Info-pack (p. 7) explains that "The EC is the main funding partner and will chair the Project Steering Committee through the EuropeAid Cooperation Office, Unit E4 Governance, Human Rights, Democracy and Gender Equality in Brussels. The EU Delegations to the pilot countries will also be fully involved in the project." However it does not explain how the EU delegations will be fully involved in the project, and what will be the HQ responsibilities in this regard. Similarly, UNIFEM's Administrative Memo (May 2007) on the EC/UN partnership remains vague on the EC responsibilities, beyond participating and chairing the SC. "EC Delegations in the 12 countries will be the main counterparts in the initiative. They should be fully involved and briefed, and have access to the technical expertise of the programme. The EC will be closely involved in all aspects of the programme. EC colleagues in Brussels will participate in and Chair the Programme Steering Committee".


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- In December 2008, UNIFEM opened an office in Brussels to ensure direct liaison with the EC (which had been done previously by the consulting firm EEPA)
- During year 3, country teams were given more responsibility and flexibility in preparing workplans (activity selection, priorities, and timelines). A monitoring mechanism was introduced to track country implementation. This fulfilled accountability purposes, provided a regular/structured way to share information on progress and concerns, and was a management tool to identify needed action and support.

There is wide agreement that the program could have done more to facilitate systematic face-to-face[30] exchanges of good practices across pilot countries. According to country level staff and partners, this did not happen often, but was much appreciated when it did – particularly when it occurred face-to-face as in the global meetings organized in Brussels (2007 and 2008) and Turin (2010), and the regional workshop in Kathmandu in 2009. For example, the Brussels workshop in 2008 helped the Nicaragua team to clarify the program's expectations and led to a redirection of program activities. Of course, this type of gatherings has very high costs due to travelling and accommodation. Their costs and benefits should be carefully weighted in future similar Programs.

**Country level**

Stakeholders in several of the visited countries (including Ghana, Cameroon, and Ukraine) commented positively on UNIFEM staff's technical expertise, enthusiasm, commitment, and support. In all countries it emerged that the NPCs' individual commitments and their personal approach and relationships played a critical role in the visibility and implementation of the program (see sidebar). However, turnover in NPCs and UNIFEM staff in some countries (Ukraine, PNG, DRC, Ethiopia, Indonesia, and Suriname) also had negative effects on program consistency and continuity. In Ukraine for example the NPC changed three times.

**Praise for National Project Coordinators (NPC)**

In **Ukraine,** stakeholders reported that the program benefited from the third NPC, an experienced specialist who was involved from the beginning of the program. She attracted other experts to enhance implementation and join multi-stakeholder dialogues and significantly increased stakeholder interest in the program.

In **Cameroon** several stakeholders praised the good working relationship with UNIFEM, based on the personal commitment and availability of the NPC and Country Rep.

In **Ghana** stakeholders commented that, despite UNIFEM being new in the country, the NPC was well connected, energetic, committed and visible. She identified and mobilized key partners, often based on good personal relationships.

[30] It should be noted that several efforts were made to start up on-line discussions and exchange of good practices. Country teams were systematically invited to contribute to the Programme's newsletter, news alert, on-line forums, Training of Trainers forum. However very few country team representatives utilized these opportunities.



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Country teams also faced some other challenges related to management. During the first phase, ownership of the program was low in some countries (e.g., Honduras, and Nicaragua) due to the top-down management approach and the unclear role of country teams. As noted above, the role of country teams became stronger and clearer in the second phase of the program. Limited human resources of UNIFEM and/or the EC were seen as a hindrance in providing consistent direction and follow up to program activities in some countries (e.g., Nicaragua).

**National Steering Committees**

**In Ghana** the Expert Advisory Group (the equivalent of the NSC) was seen as a very positive mechanism by all stakeholders. It provided guidance and helped shape the direction of the program. All the interviewed members thought that membership was well selected, comprehensive and authoritative. "The selection of EAG members made the program acceptable and credible" (CSO). The members were able to use their cachet and commitment to advocate, inform, and act as resource people. For UNIFEM and EC, given their limited resources, the EAG also provided free expertise. The EAG was very active until the end of 2008, but lost momentum when several key members left.

In **Cameroon** the Steering Committee was housed in the Ministry of Finance. It gave an important seal of legitimacy to the program, and ensured national ownership. Interviewed government representatives saw the SC as a mechanism to allow for participation of all key stakeholders. However the SC has been able to meet only twice – according to some, its role has been more political than operational.

In **Nicaragua** there was no steering committee per se. The "Comisión Interagencial de Género" (Interagency Gender Commission) has informally assumed its role in the last months of the program.

There were mixed views on program management and coordination mechanisms set up at the country level. According to the program's annual reports, National Steering Committees (NSC), composed of UNIFEM, EC, other donors, government and civil society, were in place in most countries and working effectively. Our data however shows a more nuanced situation and mixed experiences (see sidebar). Positive experiences, albeit with limitations, were reported in Cameroon, Ghana, and Nepal. An SC was created in Indonesia in 2009 following the regional meeting in Kathmandu, but was not really a management mechanism. Other countries reported some difficulties in setting up such mechanisms (e.g., Nicaragua, Honduras, Kirghizstan, and Suriname).


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**Regional and sub-regional levels**

There were mixed views on the role played by the GEO sections and SROs in the program.

Geographic sections at the HQ level were more involved during the first phase when the Program Manager could only play a coordination role and had to rely on GEO sections. With the arrival of the Program Specialist, the CRP team took on a broader implementation role and the role of GEO sections became marginal.

SROs were involved primarily in releasing funds, and several country teams reported delays in that regard. Beyond this role the SROs in Africa and Latin America were not significantly involved in program implementation, but appear to have had a more important support and advisory role in CIS and Asia. Consulted stakeholders in numerous countries reported that they would have appreciated had the program involved SROs (or GEO sections) more in view of providing guidance, technical support, and facilitating information and knowledge sharing across countries.

**SROs**

According to stakeholders in **Ukraine** the coordination and consultative work of the UNIFEM Regional office for CIS (Kazakhstan) made a positive influence on the program.

In **Honduras** and **Nicaragua,** UNIFEM personnel felt that the practice of channelling funding through the SRO created undue delays that affected the program's planning, and that the purpose for which the funds were intended was not always clear. UNIFEM personnel in Honduras felt there a lack of communication from the SRO and that directives were not always clear.

In **Ghana** there were very mixed views on the support received from the SRO. According to some, the SRO provided good support. Others felt there was a lack of clear ownership, leadership, and transparency concerning the program at the sub-regional level. This may have been related to the closing of the Abuja office and transfer of responsibilities to the Dakar office. There were also delays in transferring funds.

According to UNIFEM **Cameroon**, the sub-regional level was a missing link in terms of guidance and support. It was only involved in financial management.

**Finding 20: The program has made efforts to track progress at all levels and particularly at the country level. However, given the limitations of the program's logframe, monitoring and reporting have been focused more on implementation and management than on 'telling the program's performance story'.**

The EC/UN partnership has made evident efforts to track progress at all levels. In particular there are visible attempts to capture country level progress. The program management team prepared annual reports for the EC that included information collated from all 12 countries, and the ITC/ILO also submitted activity reports. For the first two years of the program, the program management team asked country teams to provide country annual reports. In the third year, systematic monitoring was introduced at the country level. Two monitoring exercises were conducted to assess the status of implementation in the 12 pilot countries, one in September 2009 for the period May-August 2009, and the second one in February 2010, covering the period September 2009- January 2010. According to the third report:

> *This monitoring system proved to be a useful accountability tool that kept pilots on track in their progress, identified potential for delays, and facilitated the delivery of program resources. It also proved a good tool to respond to change in the national context by adjusting program activities while keeping track of modifications for accountability purposes." p. 7*

However as mentioned in Chapter 2, the program's LFA provided a difficult basis on which to monitor and report and this resulted in some limitations in the way annual reports captured results. In particular, the annual reports and monitoring reports tended to be more activity-oriented than results-oriented. To some extent, this was a deliberate decision of the program management team, who, in an attempt to simplify the logframe language for country teams, put increased emphasis on reporting on the program's implementation strategies rather than its expected results and indicators. This was particularly evident in


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the themes chosen for the knowledge products and the categories used to shape the discussion during the Turin workshop. While the program reports provide useful information on implementation and management, they say little about performance over time or how the program is contributing to the changes it set out to influence. A more utilization-focused use of RBM tools could have bridged these two key aspects of the monitoring and reporting function.

## 8.3 Programming Strategies

**Finding 21: The EC/UN partnership's combination of diverse programming strategies is regarded as one of the program's strengths. Given the program's time and resource constraints, three strategies were more successful than others (building an evidence base on GE and AE, multi-stakeholder coordination, and advocacy).**

Several stakeholders mentioned that one of the strengths of the EC/UN partnership was the combination of strategies it used that involved diverse partners at different levels. While the program identified seven strategies (discussed below), one of its most successful strategies was identifying and mobilizing non-traditional strategic partners

**Non-traditional strategic partners**

In **Nepal** the Ministry of Finance had a leading role in the program.

