



## FINAL REPORT

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### FINAL EVALUATION OF THE “GENDER AND DEMOCRATIC GOVERNANCE” PROGRAMME

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## Acronyms

ALNAP	Active learning Network for Accountability and Performance
AU	African Union
BDP	Bureau for Development Policy, UNDP
BHR	Bureau of Human Rights and the Rule of Law (Tajikistan)
BPFA	Beijing Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CT	Country Team
CRPD	Convention on the Rights of Peoples with Disabilities
CSO	Civil Society Organisations
CSW	Commission on the Status of Women
DPADM	Division of Public Administration and Development Monitoring (UN DESA)
DTF	District Task Forces (Tajikistan)
FFS	Farmers Field Schools (Rwanda)
GC	Governance Commission of Liberia
GDG	Gender and Democratic Governance Programme
GELD	Gender Equitable Local Development Fund
GMO	Gender Monitoring Office (Rwanda)
GRB	Gender-Responsive Budgeting
ICESCR	International Convention on Economic, Social and Cultural Rights
ICCPR	International Convention on Civil and Political Rights
ISG	International Solutions Group
LDLG	Liberia Decentralisation and Local Governance Implementation
LDIP	Liberia Decentralisation Implementation Plan
MDG	Millennium Development Group
MDGs	Millennium Development Goals
MIA	Ministry of Internal Affairs (Egypt, Liberia)
MINAGRI	Ministry of Agriculture and Animal Resources (Rwanda)
MLME	Ministry of Labour Migration and Employment (Tajikistan)
MLSP	Ministry of Labour and Social Protection (Tajikistan)
MOGD	Ministry of Gender and Development of Liberia
Moi	Ministry of Interior Affairs/ Civil Status Organisation
MoJF	Ministry of Justice and Freedoms (Morocco)
Mosdfs	Ministry of Social Development, Family and Solidarity
MSAD	Ministry of State for Administrative Development
NCW	National Council for Women (Egypt)
OECD-DAC	Organisation of Economic Cooperation and Development
OGC	Oslo Governance Centre
OGF	Oslo Governance Forum
OSS	One Stop Shop
PBSO	Peace Building Support Office
PSA	Public Service Awards
SDF	Social Development Fund
SGBV	Sexual and Gender-Based Violence
SHaSA	Strategy for the Harmonisation of Statisticians in Africa
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Fund
UNCDF	United Nations Capital Development Fund
UNCEF	United Nations Capital Equity Fund
UN CSW	United Nations Commission on the Status of Women
UN DESA	United Nations Department for Economic and Social Affairs
UNDP	United Nations Development Programme
UNDP's DGG	UNDP's Democratic Governance Group
UNEG	United Nations Evaluation Group
UNESCO	United Nations Education, Science and Culture, Organisation
UNIFEM	United Nations Fund for Women
UN GA	United Nations General Assembly
UN PSA	United Nations Public Service Awards
UN SC	United Nations Security Council
VfM	Value for Money
WB	World Bank
WWG	Women Watch Groups

## Executive Summary

### **Purpose and Scope of the Evaluation**

The Gender and Democratic Governance in Development: Delivering Services to Women (GDG) Programme was completed in August 2014. In mid-2014, International Solutions Group (ISG), an international monitoring and evaluation (M&E) firm, was contracted to conduct a final evaluation of the Programme. The stated purpose of the evaluation was to determine progress against the logical framework (logframe) of the GDG Programme at the global, national and sub-national levels over the programme period. The evaluation was tasked to assess the extent to which the Programme has achieved its proposed results by its end date, identify the successes and challenges over the implementation period and assist UN Women and partners to chart a course for a subsequent phase of programming and policy work.

ISG sought to measure results against the GDG Programme logframe at the global, country and sub-national levels, assessing achievement of the defined programme outcomes at field and global levels.