In **Ghana** the program worked closely with the National Development Planning Commission (NDPC) and the Ministry of Finance.

In **Cameroon** the Ministry of Planning (MINEPAT) had a key role in the program.

(i.e., organizations/institutions other than the NWMs and gender advocates or women's organizations who have traditionally been UNIFEM's key partners).

There was wide agreement among consulted stakeholders at both the national and global level that the EC/UN partnership was very successful at the country level in working with and mobilizing Ministries of Planning, Finance, and Economic Development on the integration of GE (see sidebar). This was an important achievement, given the program's focus on gender mainstreaming in national development processes, GRB, and aid flows, and a strategy that combined and cut across several of the program's defined strategies.


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The EC/UN partnership used a variety of programming strategies (shown in the sidebar) most of which are approaches that UNIFEM commonly uses in its programming.

Among the seven intervention strategies identified by the program, three were considered particularly successful by stakeholders: 1) research and building an evidence base, 2) multi-stakeholder coordination, and 3) advocacy. The strategies that proved more difficult to implement, and less successful, were: engendering EC programs and monitoring the Paris Declaration and GE implementation at country level. Each of the strategies is discussed below.

**The EC/UN Partnership Programming Strategies**

Research and building an evidence base on gender equality and women's rights and aid effectiveness, financing for gender equality and aid effectiveness, and implementation of SCR 1325 and SCR 1820

Advocacy to advance gender equality into national development processes and donor cooperation programs, as well as in high-level policy fora

Capacity building of partners on gender and aid effectiveness, GRB, SCR 1325

Monitoring of Paris Declaration and AAA at national level or integrating gender-sensitive indicators in M&E frameworks

Coordination with multiple stakeholders – maintaining mechanisms of dialogue to influence policy, programming, and monitoring of indicators

Provide technical support to ministries to mainstream gender in direct budget support (DBS), sector-wide approaches (SWAps), basket funds, national action plans for PD and AAA, SCR 1325 implementation, and key national policies

Engendering EC programming and/or EC country strategies

## Research and building an evidence base on GE and AE

One of the recognized strengths of the program at the global level has been in its focus on establishing an evidence base on GE and AE, developing knowledge products, and disseminating information on AE and GE. The combination of UNIFEM and ITC/ILO technical expertise, and the momentum built by the HLF-3, were both seen as strategic factors in this regard. At the country level, the mapping studies were seen as very strategic, both in terms of process and product (including Ghana, and Ukraine), and they created an evidence base that could be used for advocacy, awareness raising, and policy dialogue.

The studies on SCR 1325 conducted in 4 countries (DRC, Nepal, PNG and Indonesia) came too late in the program to have a strong influence. They were also seen as relatively disconnected from the rest of the program initiatives (in particular in Indonesia). However they were considered strategic in both DRC and Nepal, and to a lesser extent in PNG, as a useful evidence base to support UNIFEM's and its partners' efforts to implement the SCR 1325 (and 1820).

Also the fact that country level knowledge products were made available to other countries (via the web site) was considered very positive in terms of knowledge sharing, but several stakeholders felt that this should have been more systematic.

## Multi-stakeholder coordination

Another successful strategy implemented by the program was coordinating with multiple stakeholders and maintaining mechanisms for stakeholder dialogue around gender, national development processes and budgeting, and aid effectiveness. The program created opportunities for multi-stakeholder dialogue and coordination at the country level involving government, civil society, academia, and donors – for example, National Consultations were conducted and/or National Steering Committees were set up in Cameroon, Ghana, Indonesia, Kyrgyzstan, PNG, Ukraine, Nicaragua, and Nepal. In Honduras spaces for multi-stakeholder dialogue were also created on specific issues, e.g. national consultation for the formulation of a set of indicators on gender and aid effectiveness. However, in some countries the strategy's potential was limited by contextual issues, for example the political situations in Nicaragua and Honduras, and a


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legislative change in Ethiopia that undermined the possibility for donors and government to work with NGOs. The program has also been able to work in a strategic way with existing donors and donor-government groups in several countries, playing a leadership role, influencing their agendas, and leveraging other donors clout and resources to support national processes in alignment with the EC/UN partnership's objectives. The strategy was less successful in influencing donor behaviours and programs, perhaps because UNIFEM has not traditionally worked with donors in this way; this strategy may have been more successful if the EC had been more directly involved at the country level.

Although the program has not implemented this strategy in a systematic way at the regional level, there was an identified potential. One positive example was provided by the 2-day regional workshop on gender and aid effectiveness held in Kathmandu in 2009 (see sidebar).

**Regional Stakeholder Coordination**

The regional workshop on gender and aid effectiveness held in Kathmandu in November 2009 brought together decision makers from government, high-level representatives from the donor community, and NGOs from Nepal, PNG, Indonesia, India and Pakistan. According to the program's document and interviews with Nepalese stakeholders, this event revitalized and strengthened the political commitment of participating governments and shared country knowledge and experiences.

## Advocacy

There was wide agreement that the program successfully used advocacy as a programming strategy. At the global level, the major advocacy effort was deployed in preparation for and during the HLF-3. At the country level, advocacy took several forms and was conducted with a range of stakeholders in more or less formalized ways to increase their awareness on GE, its linkages to the MDGs and AE, and the importance of mainstreaming GE in national development processes and budgets. Stakeholders identified two main strengths of the program's advocacy strategy: 1) that it is grounded in evidence produced at the country level; 2) the strategic selection of targets (e.g., high-level government officials, planning and budget directors, CSOs, networks leaders). In a few countries, broad advocacy campaigns were also organized (see sidebar).

**Advocacy campaigns at the country level**

In **DRC** the program developed a national campaign on integrating GE in planning and budgeting processes that covered 8 of the 11 provinces.

In **Suriname** the program produced advocacy materials based on the results of the mapping study and organized a radio program on GE and AE.

## Capacity Building and Technical Support

While capacity building and to a lesser extent technical support were widely utilized strategies, especially during the second phase of the program, their potential was limited by the program's short timeframe and available resources.

At the country level there are many examples of training on GE, AE and GRB (Cameroon, Ghana, Ukraine, Kyrgyzstan , Honduras, Nicaragua, PNG, Nepal), but most of these activities only started during the third year and appeared to be quite isolated efforts. While in most countries capacity building needs were identified during the first phase of the program, and capacity building plans were developed, very few of the plans were implemented. In most countries, the program's capacity development activities focused on enhancing individual competencies (mostly through training) without evidently linking related interventions to changes in broader institutional/organizational capacity. While several training sessions were considered Training of Trainers sessions with the intention of contributing to the continued and expanding sharing of knowledge and skills, no follow up plans were made to ensure multiplication (see also sustainability, Chapter 7).Only in a few cases did capacity development interventions target the dimension of collective capabilities, and thus the organizational level (e.g., in Nepal, as part of UNIFEM's long term


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commitment on GRB with the Ministry of Finance, the program worked on integrating GRB into the Ministry of Finance's financial management software). In some countries, certain capacity building activities were given priority over others based on opportunities rather than longer term plans (e.g., in Ghana, capacity building activities implemented by EAG members were fast-forwarded).

The training modules prepared by ITC/ILO were seen as a good tool for capacity building at the global level (see sidebar) and adapted to local needs and used in a number countries (e.g., Honduras, Nicaragua, Cameroon, Kyrgyzstan, Nepal). However, they arrived very late in the life of the program.

At the regional level, there was only one example of capacity building activity (regional training of trainers for the Asia Pacific Region held in Kathmandu, 25-27 November 2009). According to program documents and limited interviews (more data may be available of the second draft) participants were very positive about this experience and mentioned the added value of sharing knowledge and experience at the regional level.

**Online Training Modules**

ITC/ILO was responsible for providing technical support to the implementation of the Program's capacity building component. One of the its major contributions to the program was leading the development of both on-line and face-to-face training modules, tailoring them to the needs of a diverse range of client groups from around the globe. The modules incorporated experiences and evidence gained through the mapping studies in the 12 pilot countries.

The modules were designed on the basis of a training needs assessment done through interviews with all country teams and an online survey. While initially only one modules had been envisaged, ITC/ILO, together with UNIFEM, decided to spread the material out over nine modules given the richness of available and relevant information and the need to 'translate' this information into didactically meaningful training units.

ITC-ILO was also responsible for delivering the on-line training. Online course participants included, but were not limited to, stakeholders from the program's 12 pilot countries.[31]

Participants' feedback and the continuously increasing number of applicants for available places on each course indicate that the online courses were seen as relevant and helpful.

Concerning technical support, there are several examples of the program providing assistance to local partners to influence national or sectoral policies and strategies (e.g., in Cameroon, support to MINEPAT to engender Vision 35 and the DSCE, and to MINPROFF to develop the Gender Policy; in Ghana, support to the NDPC to engender the Medium Term Development Framework; in Nepal, support to the Ministry of Finance to institutionalize GRB; in Nicaragua, support to engender MIFIC and MAGFOR; in Honduras, support to create indicators for the Second National Gender Equality Plan). In all this cases national partners appreciated UNIFEM's technical competence and understanding of the local context and needs. However these are usually very long processes (from development, to validation, to implementation) in which the program could provide important but punctual support. During these long timeframes government priorities can change and champions may leave, affecting the potential success of this strategy. Also a widely recognized challenge in successfully using this strategy consisted in the complicated bureaucracies and limited managerial and project implementation capacities within the Program's key partners.