### **The GDG Programme**

The GDG Programme was developed to address inadequacies and deficits in key areas of democratic governance in the countries targeted i.e. inadequate institutional responsiveness to women's interests at the national and sub-national levels; inequity in service delivery and women's poor engagement, lack of access to services and lack of influence in the design of those services. The Programme therefore elaborated its global goal as improving the governance of the provision of public goods and services in women's interest. The key planned programme outcomes were:

- a. Key public service delivery institutions, especially those dealing with registration, justice, safety, social security and livelihood support have enabling institutional environments for quality and accountable service delivery to women;
- b. Increased influence of women and gender equality advocates in service delivery governance;
- c. Increase in development strategies, conventions, agreements and policy outcomes at the national, regional and global level that promotes gender-responsive service delivery.

In order to fulfil its stated aims the GDG Programme utilised a number of strategies and tools, including:

- **Multi-level partnerships** between UN Women and country governments at national and regional levels, key line ministries, strategic governance and statistics institutions (both private and public), sister UN agencies, technical committees, and international and national CSOs;
- **Capacity-building** of *duty bearers* i.e. institutions including sectoral ministries responsible for service delivery; women's organisations to better engage in community level initiatives that demand and promote gender-sensitive service delivery into institutional processes, financing of local initiatives, training for project management and women's monitoring of such initiatives;
- **High-level technical assistance** to national counterparts in sectoral ministries and other technical experts in institutions responsible for service delivery;
- **Public information and communication strategies** including publishing, use of social media (Facebook, Flickr, Twitter, YouTube), radio programmes and public service announcements (PSA);

- **Evidence-based advocacy and lobbying** of governance institutions including based on research and publication of gender-sensitive data identifying gaps in policies, deficits to be redressed and recommendations for vertical and horizontal advocacy and upstream lobbying to influence national and sub-national service delivery to improve democratic governance.

At the global level, the GDG Programme collaborated with UNDP including the Oslo Governance Centre (OGC) and the Bureau for Policy Development (UNDP BPD). The OGC positions UNDP as a champion of democratic governance, both as an end in itself and as a means to achieving the MDGs. The collaboration included knowledge networking and multi-disciplinary team work. The close partnerships with leading policy and research institutions in different parts of the world and support to GDG programme countries and others focused on nationally-owned and driven democratic governance assessments that strengthen democratic governance at the country level. The data generated is housed on the UNDP Governance Assessment Portal (GAP)<sup>1</sup>. This support also includes developing and mainstreaming gender-sensitive indicators in select governance assessment projects such as those conducted in Liberia, Egypt and Tajikistan.

## Findings

### ***Country-based findings***

The adoption of a three-tiered approach allowed each country programme to develop and implement concrete innovations, including developing tools and learning processes, to achieve the following:

- a. Improved service delivery to women and enhance their capacity to engage in and influence changes in institutional service delivery systems;
- b. Promotion of evidence- based organisational change for gender equality in service delivery ;
- c. Growing a knowledge and advocacy network targeted at improving service delivery that is grounded in country level reforms to women.

At the global level and with the support of UNDP's OGC, generate governance assessments through engagement with best thinking and practice globally, support initiatives for the collection and harmonisation of statistics and gender indicators to underpin evidence based policy making, planning and service delivery at the national and sub-national levels.

*"They presented the problems in terms of social security delivery on community level to the working group for seeking solution to solve the problems. If it couldn't be solved at community levels then it goes to coordination council committee on district level for wider sources for result. It needs to be noted that the District Council Committee heads by Head of Social Protection Department. Thus the bottom-up-approach standard was followed".*

**Member, Women's Watch Group Sughd Province, Tajikistan**

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<sup>1</sup> The GAP, set up by the Programme on Governance Assessments, is a virtual resource centre for indicators, assessment frameworks and country studies, thus it data including articles, tools, statistics and case studies for measuring democratic governance.

### Relevance

The evaluation found that the GDG Programme is relevant in each country context. Each of the three country programmes benefit from a long-standing UNIFEM/UN Women presence in the respective country characterised by strong connections to the government, key institutions and to international and national CSOs/NGOs.