[31] Eligible candidates were individuals that at the time were: i) working in a developing country, ii) actively involved in work related to aid for development ,or were iii) working in influencing the decisions related to aid and development, iv) had commitment and support from their respective institution to her/his participation and further application of training contents. Selection criteria were: i) potential access to development and aid decision-making processes (financing for development), ii) national of developing country; iii) staff from EC, ILO or UNIFEM, iv) working in EC/UN Partnership pilot country, v) multiplier capacity; vi) gender balance, and vii) geographical balance.


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## Engendering EC programs

Four countries attempted to engender EC programs (Ghana, Cameroon, Kyrgyzstan and Ukraine) and only two succeeded: mainstreaming a gender perspective in an education SWAp in Kyrgyzstan and a road infrastructure program in Cameroon. In general, the collaboration between UNIFEM and EC at the country level was limited (see next section) and created few entry points for utilizing this strategy. Where good relationships existed they were mainly individual relationships that ended or were severely weakened when the concerned individuals left (e.g., in Ghana and Cameroon). Another limitation to this strategy may have been the discrepancy between the Program's timeframe and the EC programming timeframe: this may have limited the entry points for the EC/UN partnership to influence the EC programming at strategic moments (e.g. planning, mid-term review). In Kyrgyzstan, the program went beyond engendering a program: it also supported a gender analysis of internal procedures and other EC documents. Ukraine is going in the same direction where the EC program cycle was discussed in order to introduce gender dimensions into EC aid. It was agreed to analyze the EC program *Investing in People* from a gender perspective and conduct training on gender analysis, gender assessment, gender monitoring and evaluation for EC officers. Engendering specific programs has a direct impact as well as a demonstration potential. As explained by the Cameroon NPC, engendering the road program showed that gender mainstreaming is possible and beneficial in all sectors, not only in traditional "soft" sectors. However, strengthening the internal systems and capacities of European Union Delegations (EUD) for gender mainstreaming could prove more sustainable, especially given the high rotation of EC staff.

## Monitoring the Paris Declaration

Monitoring the PD and GE proved to be a challenging strategy in most countries. While the EC/UN partnership did preparatory work by assisting with development of GE indicators in several countries (e.g., Ghana, Cameroon, Honduras, Nicaragua, Suriname), little if any actual monitoring happened after the initial mapping studies. The main challenge was finding entry points at the national level (such as approved PD implementation plans and monitoring strategies) to actually utilize this strategy. In certain cases the program has tried to influence the process of developing such tools, but this usually takes a long time for discussion and validation that was not possible within the short timeframe of the program. Concerning independent monitoring, it is unclear whether there are plans/ideas in place for how to approach ongoing/regular monitoring and building upon the data collected in mapping studies (except for Ukraine, where a monitoring report on public/donor funding to meet gender-specific goals was finalized). Given the challenges, Cameroon and Kyrgyzstan identified an alternative entry point by participating in reference group meetings of the Evaluation of the Paris Declaration being conducted in those two countries.


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## 8.4 EC, UNIFEM, ITC/ILO Partnership

**Finding 22: At the global level, despite some initial difficulties, the partnership between the EC, UNIFEM, and ITC/ILO worked well and laid the foundation for future work.**

Several stakeholders mentioned the very good relationship built among the three partners at headquarters level. Among the three partners there was a strong recognition of their complementary strengths and experience. Each partner brought specific strengths to the table: for UNIFEM, a strong technical gender expertise and working experience with key gender advocates at the global, regional and national level; for the EC, the weight of its position in the donor community and experience in development assistance; for ITC/ILO, cutting-edge technical expertise in capacity building, knowledge management, and training.

According to consulted stakeholders, the dedication and flexibility of the involved individuals made the partnership work. Initially, however, organizational differences and the lack of reciprocal knowledge posed challenges to collaboration. In addition, when the program started, UNIFEM did not have an office in Brussels.

> This was an "Evolving relationship requiring a shift in thinking and approaches." UNIFEM HQ
>
> "UNIFEM had never worked with a donor before that insisted so clearly on being a partner. We didn't know much about EC gender architecture at the time." (UNIFEM HQ)

One stakeholder commented that one of the main achievements of the EC/UN partnership was that they actually managed to work together. Other stakeholders said the partnership was like a pilot program that laid the foundations for future work between UNIFEM and the EC, for example on GRB. One indication of this is that UNIFEM now has a liaison office in Brussels.

**Finding 23: At the country level, the quality and strength of the partnerships between UNIFEM and European Union Delegations (EUD) varied significantly and were affected by several challenges.**

Strong partnerships between UNIFEM and the EC at the country level[32] were built in Kyrgyzstan , Ghana, and Cameroon, although the relationships in Ghana and Cameroon weakened in recent times. On the other hand, relationships strengthened over time in Ukraine and Honduras. (More detailed information will be provided in the second draft once information from all countries is compiled.)

In the majority of the countries, however, many challenges inhibited the creation of strong partnerships. Consulted UNIFEM and EC staff noted that when the program started there was a strong feeling at country level that the program was very top-down. As the MTR pointed out and our interviews confirmed this top-down approach inhibited ownership and commitment, especially of EC delegations. For the EC delegations there was a certain understanding that this was an HQ program. This resulted in a lack of clarity about respective roles and expectations at the country level, and often in frustration on both sides.

To varying degrees, UNIFEM lamented the EC's lack of availability, interest and willingness to cooperate. EC lamented the fact that UNIFEM did not involve them enough in planning and decision making, gave scarce visibility to EC in program activities, did not communicate enough and in a systematic way, including on how resources were spent. In most countries, the EC and UNIFEM had what appeared to be a traditional donor - implementer relationship. While the expectation that it 'should have been' something different is widely known and shared, there was not sufficient clarity on what an actual partnership could have looked like on the ground.

[32] The ITC/ILO had an indirect role at the country level, with a few exceptions. It was mainly seen as an on-call technical expert. The actual partnership in the field was between the EC and UNIFEM



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It should be mentioned that for both the EC and UNIFEM the design of the program was relatively new and unusual (a global program managed by HQ, but implemented at country level). According to the EC, this didn't fit into their normal categories, which may explain some of the initial confusion on roles and responsibilities and what type of resources were needed at the country level. In addition, UNIFEM and the EC did not have a tradition of joint work at either the global or country level. It was pointed out that these organizations work in very different ways at the country level and have very different entry points. In addition, while gender is a focus of UNIFEM's work, it is rarely a key priority for the EUDs.

Consulted UNIFEM and EC staff noted that they received little if any guidance from HQ on how they could identify areas and modes of collaboration. This is now acknowledged at HQ level. Communication between HQ and country level, both within UNIFEM and within the EC, was mentioned as a challenge, and while this problem appears to have been addressed by UNIFEM following the MTR, the same cannot be said of the EC. For example, two recently appointed Focal Points mentioned that the information they received on the program came from UNIFEM at the country level and not from the EC HQ.

Across the 12 pilot countries, it was observed that when the partnerships worked it was thanks to the personal commitment of dedicated individuals and good relationships between EUD focal points and UNIFEM NPCs, rather than because of institutionalized mechanisms. This made these partnerships very vulnerable to a variety of factors including:

- The clout, experience and availability of the NPCs
- The presence and availability of dedicated gender resources and capacity within the EUDs. When the program started, not all EUDs had Gender Focal Points or gender capacity at all. This is now becoming more common and in a number of countries (e.g., Nepal) gender foal points were hired during the time period of the program. In most countries, the role of Gender Focal Point was added to an individual's existing role and portfolio: in several cases, the identified Focal Points reported that they didn't have enough time to get fully involved in the EC/UN partnership given their many other responsibilities. When they found time, it was because of personal interest or existing relationships with UNIFEM or the NPC. In some countries it was reported that the Focal Point was too junior and not in a position to influence decisions within the EUD.
- Changes in program staff on both sides. For example, staff turnover in EUDs was disruptive even in the cases where a good working relationship was in place (e.g., Ghana and Cameroon).

This first global joint program should be regarded as an important learning ground by both UNIFEM and the EC on how to shape their partnership in the future, especially in the field. Various options and combinations of options are available to them at both the country and global level:

- Donor – Implementer
- Provider – Beneficiary of technical assistance (e.g., UNIFEM providing support to engender EC strategies and programs, and/ or to build internal gender capacity)
- Full partners (shared responsibilities for planning, implementing and monitoring activities targeting third parties)

These options should be negotiated with country teams and EUDs and framed as institutional rather than personal commitments, for example through clearer TORs for the people involved, MoUs between the two institutions at the country level, and accountability requirements.


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# 9. Conclusions, Lessons Learned and Recommendations

## 9.1 Conclusions

The EC/UN Partnership Program was highly relevant in relation to the global context, the national environments in the pilot countries, as well as in view of the EC's and UNIFEM's mandate and corporate priorities. In a little more than three years, and working in 12 very diverse countries, the Program has achieved most of its planned outputs and has made some limited progress toward outcomes. Evaluation data indicate that, overall, the program has significantly contributed to creating a more conducive environment for integrating GE into national development processes in context of AE.

While actual program achievements were somewhat below the expectations outlined in the original program document, evaluation data indicate that this is not due to an under-performing program, but to over ambitious and unrealistic expectations at program onset and lack of clear communication strategies and guidance between headquarters and country offices/ Delegations, especially at the beginning of the Program.

The collaboration among the EC, UNIFEM, and ITC/ILO at the global was effective and harmonious, with each of the partners contributing their respective strengths and experience, and displaying the required flexibility to make the partnership between the three very different organizations work. At the country level, experiences with the EC/UN partnership varied considerably by country and, overall, tended to be challenging. Consulted staff and stakeholders positively noted UNIFEM's role as a capable and dedicated program implementer. One of the EC/UN partnership's observed strengths was the combination of diverse programming strategies used at global and national levels.

## 9.2 Lessons Learned

Based on the observations and findings outlined in this evaluation, we would like to highlight the following lessons that can be taken from the EC/UN partnership experience. Rather than constituting completely new insights, many of these confirm existing assumptions or principles of good programming that are relevant to the evaluation and the EC/UN partnership.

- **Knowledge/awareness-raising can be a real achievement!** While the notion of 'awareness-raising' is often vague, it was appropriate in the context of the EC/UN Partnership Program. One of the key program tasks and achievements was to provide partners and stakeholders with information on issues that were relevant, yet truly *new* to them. The importance of "sowing the seeds" for future work should not be underestimated.
- **Good program planning is difficult, but essential.** The EC/UN Partnership Program illustrated a number of challenges in defining clear, understandable, and realistic program objectives and expectations. The program experience further emphasized the relevance of being able to revise (or delete) program results if/as needed based on implementation experience.
- **Large events can be a catalyst for wide stakeholder engagement but do not guarantee sustained commitment.** There is wide evidence to suggest that the HLF-3 acted as a catalyst, in so far as it served to mobilize a wide range of stakeholders and willingness to engage in joint action. However, at least to some extent this engagement faded after the event. This illustrates the energy that specific showcase events such as the HLF can create, as well as the challenge of harnessing and channelling that momentum into sustained commitment and action.
- **In advancing GE, it is important to seek partnerships and alliances with actors beyond the 'usual' gender advocates.** While 'traditional' gender advocacy continues to be important, the fact remains that the budgeting and planning of development interventions tends to occur in ministries


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of planning or finance, and program and project designers are often not cognizant of GE principles. One of the important lessons emerging from this program is that these 'non-traditional' institutions are generally quite receptive to evidence-based arguments in favour of including GE considerations.

- **Reliance on personal/individual commitment: good for immediate effectiveness but bad for sustainability.** There is evidence that the program was most effective where individual stakeholders (UNIFEM and EC staff, government personnel) were strongly committed to the values and objectives of the program, providing an energetic driving force. However, the problem of high turnover meant that this energy could be lost with the departure of those individuals from an organization or country. The sustainability of achievements must rest on the institutionalization of commitments.
- **Building country-level ownership is crucial for program performance and sustainability.** While the notion of 'ownership' has at times been overused, it seems clear that it should apply not only to national partners, but also to the country-level staff of the program partners. The absence of a clear understanding of stakeholder roles and responsibilities and/or a sense of being excluded from decision-making processes can generate confusion, delays and lack of engagement.
- **Face-to-face interaction in complex, multi-partner programs is more than an optional 'add-on'.** The EC/UN Partnership Program experience underlines the importance and usefulness of personal (ideally face-to-face) interactions for the successful collaboration of geographically disperse individuals who are jointly tasked with the planning, management and implementation of large, complex programs. Close, personal interactions minimize the potential for misunderstandings and lack of precision that can hamper the effective implementation of program activities.

## 9.3 Recommendations

The following recommendations to UNIFEM and the EC, based on the analysis and findings of the Evaluation Team, are presented with a view to increasing the effectiveness of future partnership initiatives.

**Recommendation 1: When designing a new joint program, UNIFEM and the EC should define clearly defined strategic goals/objectives, develop a logical framework that links results at all levels, and a budget that is realistic and linked to outcomes.**

The evaluation highlighted a number of challenges deriving from the program's overly ambitious objectives, as well as issues related to its logical framework, including variations of the results terminology used in different documents, gaps in the 'vertical logic' of the results chain (i.e. the logical link between different results levels such as between outputs and outcomes), and the relevance and applicability of the chosen results indicators.

Outlined below are a number of suggestions that UNIFEM and the EC may want to keep in mind when designing a new joint program.

Realistic and focused program design. The challenges faced by small offices with relatively limited human and financial resources, as described in sections 6 and 8 above, highlight the importance of ensuring that the expectations of program results match the resources allocated. Further, the complexity of envisaged results needs to be realistic in light of the program's timeframe. Similarly, it is important to focus on a few, key thematic areas of action rather than spread scarce resources too thinly over too many areas of intervention. (E.g. in case of the EC/UN partnership the inclusion of SCRs 1325 and 1820 was widely perceived as an 'add on' that did not intuitively fit in with the other areas the program was addressing). In that respect, the selection of pilot countries (in terms of number and/or characteristics) should be made strategically to maximize the impact and efficiency of the program.


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Assuring country-level ownership through clearly defined roles and responsibilities that are based on institutional commitment and communicated to all partners. As highlighted in section 8.2, a top-down approach in program design and management can lead to low country-level ownership, as well as to a lack of clarity regarding the specific responsibilities and possibilities for adaptation of the program available to key players involved in program implementation, with consequent delays in initiating activities. Therefore, it is necessary to involve these key players (country-level staff of UNIFEM and EC) in defining realistic expectations regarding their respective roles and responsibilities. Similarly, the risks associated with a reliance on the personal commitment of key individuals –described in section 7– must be mitigated through the establishment of institutional accountability requirements, as well as institutional mechanisms to ensure a comprehensive handover process and follow-up in case of staff turnover.

RBM as a meaningful tool in program design. The importance of clear, unambiguous language in the initial program documents, especially when defining results and indicators, is underscored by the challenges described in section 8.1. In this respect, personal interactions among the diverse individuals involved in complex programs can help to clarify the initial expectations and assumptions underlying the language of the program documents.

RBM as a meaningful tool for program management. In order to make RBM a truly meaningful and helpful tool for ongoing program management it should be possible to adjust results statements and indicators if the experience of programme implementation suggests that the initial versions are not fully relevant or useful. The EC/UN partnership has done this to some extent, e.g. by deleting or reformulating some of the initial results and indicators. We would like to encourage the EC and UNIFEM to apply similar flexibility in any new programs. Reviewing the program logframe should include consultations with program staff in the field (i.e. with those individuals who have to use the formulated results and indictors to report upon progress) to get their views on the continued relevance, appropriateness and usefulness of the program logframe.

"Good" indicators. While opinions about what makes a 'good" indicator may differ, there tends to be agreement that useful and appropriate indicators share a number of characteristics: that are outlined below.[33] "Good" indicators are:

- **Specific**. I.e. it is clear what the indicator measures. This includes a) that the indicator is described in clear and understandable language, and b) that the indicator identifies one specific measure, rather than combining several measures into one. This is of particular importance if the indicator is used by a variety of different individuals in different locations.
- **Measurable or Observable**. I.e. changes measured by the indicator are objectively verifiable. I.e. if different people use the indicator it is very likely that each of them would notice (more or less) the same type and degree of change.
- **Relevant/valid**: The indicator plausibly captures the essence of the desired result, i.e. it is relatively easy to see that, why and how the indicator shows that change in the desired area has occurred.
- **Trackable**: Data are available at reasonable cost and effort. Data sources are known and accessible. Responsibilities for data collection are clear and realistic.

[33] A well written and useful source for further information on indicators is, for example, the publication "RBM in UNDP: Selecting Indicators". Available under http://www.undp.org/cpr/iasc/content/docs/MandE/UNDP_RBM_Selecting_indicators.pdf


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Few indicators will fulfill each criterion, and the final choice of indicators is usually determined through a holistic assessment of their validity and practicality. Please also see sidebar.

Based on our analysis of the EC/UN partnership's logframe[35] we would like to make some additional suggestions with regard to defining and using indicators.