*"I wanted to vote in the last presidential elections but I could not because I did not have an ID card. However, now that I have one, I can vote, receive subsidised gas cylinders and get other public services whenever I need to" said one of the women participating in the project's Citizenship Initiative."*

**Participant, Citizen Initiative, Egypt**

Each Country Team designed their programme to meet the needs of their particular national context, identifying appropriate institutional entry points and areas of service delivery requiring reform in order to promote better democratic governance, increased gender equality and to contribute to the achievement of the MDGs.

Each programme is based on an in-depth analysis of the capacity of national, regional and local (sub-national) civil society and national institutions, awareness of the local contexts and cultural sensitivity. Detailed examples are provided in the body of the report.

The **theory of change** on which the Programme is grounded is based on the assumptions that:

- Institutional deficits and lack of accountability constrains gender equality and does not lead to good gender-responsive and democratic governance;
- Women's lack of knowledge of their human rights and absence from service delivery processes contributes to poor service delivery, compounds gender inequalities, fosters poverty and dissatisfaction with service delivery thus hindering the achievement of MDG3.

Therefore, **if** institutions are supported to enhance their delivery of services and social accountability and **if** women (especially poor women) are informed and educated about their rights, are supported to find their voice, and become involved in demanding these rights, **then** they can demand better service delivery and contribute to gender-sensitive governance, thus contributing to the achievement of the MDGs.

In all of the programme countries on-going governance reforms include the development of initiatives to ensure women's voice, inclusion and enhanced capacity to demand their rights, promote better gender-sensitive service delivery and ultimately, gender and democratic governance. The Programme's relevance is assured because it has been designed to consider and address multiple obstacles to gender-responsive governance such as poverty, gender based discrimination, conflict and women's skills gaps.

### Effectiveness

Each country programme has been effective in increasing women's influence in the governance of service delivery and building gender responsiveness into the design and delivery of public services. Detailed examples are provided below. UN Women has been successful in partnering with the United Nations Department of Economic Affairs (UN DESA) and its Division for Public Administration and Development Management (DPADM) to create a new category of annually-presented UN Public Service Awards presented to winners in five categories for innovative initiatives in public service delivery that promotes good gender sensitive delivery services. The first awards were presented in

2011 with a total of four awards presented to date<sup>2</sup>. UN Women, in partnership with UNDP and other UN Agencies, has also spearheaded a number of high level workshops and meetings bringing together global expertise in the field of governance to discuss and expand thinking on governance issues. Initiatives include workshops on Gender and Democratic Governance to accelerate the MDGs, Women at the Frontline of Service Delivery; and Gender Equality and Good Governance Forum: Improving Services for Women. Additionally, UN Women has established knowledge portals on Gender Responsive Budgeting, Gender and Governance and other issues critical to women's empowerment and good governance.<sup>3</sup>

The results of this work are captured via the documentation of more than one hundred democracy assessment initiatives, indicating the degree to which national actors are increasingly seeking to understand and improve governance quality through assessment. Information included contextual and programme information, such as thematic focus, types of data collection, national partners and outputs, as well as links for further information. Initiatives were also categorised according to the UN Secretary General's categories of democracy, and highlighted on the 2012 International Day of Democracy.

#### *Efficiency*

The evaluation found that UN Women has been efficient in managing the GDG Programme resources, budgeting and reporting as well as in supporting diverse programme activities. While some country programmes may have sought higher budget allocations, all respondents reported that they were pleased with the results achieved with their overall allocations. One critical aspect of its efficiency in terms of budgeting is that UN Women have capitalised on strategic moments in time and short windows of opportunity to provide seed funding to countries in the process of democratic reform which has resulted in those countries leveraging funding from other donors. Such countries include Croatia which received seed funding to help with a project on reparations; Egypt which received seed funding to enhance women's positions and human rights during and immediately after the Arab Spring and Liberia in its decentralisation efforts. Through funding from UN Women, these countries have now secured funding from other donors including the PBSO and the Governments of Austria and Spain.