> "The use of indicators can be made into an elaborate science demanding a major workload. Using a large number of different indicators, however, has no merit in itself. The key to good indicators is credibility – not volume of data or precision in measurement. A quantitative observation is no more inherently objective than a qualitative observation. Large volumes of data can confuse rather than bring focus. It is more helpful to have approximate answers to a few important questions than to have exact answers to many unimportant questions."
>
> "RBM in UNDP: Selecting Indicators".[34]

- Always keep in mind that indicators should be tools to help program staff identify, describe and communicate relevant changes that occur as a consequence of program efforts. Indicators must be intuitively relevant to the people who use them – if they are not, they will not be used.
- Do not let the existing indicators keep you from looking out for other signs that change is happening. Often, especially in complex change processes such as capacity development, change may manifest itself in initially unexpected ways. Program monitoring and reporting guidelines should allow staff members to capture these types of change even if they are not captured by one of the existing indicators. [36]
- The use of indicators is only one step in the process of reporting upon progress towards intended results. Indicators can tell us *that* a change we are interested in is happening. But they cannot explain *why* and *how* that change occurs, or what should be done about it.[37] Data collected against indicators always requires elaboration and interpretation.
- Keep it simple. An indicator that takes a whole paragraph to describe may not be a specific and understandable measure.
- It is helpful to clearly distinguish between indicators, results, and targets. Several of the current indicators in the EC/UN partnership logframe are actually results in themselves, i.e. they describe a specific change different from the change noted in the results statement.[38]

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[34] http://www.undp.org/cpr/iasc/content/docs/MandE/UNDP_RBM_Selecting_indicators.pdf

[35] The 'official' logframe, not the reconstructed one proposed in this report.

[36] One possible approach to dealing with 'unexpected' manifestations of change can be the use of 'generic' indicators that – while specific – leave room for expansion and interpretation as a program unfolds. For example, the indicator could look for. '*Evidence of relevant changes in the Ministry of Finance's collective capabilities related to financing for gender equality, such as: changes in budgeting policies and guidelines, changes in job descriptions, changes in relationships with gender advocates*." The 'such as' allows for expanding the indicator in order to report upon other, unpredictable manifestations of change.

[37] Adapted from: "RBM in UNDP: Selecting Indicators."
http://www.undp.org/cpr/iasc/content/docs/MandE/UNDP_RBM_Selecting_indicators.pdf

[38] E.g. "Greater understanding and commitment to implement national action in line with SCR 1325 in country policy and programmes, and in EC MidTerm Reviews and programming, in DR.C, PNG, Indonesia and Nepal" as an indicator (?) for the envisaged result of "National and regional action enhanced on mainstreaming Security Council Resolution 1325 into conflict prevention and peace-building initiatives in four countries and relevant sectors supported through EC cooperation." See program logframe in amended contract, March 2010.


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- Stakeholder perceptions of progress can be important indicators of the relevance and effectiveness of a program. At least informally, most programs (and external evaluations such as this one) use these perceptions to answer the question of 'how are we doing?' There is no reason why program logframes could not include stakeholder perceptions among their 'official' indicators.

**Recommendation 2: UNIFEM and the EC should ensure that future programs conceptualize capacity development (CD) as a complex and long-term undertaking that is essentially owned by the respective national partners.**

As described in sections 7 and 8.4, the depth and sustainability of program achievements in terms of capacity development will be limited unless CD is understood as a complex and not always linear process that can include but is not limited to training, and that requires a mid to long term perspective. Therefore, the program achievements in terms of identifying capacity needs need to be followed up; at the very least, stakeholders should receive assistance in developing plans and strategies for addressing remaining (or newly emerging) needs over time.

Outlined below are a number of reflections on the concepts of 'capacity' and 'capacity development' that are based on the respective definitions put forward by the European Centre for Development Policy Management (ECDPM).[39] This understanding of 'capacity (development)' was recently adopted by UNIFEM as the basis of its 'Corporate Framework and Guidance Note on Capacity Development' (2009).

Individual competencies do not equal system capacity. Most development programs, such as the EC/UN partnership, aim to (at least in the longer term) contribute to changes in the capacity of complex *systems*[40], be it organizations, institutions, sectors, governments, or whole countries. In the ECDPM's definition, system capacity emerges over time out of the interrelationships and interactions among i) individual competencies (i.e. the knowledge, skills, and mindsets of actors), ii) collective capabilities (i.e. the ability of a group to carry out particular functions or processes) and ii) the respective (political, economical, socio-cultural) contexts. Changes in individual competencies of selected staff members can thus *contribute* to, but do not equal changes in – for example – an organization's capacity.

Capacity development is not linear or fully plan-able. CD as a process can lead to changes to individual competencies, collective capabilities, and system capacity. Changes in capacity can be stimulated by i) planned, deliberate, managed, and comparatively 'linear' interventions that specifically aim to create change to one or more of the different elements that feed into system capacity, and/or through ii) emergent and/or incremental processes, i.e. changes that organically evolve over time and which are largely unpredictable. As such, they may go unnoticed or only be realized in hindsight.

Capacity develops within a system. Outsiders cannot develop the capacity of others but they can support and influence the process. It is important to note that CD (be it due to planned or emergent/incremental processes) is taking place on an ongoing basis at all times. The interplay between individual competencies, collective capabilities and contextual factors that results in system capacity is dynamic, not stagnant.

[39] See: Heather Baser and Peter Morgan: Capacity, Change and Performance. Study Report, European Centre for Development and Policy Management (ECDPM). April 2008. http://www.ecdpm.org

[40] The term **system** refers to a group of interacting, interrelated or interdependent *elements* forming a *complex whole*, which – as a whole - serves a particular (social) *purpose*. Organizations and institutions or parts thereof constitute 'systems' in this sense, as does, for example 'government'. Systems can thus have different complexity.


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**Implications and suggestions for future program planning**

UNIFEM and EC may want to take the following into account in the design of future/follow up programs.

Who owns the CD process? Given the long time and non linear nature of capacity development processes, short term projects or programs such as the EC/UN partnership are likely to only support small parts of these processes. This makes it important to ensure that the overall CD process is owned and, ideally, driven by the respective organization/institution that it relates to. This implies the need for both interest and willingness, as well as the appropriate knowledge and skills within the respective organization to monitor and – to the extent possible – steer longer term changes. This includes ensuring that individual short term interventions are relevant in view of the organization's longer term CD goals. Initiatives like the EC/UN partnership or similar programs can assist organizations in developing these types of knowledge and skills – rather than trying to 'do CD to' the respective organization.

Capacity assessments should, to the extent possible, take the different dimensions of capacity (individual competencies, collective capabilities, and context) into account in order to allow UNIFEM/EC and its respective partners to be as specific as possible about existing areas for improvement and possible entry points. Program planning, monitoring and evaluation (!) should further acknowledge that the exact scope and nature of changes in system capacity that may result from strengthening individual competencies or collective capabilities are difficult if not impossible to predict.[41]

Contributing to CD versus 'building capacity': The fact that a program such as the EC/UN partnership may only be able to affect a particular dimension of capacity (e.g. specific individual competencies) does not make their contribution less relevant or successful. The most visible and accessible 'entry points' to influence system capacity tend to be individual competencies and collective capabilities.[42] Strategies such as advocacy, training, coaching and mentoring, South-South exchange, or technical assistance for specific tasks can be effective to stimulate related changes. We do by no means advocate against the use of any of these strategies. However we would like to encourage an approach to program planning that acknowledges and makes explicit what specific part the envisaged intervention can play in the broader and ongoing process of capacity development of an organization, sector, government or country, and that also acknowledges which dimensions of capacity it may *not* (yet) be able to address.

How do we know when capacity has been built? The answer to this question may differ considerable depending on the respective organization or institution whose capacity is at issue, and its views on where it would like to go. It can further be determined by the respective context(s), as well as on the particular function or purpose for which capacity is required. However, it is important to ask this question at the beginning of a CD intervention, and to discuss it with the respective partners whose capacity is supposed to be strengthened. The use of simple *rubrics* can be helpful to come up with a context specific answer to this

**GRB Capacity Index**. A relatively new tool being currently introduced as part of UNIFEM's work on Gender Responsive Budgeting is the 'GRB Capacity Index'. This tool outlines a set of minimal conditions (specific types of individual competencies, collective capabilities, and contextual factors) that need to be in place in order for an organization to 'effectively implement and utilize GRB. If desired, the index methodology also allows for measuring the existing GRB capacity of an organization in quantitative terms, thus allowing for comparisons between different organizations. Similar tools could be developed for different thematic areas and/or different types of organizations.[43]

[41] This underlines our observations in section 5.5 above related to it being premature to comment on the *impact* of the EC/UN partnership.

[42] Simply because they are less 'evasive' than the broader context.

[43] The GRB capacity index is most useful in view of government institutions. Other indices might need to be tailored to different types of entities.


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question. Rubrics allow defining different levels of competencies or capabilities, and can thus help describe and observe 'progress' or 'positive change' in a particular area.[44] Please also see sidebar.

In addition to the first two recommendations, UNIFEM and the EC may also want to consider the following:

**Recommendation 3: UNIFEM and the EC should include considerations about continuity and synergy into the design of any new initiatives.**

In order to maximize the potential for synergies (see section 6) and to address the sustainability issues described in section 7, new programs should deliberately build on previous and current programs, following up on initiatives and filling the needs identified but not addressed by other programs. In other words, the potential complementarities and synergies of different programs must be maximized. In this respect, it could be useful to see the EC/UN partnership, the GRB program, and the new Financing for GE programs as a continuum rather than as separate, standalone initiatives.

**Recommendation 4: UNIFEM and the EC should aim to make regular face-to-face interaction among partners and among program staff an essential component of future partnership programming.**

The lack of clarity regarding the objectives of the program and the respective roles of partners described in section 8 must be mitigated through close, ideally face-to-face, interaction among all stakeholders involved in design, management and implementation of the program. In addition to creating the conditions for effective collaboration, such interaction would also be helpful in leading to the effective use of a diverse, multi-country portfolio, by encouraging the exchange of experiences and facilitating learning within and between partner organizations. Further, program design should include opportunities for in person exchanges among program staff from different countries and/or regions.

**Recommendation 5: UNIFEM should maintain to expand its partnerships with 'non-traditional' gender stakeholders.**

The program experience has confirmed and emphasized the feasibility and value of working with sector and/or task related stakeholders such as Ministries of (Development) Planning, Economics, Industry and Trade, or National Institutes of Statistics, thus going beyond partners such as NWMs and women's CSOs in relation to issues of gender equality and women's human rights. Indeed, engaging with these types of stakeholders, in addition to the more 'traditional' GE advocates, should be a priority for promoting the mainstreaming of gender into new development interventions.

[44] Please see Appendix III of the UNIFEM 2009 Framework and Guidance Note on Capacity Development for some examples of Rubrics.



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# Appendix I Evaluation Framework

| Criteria | Questions | Indicators | Means of Verification |
|---|---|---|---|
| Context | | | |
| **1. 1 Global and Partner environments** | 1.1.1 What have been the key opportunities and challenges for achieving progress on gender equality and women's human rights at the global level (2007-2010)? | Types of opportunities and challenges | Document review<br>Telephone and face-to-face interviews with UNIFEM, EC, ITC/ILO and partnership global and regional stakeholders |
| | 1.1.2 What internal factors in UNIFEM, the EC and ITC/ILO have affected the origination, development, effectiveness, or sustainability of the EC/UN partnership? | Types of internal factors | Document review<br>Interviews with UNIFEM, EC, ITC/ILO and stakeholders |
| | 1.1.3 To what extent have UNIFEM, EC and the ITC/ILO capacities supported or hindered the EC/UN partnership? | Extent of leadership support<br>Level and quality of Human Resources, organizational structure, program management systems.<br>Level of Financial resources | Interviews with UNIFEM, EC, ITC/ILO's stakeholders |
| **1.2 Pilot country environments**[45] | 1.2.1 What have been the key opportunities and challenges for incorporating gender equality and women's human rights into national development processes in the pilot countries (2007-2010)? | Types of opportunities and challenges | Document review<br>Face-to-face interviews and focus groups with country level stakeholders.<br>Site visits |
| | 1.2.2 What internal factors in the pilot countries have affected or influenced the program at the national levels? | Documented descriptions of political, social/cultural, technological and other factors affecting the partnership and the program performance | |

[45] Context analysis will put most emphasis on the six pilot countries included in site visits but will also take key contextual factors in other six countries into account.



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| Criteria | Questions | Indicators | Means of Verification |
|---|---|---|---|
| **Project Performance** | | | |
| **2. Relevance** | 2.1 Are the program objectives addressing identified rights and needs of the target group(s) in national, regional and global contexts? | Consistency with identified rights and needs of the target group(s) in national, regional and global contexts<br>Stakeholder's perceptions of relevance | Document review<br>Interviews with partnership's stakeholders<br>Field visits – interviews with national stakeholders |
| | 2.2 Are the program objectives and strategies aligned with and supportive of global and regional commitments for gender equality and women human rights? | Consistency and alignment with global and regional commitments for gender equality and women human rights | Document review<br>Interviews with partnership's stakeholders |
| | 2.3 Are the program objectives and strategies supportive of and aligned with UNIFEM's priorities? With the EC's priorities? With ITC/ILO's priorities? | Consistency and alignment with UNIFEM's, EC's and ITC/ILO priorities. | Document review<br>Interviews with UNIFEM, EC and ITC/ILO's stakeholders |
| **3.1 Effectiveness** | 3.1.1 How did the program include or exemplify GE and HR principles in its design, program theory and implementation? | Principles of equality and non-discrimination, participation and inclusion, accountability and the rule of law, and targeting structural causes for the non-realization of rights evidenced in program design documentation, theory of change & implementation approaches | Document review<br>Interviews with UNIFEM, EC, ITC/ILO and stakeholders at global, regional, country levels.<br>Field visits |
| | 3.1.2 To what extent has the EC/UN partnership program achieved expected **outputs** at the national level? At the regional and global level?<br>• To what extent is an accessible and relevant range of tools and information on mainstreaming gender equality into aid effectiveness available through on-line resources, help desks, interactive website and communities of practice?<br>• Is there evidence of enhanced demand from government and non-governmental partners (particularly gender equality advocates and women's networks) and EC delegations for action and resources to support gender equality in both programming and implementation generated in 12 countries | Results indicators as outlined in revised project LFA.<br>Complemented with:<br>- Documented cases illustrating progress against expected results<br>- Stakeholder perceptions of project results/achievements. | |


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| Criteria | Questions | Indicators | Means of Verification |
|---|---|---|---|
| | • To what extent have international, regional, and national multi-stakeholder groups (e.g., working groups, networks, coalitions) been created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda?<br>• To what extent have national partners acquired new capacities to undertake Gender Responsive Budgeting (GRB) to assess priority areas of support for gender equality and women's human rights?<br>• To what extent have nationally-relevant models of accountability mechanisms on aid effectiveness and SCR 1325, and harmonized indicators been put into place in the 12 countries to track progress on gender equality in the aid effectiveness agenda?<br>• To what extent have multi-stakeholder groups from at least eight countries built a common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008)?<br><br>3.1.3 To what extent has the EC/UN partnership program contributed to expected **outcomes** at the national level? At the regional and global level?<br>• Have mainstream national actors such as government decision makers, staff in line ministries, and parliamentarians, increased their demands for inclusion of support for gender equality in the assistance provided by the EC and other donors?<br>• Have gender advocates and women's rights networks enhanced their capacity to engage in policy dialogue that will secure greater attention to gender equality? Have they been able to generate demand from mainstream governmental actors for them to provide their expertise in national development planning, including in conflict-prevention and peace-building activities?<br>• Have bilateral and multilateral actors increased their capacity and willingness to align themselves in support of national priorities for gender equality with mainstream national development processes? | | |
| | 3.1.4 What have been some of the unintended positive and negative results of the EC/UN partnership program at the national level? At the regional and global level? For UNIFEM? For the EC? For the ITC/ILO? | Documented cases<br>Stakeholder perceptions of unexpected results | Document review<br>Interviews with Partnership stakeholders<br>Field visits – interviews with country level stakeholders |


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| Criteria | Questions | Indicators | Means of Verification |
|---|---|---|---|
| | 3.1.5 How has the program built upon and pursued recommendations and lessons learned from the midterm evaluation? | Documented actions / results<br>Stakeholder perceptions | Document review<br>Interviews with UNIFEM, EC, ITC/ILO and Partnership stakeholders<br>Field visits |
| **3.2 Impact** | 3.2.1 To what extent has the program contributed to the incorporation of gender equality and women's right into national development process and in cooperation programs supported by the EC?<br>3.2.2 To what extent has the program contributed to increased demand and supply in the twelve pilot countries for better aligning commitments to achieve gender equality with the aid effectiveness agenda? | Evidence of (preliminary) changes in the national development process in the 12 pilot countries to which the partnership has contributed<br>Evidence of (preliminary) GE changes in EC supported cooperation programs and evidence of GE consideration in EC cooperation programs over the period | Document review<br>Interviews with EC/UN partners at HQ<br>Field visits – interviews with country level stakeholders |
| | 3.2.3What other factors influence or constrain the change process towards desired impacts? | | |
| **4. Sustainability of Results** | 4.1 Has the program lead to sustainable institutional changes in the organizations involved at the national level? At the regional and global levels? IN UNIFEM, EC and ITC/ILO?<br>4.2 What is the likelihood that the benefits from the program will be maintained beyond the life or influence of the program?<br>4.3 What program activities/strategies at the country level should be considered as replicable and scalable?<br>4.4 What factors support or hinder the sustainability of the program's results at the national level? At the regional and global level? Among the EC/UN partners? | Sufficiency of institutional capacities created to maintain changes<br>Evidence of mechanisms in place to sustain program results<br>Changes in motivation, other factors that drive further changes<br>Perceptions of with EC/UN partners | Document review<br>Interviews with EC/UN partners at HQ<br>Field visits – interviews with national and EC/UN partners at the country level |