The evaluation team however, noted that while the programme has been efficient with projects involving limited funds, more could be achieved if the project was larger and had a larger amount of funding. UN Women should therefore consider economies of scale and be more strategic in developing programmes that would secure larger amounts of funding, have higher visibility and make just as much if not more impact.

Additionally, the evaluation team noted that although M&E frameworks were developed and available in all offices, some Country Teams faced challenges due to limited staff resources for efficient/effective monitoring and evaluation of the Programme. While planned results were noted to have been achieved within projected timeframes, the evaluation team did not receive financial or budgetary documents from some local programme partners or from some COs but noted that careful selection of partners and judicious funding allocations contributed to the achievement of the projected programme results.

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<sup>2</sup> See <http://www.unpan.org/DPADM/UNPSDayAwards/UNPublicServiceAwards/tabcid/1522/language/en-US/Default.aspx> for further information.

<sup>3</sup> See UN Women website <http://www.unwomen.org>

### *Impact*

Programmatically, a twin track approach greatly facilitated results and impact. As highlighted below, the GDG programme has made significant progress against its aims in each programme country evaluated. It has also made significant impact and gains at the global level.

#### Country level

Some prominent examples of impact at the country level include:

**Enabling policy environments for gender sensitive service delivery:** In all three countries, key policy institutions have been targeted and enabling environments have been created e.g. MINAGRI in Rwanda; the MLME in Tajikistan and in Morocco the MOJ. This process is iterative and long-term, and while the achievement of programme goals in this regard has not yet been completed, positive change will continue beyond the end of the programme in 2014.

**Women's access to gender-sensitive basic services improved and increased:** The UN Women-facilitated WWGs were formed with the participation of formal and informal women leaders at the community and district levels. Members were trained to conduct surveys with vulnerable households and bring vulnerable women, men and youth together with service providers at the Jamoat level. The WWGs proved their effectiveness in 2012 in identifying most vulnerable citizens and facilitating their access to social services through vulnerable household monitoring.

**Creating a critical mass of women both as providers and service users:** A key feature of this innovative global programme is the recognition that increasing the number of women in legislative processes is insufficient to ensure gender-responsive public services. It is also necessary to transform the public administration institutions that design and deliver services. As such, one key element of the Programme impact has been the creation of new insights on the importance of creating a critical mass of women service providers. Increasing evidence highlights the fact that women service providers in developing countries provide better quality services to both men and women and are critical role models for increasing women's presence in public spaces and promoting women's public engagement.

**Women's increased confidence and influence:** During the evaluation, women and men in target communities spontaneously spoke about their increased confidence as a result of the Programme. The evaluation teams found that men were more inclined to spontaneously speak about the positive changes in the empowerment of women.

**Increased influence of women and gender advocates:** Capacity building and training for women and gender advocates has increased their influence both in private and public spaces and at the policy level. The influence of women and gender equality advocates in the Programme countries has increased. For example, women activists in Egypt have progressed with respect to the Citizen Initiative. The judicial social assistants are highly regarded and will continue in place beyond Programme completion.

### Global level

The combination of national and global approaches in this programme has resulted in positive outcomes/impact. At the global level, the Programme has provided the overarching framework and theory of change on women's access to public services.

The global programme has drawn on the lessons learnt and knowledge generated at country level to strengthen its global policy advocacy and share experiences across countries and regions.<sup>4</sup> As stated above, UN Women has been very strategic in recognising short windows of opportunity in a country's democratisation process when it provided support through seed funding for specific initiatives beneficial to women's human rights and democratic governance. For example in Egypt, Liberia, Croatia among others. This type of funding has generally been catalytic in such countries and has assisted the country in leveraging additional funding for more developed programmes. In Egypt for example, seed funding for the Citizen Initiative resulted in larger funding for the larger programme Egyptian Women and the Democratic Transition 2012-2014.

Further, at global level, the Programme, on its own and through its partnership with the UNDP/OGC, has had a multiplier effect. It has used its convening power with stakeholders in a variety of forums to promote the gender and democratic governance agenda, including the need for robust gender indicators and the collection of gender-disaggregated data. UN Women's work on indicators influences the response of the entire UN system as well as work on governance assessments and accountability across regions. In this respect, its partnership with UNDP is critical.