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| Criteria | Questions | Indicators | Means of Verification |
|---|---|---|---|
| **5. Efficiency** | 5.1 Have the outputs been delivered in a timely manner?<br>5.2 Could the activities and outputs been delivered with fewer resources without reducing their quality and quantity?<br>5.3 How did UNIFEM's, ITC/ILO's and the EC's organizational structures, management and coordination mechanisms, and institutional arrangements (at the national and global levels) support the partnership and efficient delivery of the program?<br>5.4 How were resources allocated across the program and was this the most effective use of resources?<br>5.5 To what extent was the program able to leverage resources from other sources (global, regional or national) to achieve its desired results?<br>5.6 Are the monitoring and reporting systems producing meaningful, timely and useful information about the program's performance and lessons learned? Is this information being used by different stakeholders? | Timeliness of output delivery<br>Variation budget and between actual expenditures<br>Stakeholders' views on the congruence of the structures, management, coordination mechanisms and institutional arrangements<br>Stakeholder perspectives on the utility of existing performance measurement systems | Document review<br>Interviews with UNIFEM, EC and ITC/ILO's stakeholders |
| **Lessons Learned and Recommendations** | | | |
| **6.1 Lessons Learned and Good Practices** | 6.1.1 What are some of the good practices and lessons learned from the EC/UN partnership on both substantive and program management issues? | Analysis of above | As above |
| | 6.1.2 What are some of the main challenges and key opportunities for continued joint work on gender equality and women human rights in the context of the PD/Aid Effectiveness Agenda? | Analysis of above | As above |
| **6.2 Recommendations** | 6.2.1 What are the main recommendations for future programming in gender and aid effectiveness? | Analysis of above | As above |


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# Appendix II Stakeholders Consulted

| Organization | Number of people consulted | Method of Consultation |
|---|---|---|
| **UNIFEM HQ** | | |
| Africa Section | 1 | Interview |
| Asia, Pacific , Arab States Section | 1 | Interview |
| CEE/CIS Section | 1 | Interview |
| CRP Section | 1 | Interviews |
| Directorate | 1 | Phone Interview |
| LAC Section | 1 | Interview |
| Thematic Section – Economic Issues | 1 | Phone Interview |
| **UNIFEM project staff in 12 Pilot Countries** | | |
| Cameroon | 2 | Interview |
| DRC | 1 | Written questionnaire |
| Ethiopia | 1 | Phone interview |
| Ghana | 1 | Interview |
| Honduras | 3 | Interview |
| Indonesia | 1 | Interview |
| Kyrgyzstan | 1 | Phone Interview |
| Nepal | 1 | Phone interview |
| Nicaragua | 4 (one former) | Interview |
| Ukraine | 2 (one former) | Interview |
| **Other UNIFEM staff** | | |
| UNIFEM Brussels | 1 | Phone interview |
| UNIFEM Pacific Regional Office | 1 | E-mail correspondence |
| **EC staff in Brussels** | | |
| Governance, Security, Human Rights & Gender Unit, EuropeAid | 3 | Phone Interviews |
| **ITC/ILO** | | |
| ITC/ILO | 2 | Phone Interviews |
| **Project partners/stakeholders in 5 pilot countries included in Site visits (Indonesia to be added in next draft)** | | |
| Cameroon | | |
| Cameroon Association for Women in Research and Development- CAWRED | 1 | Interview |
| Cameroon Paris Declaration Evaluation Team | 2 | Interview |
| CIDA | 1 | Interview |
| Dynamique Citoyenne | 1 | Interview |



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| Organization | Number of people consulted | Method of Consultation |
|---|---|---|
| EU Delegation - Road Infrastructure Division | 2 | Interview |
| Independent consultants – capacity building component | 2 | Interview |
| MINEPAT-DADM | 1 | Interview |
| MINEPAT-DGCOOP | 3 | Interview |
| Ministry of Women's Empowerment and the Family (MINPROFF) | 2 | Interview |
| UNDP | 1 | Interview |
| UNFPA | 1 | Interview |
| WIRA-Women in Research and Action | 1 | Interview |
| Ghana | | |
| Advocates for gender Equality (AGE) | 1 | Interview |
| Budget Unit, Ministry of Finance and Economic Planning (MOFEP) | 1 | Interview |
| CIDA PSU | 1 | Interview |
| Department of Women (DOW), Ministry of Women and Children Affairs (MOWAC) | 1 | Interview |
| DFID | 1 | Interview |
| Embassy of the Kingdom of Netherlands (EKN) | 1 | Interview |
| EU Delegation | 2 (one former) | Interviews |
| Gender Development Institute (GDI) | 1 | Interview |
| Ghana Journalist Association | 1 | Interview |
| Ghana Statistical Service | 1 | Interview |
| Institute of Local government Studies (ILGS) | 1 | Interview |
| UNFPA | 1 | Interview |
| WILDAF | 1 | Interview |
| Honduras | | |
| ASONOG (NGO) | 1 | Interview |
| Centro de Estudios de la Mujer –Honduras (NGO) | 1 | Phone Interview |
| CIDA | 1 | Interview |
| European Union | 3 (one former) | Interviews |
| Independent Gender Consultant | 1 | Interview |
| Minisitry of Planning | 3 (one former) | Interviews |
| National Women's Institute | 3 (all former) | Interviews |
| Social Statistics Department, National Statistics Institute | 1 | Interview |
| UN | 1 (former) | Phone interview |
| UNFPA, gender Focal point | 1 | Interview |
| Zamorano University | 1 | Phone Interview |


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| Organization | Number of people consulted | Method of Consultation |
|---|---|---|
| Nicaragua | | |
| AECID | 1 | Interview |
| Centro Humboldt (NGO) | 1 | Interview |
| EU Gender focal point | 3 | Interview |
| FAO, UN Gender thematic group | 1 | Interview |
| FMICA (NGO) | 1 | Interview |
| ICW Latina (NGO) | 1 | Interview |
| IDB | 1 | Interview |
| INIM (Nicaraguan Women's Institute) | 4 | Interview |
| MAGFOR | 2 | Interview |
| MIFIC | 2 | Interview |
| MITRAB | 2 | Interview |
| Movimiento Maria Elena Cuadra (NGO) | 1 | Interview |
| Office of the resident UN coordinator | 1 | Interview |
| OPS, UN Gender thematic group | 1 | Interview |
| Sustainable Economic Development, Embassy of the Netherlands | 1 | Interview |
| UNDP Nicaragua Gender Officer | 1 | Interview |
| UNICEF, UN Gender thematic group | 1 | Interview |
| Indonesia | | |
| CIDA | 1 | Interview |
| Directorate of Budget, Ministry of Finance | 1 | Interview |
| Directorate of Population, Women's Empowerment and Child's Protection, Ministry of National Planning | 1 | Interview |
| General Bureau, Ministry of Women Empowerment | 1 | Interview |
| Indonesian Women Coalition (NGO) | 1 | Interview |
| International NGO Forum on Indonesian Development | 1 | Interview |
| Women Solidarity (NGO) | 1 | Interview |
| World Bank | 1 | Interview |
| Ukraine | | |
| CIDA | 1 | Focus Group |
| CSO "Ukrainian Association of Marketing" | 1 | Focus Group |
| CSO "Ukrainian Women's Fund" | 1 | Interview |
| CSO "Women's Consortium of Ukraine" | 1 | Interview and Focus Group |
| Department for Family and Gender Policy, Ministry of Family, Youth and Sports Affairs of Ukraine | 2 | Interviews, Focus Group |
| EU Delegation to Ukraine | 1 | Interview |


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| Organization | Number of people consulted | Method of Consultation |
|---|---|---|
| International CSO "School of Equal Opportunities" | 1 | Interview and Focus group |
| Kharkiv regional CSO "Krona" | 1 | Focus Group |
| Ministry of Economics of Ukraine | 1 | Interview |
| OSCE in Ukraine | 1 | Interview and written communication |
| Poltava regional CSO "League of social workers of Ukraine" | 1 | Interview |
| UNDP | 1 | Interview |
| **Project partners/stakeholders in 6 pilot countries NOT included in Site visits** | | |
| Democratic Republic of Congo (DRC) | | |
| President of the Women caucus (civil society) | 1 | Phone Interview |
| Ethiopia | | |
| Women's Affairs Department, Ministry of Finance | 1 | Written communication |
| Kyrgyzstan | | |
| Civil Law dept, Kyrgyz Russian Slavic University | 1 | Phone Interview |
| Network "Women's Legislative Initiatives" | 1 | Phone Interview |
| Social Technologies Agency | 1 | Phone Interview |
| Nepal | | |
| EU | 1 | Phone Interview |
| Ministry of Finance | 1 | Phone Interview |
| SAHAVAGI (CSO) | 1 | Written questionnaire and follow up via chat |
| PNG | | |
| UN Resident Coordinator Office | 1 | Written questionnaire |
| NGO - Leitana Nehan Women Development Agency (LNWDA) | 1 | Written questionnaire |
| **Other Project Partners/stakeholders at regional and global levels** | | |
| AWID | 1 | Phone Interview |
| OECD/DAC Network on Gender Equality | 1 | Phone Interview |


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## Reference group members

| Name | Title | Organization |
|---|---|---|
| **Core Reference Group** | | |
| Elisa Fernández | Officer-in-Charge/Programme Specialist, Cross Regional Programmes (Served as Evaluation Manager), NY | UNIFEM |
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| Laura González | Regional Evaluation Specialist for LAC (Andean Region SRO – Ecuador) | UNIFEM |
| Zohra Khan | Programme Manager, GRB Section, NY | UNIFEM |
| Linet Miriti-Otieno | Monitoring and Reporting Specialist, Africa Section, NY | UNIFEM |
| Pankaj Kumar | M & E Specialist, South Asia SRO (New Delhi) | UNIFEM |
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| Rosibel Gómez | NPC-Honduras | UNIFEM |
| Sandra Edwards | NPC-Suriname | UNIFEM |
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| Anastasia Divinskaya | NPC-Kyrgyzstan | UNIFEM |
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| Maria Karadenizli | NPC-Ethiopia | UNIFEM |
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| Name | Title | Organization |
|---|---|---|
| Laurence Gillois | Programme and Resource Mobilization, Specialist | |
| Maria Leticia Guelfi | Programme Specialist, LAC Section | UNIFEM |
| Zamira Djabarova | Programme Specialist, CIS Section | UNIFEM |
| Roshmi Goswami | Programme Specialist, Asia Pacific Section | UNIFEM |
| Tacko Ndiaye | Programme Specialist, Africa Section | UNIFEM |
| Ni Sha | Deputy Regional Programme Director, East and Horn of Africa SRO, Nairobi | UNIFEM |


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# Appendix III Documents Reviewed

## Context

### Relevant Literature

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UNIFEM, UNIFEM Strategic Plan, 2008-2011, 2007.