Through its partnership with the OGC, UN Women has helped to lead efforts in the integration of gender equality indicators for service delivery in governance assessments as well as those linked to the UN-REDD Programme. This work has included several study missions the most recent being in Libya and Tunisia where gender focus research will assess women's political and legal empowerment as well as plans for support to the Strategy for the Harmonisation of Statistics in Africa (SHaSA), which represents the collaborative efforts of three institutions (UN Economic Commissions for Africa, African Union Commission, and African Development Bank) member states and other stakeholders. With UN Women support, ShASA will enable the African Statistical Offices to generate timely, reliable, and harmonised statistics. Further, an annotated bibliography on gender equality in political transitions is now a reference for UNDP and its partners, and has facilitated identifying gaps in knowledge, policy and programmes.

"Before the programme there was very little involvement of the government, especially the Ministry of Internal Affairs, they weren't really engaging with the Ministry of Gender and other Ministries around decentralisation questions. After this program, they have taken ownership of the entire process. The Governance Commission, originally the lead partner, has handed the decentralisation programme over to the Ministry of Internal Affairs. These synergies are very good for integrating gender into the decentralisation process. There is a greater understanding of partnership and the need to work together".

*UN Women, Liberia*

<sup>4</sup> Adapted from GDG Programme Proposal: gender and Democratic Governance in Development: Delivering Basic Services for Women

## Recommendations

### National

**Programme design:** Future programming should strive for extensive inclusivity given the sensitivities of some governments. For example, in the inception phase of the Programme, some misunderstandings between UNIFEM and MINAGRI (Rwanda) due to adoption of MINAGRI as the main partner and lack of clarity of the roles of the two bodies involved posed challenges to the implementation. While this concern was addressed in the second phase, and the Programme proceeded smoothly, it highlights a need for careful Programme design to avoid lost time and missed opportunities.

*"The GDG programme in Morocco was successful because the relationships were already established with the Ministries. UN Women worked in a highly participative and collaborative manner with the Ministries.*

*The advantage to working in such a participative way, to support the government's work implementing the Family Code, is that it will be a sustainable initiative which will continue to yield impact beyond UN Women's support".*

**Programme Beneficiary, Morocco**

**Monitoring and Evaluation:** It is apparent that the Programme would have benefited from County Offices having stronger M&E capacity, either in the Country Team or readily available and able to dedicate time to country-level programmes from the regional office. This would ensure that indicators and benchmarks are clear and achievable without overstretching the Programme Manager/Coordinator. While M&E frameworks were developed, few resources were available to effectively implement them.

**Knowledge Management:** Future M&E frameworks should include a 'learning' or knowledge-management dimension, so that the Programme systematically transmits information and lessons learnt across the Programme countries to the policy level. This could also include knowledge management or learning as an output in its own right (e.g. holding learning events or publishing briefing papers).

**Issue-based Awareness:** The evaluation team noted that while communities and beneficiaries were very familiar with the term service delivery, they were largely unaware of governance as a concept. This issue had been discussed previously with UN Women and research tools were appropriately developed to take this into consideration. However the evaluators consider that communities would have benefitted from greater conceptual understanding of gender and democratic governance and how this related to the Programme in which they were participating.

**Work with Men:** The country-level programmes are already working with men as they are to a large extent the policymakers in the programme countries. UN Women should consider how best to incorporate men not only as champions but also as champions of gender and democratic governance. Examples included men's support to women farmers and managers in Rwanda and the mainly male Heads of Service Departments who were supportive of women's involvement in governance in Tajikistan. In addition, strategies, mechanisms and tools developed for the current UN Women **HeforShe** campaign could possibly be adapted to the democratic governance agenda.