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Annex D: EC/UN Partnership on Gender Equality for Development and Peace. Gender Equality and Aid Effectiveness: Results and Indicators Tracking Progress on Development Results: Gender Equality and Women's Empowerment, 2009.

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**Turin Workshop Documents**

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# Appendix IV Limitations

The Evaluation Team encountered the following limitations in conducting this evaluation:

- Due to time and budget constraints, only 6 of the 12 countries were visited, with only four days of data collection in each country. To compensate for the short time in each country, the Evaluation Team and UNIFEM staff were very proactive in time management and interview scheduling in the six countries visited which allowed the Team to reach a satisfactory number of stakeholders (between 10 and 15) in all countries visited. However, the time available did not allow for follow up or additional interviews that could have been relevant.
- Changes in planned dates limited the time available for data analysis and report writing. In particular, to accommodate the availability of UNIFEM country staff and key stakeholders, field visits were conducted in the second half of September, while originally planned to take place throughout the whole month. In one case (Indonesia) data collection was only possible in October because of local festivities. There were also significant delays (and difficulties, see below) in completing telephone interviews with UNIFEM staff and identified stakeholders in non-visited countries. Because of the very low response rate to requests for interviews, the deadline for completing interviews was postponed several times. Inputs from pilot country stakeholders were received up to November 11th. As a consequence the Evaluation Team was still conducting data collection during the days originally allocated to data analysis and report writing.
- It was agreed with UNIFEM that for the non-visited countries telephone interviews would be conducted with the National Project Coordinator (NPC) and up to three program stakeholders in each country. This proved to be more challenging and time-consuming than planned. The process to identify country stakeholders started during the inception phase, however a number of countries provided the list and contact details of the stakeholders only in October (in one case November) following numerous reminders and the strong involvement of UNIFEM HQ. Scheduling interviews with both NPCs and identified stakeholders also proved to be very challenging: several rounds of reminders (between 3 and 4 depending on the countries) were sent. However the response rate remained very low until the very end of the extended data collection period. This was mainly due to unavailability (and possibly lack of interest) of identified stakeholders, and technical difficulties (unreliable telephone and internet connections). To allow for more flexibility in data collection, the Evaluation Team accepted written responses to questionnaires sent via e-mail. At the time of writing, five of the six NPCs had been consulted. The response rate among identified stakeholders at the country level remained low in a number of countries (see sidebar). Analysis for these countries was highly dependent on reports – which did not always provide adequate information on results.

**Stakeholders consulted in non-visited countries**

Kyrgyzstan: 3

Nepal: 3

Democratic Republic of Congo: 1

Ethiopia: 1

Suriname: 0

Papua New Guinea: 3

- Limitations related to data availability in documents and reports were identified during the inception phase and were confirmed by data collection. The Evaluation Team found: limited data on cumulative results in program documents, both at the country and global levels (while regular reports provide a good overview of activities and achievements on an annual basis, they do not provide cumulative data on the achievements); very limited reporting against the LFA indicators; little if any quantitative data. These limitations were addressed by complementing, as far as possible, data available in documents with data collected through interviews, focus groups and observations; by not limiting performance assessment to the indicators provided in the LFA (see



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Chapter 2); and by trying to elicit quantitative information directly (asking consulted stakeholders to provide ratings on certain aspects of the program performance) and indirectly (e.g., counting recurrences of outputs across countries). However, this proved to be challenging because of the diversity of the program in each country (which made counting recurrences difficult and not always meaningful) and by the difficulties encountered by respondents in providing ratings. Because of the limited number of respondents who answered the rating questions (about the Program's contribution to outcomes and impact and about the quality of the EC/UN partnership), the evaluation team decided not to use them in a quantitative way.

- At the country level, it was often difficult for consulted stakeholders to distinguish the specific contributions of the EC/UN partnership from other UNIFEM programs/support in which they were involved. This complicated the task of attributing results to the program and/or identifying its added value. Triangulation of different data sources was used to identify the Program's contributions.


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# Appendix V Revised Result Statements – Comparison and Rationale for Revisions

| | Original Result Statements[47] | Revised Result Statements | Rationale for change |
|---|---|---|---|
| Outcome 1 | Key mainstream national actors (including government decision-makers and staff in line ministries, parliamentarians, judiciary, and law enforcement ) will increase their demands for inclusion of support for gender equality in the assistance provided by the EC and other donors. | National government and public actors increase efforts to include GE in national development processes and related budgets | The revised Outcome 1 includes but also goes beyond government actors demanding the inclusion of GE in assistance provided by EC and other donors. It includes national actors working to include GE in other national development processes and related frameworks and budgets. |
| Outcome 2 | Gender equality advocates and women's rights networks will be more adept at the kind of policy dialogue that will secure greater attention to gender equality, and will also be called upon more frequently by mainstream actors to provide their expertise in national development planning, in conflict-prevention strategies, and in peace-building activities. | Gender equality advocates and women's rights networks engage more frequently and effectively in policy dialogue to secure greater attention to gender equality in national development processes. | The small change aims to be more specific as to the purposes of policy dialogue. |
| Outcome 3 | Bilateral and multilateral actors will be more adept at recognizing opportunities to align and support national priorities for gender equality with mainstream national development processes. | Bilateral and multilateral actors more adept at recognizing and acting upon opportunities to align and support national priorities for gender equality with mainstream national development processes. | In our understanding, the envisaged behavioural/institutional change is that donors not only recognize but actually act upon opportunities to address GE in/through their assistance. |
| Output 1 | Accessible and relevant range of tools and information on mainstreaming gender equality into aid effectiveness is available through on-line resources, help desks, interactive website and communities of practice | Relevant tools and information on mainstreaming gender equality into national development processes in the context of AE are available and accessible. | We found it important to add the notion of relevant information and tools, i.e. Information and tools that address actual needs of national and global stakeholders and are useful in a variety of different contexts. |
| Output 2 | Enhanced demand from government and non-governmental partners (particularly gender equality advocates and women's networks) and EC delegations for action and resources to support gender equality in both programming and implementation generated in 12 countries | Enhanced awareness of national, regional and global stakeholders of the inseparable linkages between gender equality and development effectiveness, as well as of concrete areas for action at national, regional and global levels | The type of change described in the original Output 2 was an Outcome rather than an Output, and actually duplicated Outcomes 1 and 2. The revised version goes 'one level lower' and focuses on one area that most consulted stakeholders indicated has been one if not the key area of success of the program, namely that of awareness raising. The original LFA did not make any reference to awareness raising as an envisaged result. |

[47] Based on: Amended contribution agreement, p.22-24



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| | Original Result Statements[47] | Revised Result Statements | Rationale for change |
|---|---|---|---|
| Output 3 | International, regional, and national multi-stakeholder groups (e.g., working groups, networks, coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda | International, regional, and national multi-stakeholder groups (e.g., working groups, networks, coalitions) created and/or strengthened to advocate for gender-responsive implementation and monitoring of the aid effectiveness agenda | Unchanged |
| Output 4 | National partners acquire new capacities to undertake Gender Responsive Budgeting (GRB) to assess priority areas of support for gender equality and women's human rights | National partners capacity for effectively mainstreaming gender equality and women's human rights into national development processes strengthened | While we usually welcome and encourage the formulation of specific results, we found that the limitation on GRB in the original Output was too limiting, as it meant that there was no room for capturing the program's other work related to capacity development, e.g., in relation to advocacy, gender analysis, and developing and using indicators to monitor the implementation of national commitments. |
| Output 5 | Nationally-relevant models of accountability mechanisms on aid effectiveness and SCR 1325, and harmonized indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda | Nationally-relevant monitoring and accountability mechanisms and indicators in place in 12 countries to track progress on gender equality in the aid effectiveness agenda and SCR1325 | Strictly speaking, this result is at a higher level than the other Outputs as it is questionable to what extent the program can be fully accountable for the establishment of accountability mechanisms. |
| Output 6 | Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008) | Multi-stakeholder groups from at least eight countries build common advocacy agenda for mainstreaming gender equality into the HLF on Aid Effectiveness in Ghana (2008) | Unchanged |


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