### Global

**Technical Expertise:** UN Women's technical expertise in the gender and democratic governance field is widely recognised and has allowed for the development of strong partnerships with sister agencies as well as externally with key players in the field of governance (e.g. UNDP). As part of the post-2015 agenda (where much of the discussion is on governance and the goals and indicators that should be developed in response), UN Women is well placed to promote the governance agenda and to develop strategic vertical and horizontal partnerships that will further this agenda.

**Documentation and Dissemination:** This is crucial to responsible and effective programme implementation and sustainability. Documenting and widely disseminating knowledge products emerging from the GDG Programme would allow for best practices and lessons learnt to reach other implementers and decision makers in relevant sectors. Making these documents available on UN Women's website would allow for greater penetration and visibility for the Programme's objectives and achievements.

## Further Recommendations

### *Short term*

#### *Consolidation*

The GDG Country Programmes have achieved a great degree of success. These gains should be consolidated. UN Women should consider deepening the project, with specific modalities to be determined at individual CO level. One strategic element in assessing sustainability could be an assessment of the programme outcomes/impact in 2017.

#### **1. Positioning for post 2015 agenda setting**

UN Women has engaged significantly in discussions to development goals post 2015. Democratic governance could be the area that UN Women may want to promote. In support of this, UN Women could perhaps organise a conference bringing together practitioners, policy makers, researchers and other working on the issue to share and disseminate the results of the GDG programme. The evaluation highlighted evidence of knowledge products produced by all three programmes and of documentaries prepared by Tajikistan, Morocco and Egypt. Considering that dissemination, like documentation are critical aspects of effective programme learning and sustainability, these products could be the basis for discussion, learning as well as funding for UN Women's work.

#### **2. Gender and Democratic Governance/Participatory monitoring as new goal**

On-going discussions continue to highlight governance as the new development goal. UN Women could consider leveraging its new mandate and the support it has to influence the agenda to promote Gender and Democratic Governance. In support of this, UN Women could, if it has not already done so, set up either a Community of Practice or launch an e-discussion to elicit the views, suggestions and recommendations in support of such a goal. UN Women may also consider deepening its engagement with UNDP and the OGC in this regard.

### *Medium term*

UN Women should consolidate its partnership with UNDP on the GDG Programme through the following:

- a. Providing follow-up funding to the local governance initiatives UNDP has conducted in the Arab region
- b. Contribute follow-up funding to the SHaSA and other on-going initiatives in Africa to produce nationally owned statistics and indicators. This should include funding to the Uganda Bureau of Statistics.
- c. A dedicated Gender and Democratic Governance Portal (potentially hosted on the UN Women website).

Gender and Democratic governance is a key developing issue area for UN Women. Therefore, UN Women should consider adding a portal to house collective knowledge products of the GDG programme and other such gender and democratic programme that will be developed in the future. In this regard, UN Women COs do not seem to have their own websites. This may also be an area for consideration, using leverage of the impact and result of the GDG at the global and national levels.

## Chapter One: Introduction and Background

### Purpose of the Evaluation

The Gender and Democratic Governance in Development: Delivering Services to Women (GDG) Programme was completed in August 2014. In mid-2014, International Solutions Group (ISG), an international monitoring and evaluation (M&E) firm, was contracted to conduct a final evaluation of the Programme. The stated purpose of the evaluation was to determine progress against the logical framework (logframe) of the GDG Programme at the global, national and sub-national levels over the programme period. The evaluation was tasked to assess the extent to which the Programme has achieved its proposed results by its end date, identify the successes and challenges over the implementation period and assist UN Women and partners to chart a course for a subsequent phase of programming and policy work.<sup>5</sup> The Terms of Reference (TOR) for the Evaluation are appended in Annex 1.

### Overview of the GDG Programme

#### Background

Gender equality and women's empowerment contribute to democratic governance, poverty reduction and sustainable development. Yet, the importance of these strategies and tools has not always been at the forefront of governance<sup>6</sup>.

The twentieth century saw the spread of women's voting rights and the expansion of women's political enfranchisement. Importantly, the global women's movements, the role of the United Nations Commission on the Status of Women (UN CSW) and many thematic global conferences between the years 1975 and 2000 further raised consciousness of gender equality and women's empowerment and saw the development of normative frameworks such as the Beijing Platform for Action (BFPA 1995) governing women's human rights and empowerment. Similarly, the United Nations General Assembly (UNGA) made a number of important declarations affecting women's civil, political and cultural rights, including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) that governs gender equality, women's empowerment and that links to gender and democratic governance.<sup>7</sup>

It is now widely recognised that peace, security and governance are experienced in different ways by men and women. Yet little data currently exists to document these differences and track trends overtime. The lack of adequate data becomes a serious impediment to the effective implementation of policies for gender equality and women's empowerment.<sup>8</sup>

Between 2000 and 2013, the United Nations Security Council (UNSC) adopted seven Women, Peace and Security (WPS) resolutions beginning with the seminal UN SC resolution 1325 on Women, Peace and Security (2000) a heightened focus on violence against women (VAW) and sexual and gender based violence (SGBV).<sup>9</sup> Additionally, as highlighted in the UN Millennium Declaration (2000),

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<sup>5</sup> Adapted from the Inception Report prepared by ISG for the GDG Programme Evaluation, 2014.

<sup>6</sup> Attention to these issues increased over the course of the twentieth century, a momentous time for gender politics. Links were forged between women's workforce participation and their active involvement in public affairs. The concept of gender equality in representation mobilised coalitions of women globally who were determined to enter formal politics. Theoretical reflections on justice and democracy provided researchers on gender equality and women's empowerment with normative tools for unpacking the gender contract between the state and the citizen.

<sup>7</sup> [Epubs.surrey.ac.uk/2541/1/Galligan1\\_PIDOP\\_Barret.pdf](http://Epubs.surrey.ac.uk/2541/1/Galligan1_PIDOP_Barret.pdf). Keynote Address. 2010

<sup>8</sup> Contribution by UN Women to the Gender Sensitive Analysis of the SHaSA by Uganda Bureau of Statistics, UNDP.

<sup>9</sup> The others are 1820(2009), 1888(2009), 1889(2010), 1960(2011), 2106(2013) and 2122 (2013).

democracy and democratic governance are critical requirements if the Millennium Development Goals (MDGs) are to be achieved in an equitable and sustainable manner.<sup>10</sup> Furthermore it is now widely recognised that the delivery of gender-sensitive basic services for women is a pre-requisite for development and that the MDGs will not be achieved unless and until women are able to contribute to, and benefit from development on a par with men.<sup>11</sup> Gender-responsive service delivery requires ensuring women have access to services that enable them to freely develop, use their capabilities and support the full realisation of their human rights in order to demand and contribute to democratic governance.<sup>12</sup>

The United Nations Development Programme (UNDP) highlights seven core areas underpinning democratic governance.<sup>13</sup> Within these areas are basic services that are essential for women i.e.

- those conventionally regarded as basic services;
- those such as health and education that support women's human rights;
- those not conventionally regarded as basic services such as employment and economic services but that also support women's human right ; and
- those that are fundamental components of governance itself such as electoral and related political services, civil registration and legal, justice and police services.

#### **Structures and systems needed for good gender and governance practices**

Gaps in the implementation of policies and the lack of government accountability repeatedly constrain the good intentions of gender equality policies. In addition, governance reforms are generally not conducted with a view to improving public sector responsiveness. In order for this to change, four aspects need to be considered for women's effective empowerment. These are:

- strengthening voice;
- mobilisation and collectivisation of women;
- creating spaces where women can express their voice; and
- the enhancement of knowledge regarding women's rights and entitlements.

In order to achieve results and improve service delivery for women, gender-disaggregated data and evidence-based policy is required. In addition, challenges in laws, institutions, and resources need to be addressed.<sup>14</sup>

Moreover, gender-sensitive services cannot be effectively delivered or sustained in the absence of a gender budgeting process and policies that make budgeting expenditure more transparent and that make budgeting decisions more participative. If done correctly and systematically, gender budgeting contributes to gender-sensitive and good governance.<sup>15</sup>

<sup>10</sup> Millennium Development Goals Report 2014.

<sup>11</sup> UNDP Users Guide to Measuring Gender

<sup>12</sup> GDG Modified Global Programme Proposal

<sup>13</sup> Parliamentary development, electoral systems and processes, justice, access to information and the media, decentralisation and local governance, public administration reform, anti-corruption and human rights

<sup>14</sup> GDG Modified Global Programme Proposal

<sup>15</sup> Gender Budgeting and democratic Governance: Experience from Africa and Europe. Prospects for Africa and Europe's Policies. The Venro Project in the Africa –EU Partnership. Workshop of African and European Civil Society Organisations. Bonn. September 2010.

There has been progress in ratifying conventions, passing laws and developing policies, but budgeting for and actually delivering the services mandated by these laws, conventions and policies have lagged.

Against this backdrop, the United Nations Fund for Women (UNIFEM) now the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) launched the GDG Programme in 2010 with funding from the Government of Norway and later the Government of Spain.<sup>16</sup> The programme was launched in Morocco, Rwanda and Tajikistan, three geographically different countries in three different regions but all with on-going governance reforms aimed at improving gender equality and promoting better democratic governance. **Figure 1** below highlights the country programmes and their goals.<sup>17</sup>

**Figure 1:** Country Programmes

MOROCCO	RWANDA	TAJIKISTAN
<p>The goal of GDG Morocco Programme was to support the Ministry of Justice (MOJ), Ministry of Solidarity, Women, Family and Social Development (MOSWFSD), and civil society organisations to improve women's access to legal services as part of the implementation of the Family Code.</p> <p>The programme was implemented at the national level in Rabat with two primary partners: the MOJ and the MOSWFSD.</p> <p>At the local level, the programme was implemented with the Family Justice Sections and NGOs in Beni Mellal, Casablanca, Khenifra, Oujda, and Tangier. These locations were selected to ensure both rural towns and large cities were included across Morocco.</p>	<p>The Rwanda GDG Programme focused on agriculture with the goal of Enhancing Gender Responsive Service Delivery of Agricultural Services through Governance Reforms. UN Women worked with strategic partners (Gender Monitoring Office, Ministry of Agriculture and Animal Resources, District Authorities, and the community-based organisation umbrella service provider Urugaga Imbaraga).</p> <p>The programme was present at the national, district and sector levels but focused on Kirehe and Nyaruguru districts. Objectives included supporting reforms towards enhancing gender equality in the agricultural sector and enhancing the capacity of the GMO and other stakeholders to monitor the gender responsiveness in service delivery in the agricultural sector.</p>	<p>The GDG programme in Tajikistan worked at both national and local levels.</p> <p>At the national level, the programme focused on policy advocacy and institutional change within the Ministry of Labour and the Civil Registration Directorate- Ministry of Justice to ensure that social protection and registration policies and services take into account vulnerable women's priorities and needs.</p> <p>At the local level, the programme worked in three pilot districts of the Sughd province with a focus on increasing women's voice and influence by strengthening women's community-based organisations and institutional channels via District Task Forces to create opportunities for citizen participation in design and delivery of social protection and civic registration services.</p>

The GDG Programme supported global, national and sub-national activities in Morocco, Rwanda and Tajikistan to improve the governance and delivery of basic public services and goods to women in key sectors with a particular focus at the local level. In each of the three programme countries and in Egypt<sup>18</sup>, the GDG Programme aimed to improve policies and institutional mechanisms for gender-responsive service delivery and increase women's influence in the governance of such delivery. As such, the Programme worked both on supply-side and demand-side interventions that are practical and replicable to ensure that governance of public services are more gender-responsive. A key area of programme focus has been to build a global knowledge base on gender-responsive service delivery, including country-specific and cross-country data on the quality of services available to women and qualitative data on institutional challenges and ways of addressing them. In so doing,

<sup>16</sup> UNIFEM/UN Women Third Annual Donor Report to the Governments of Norway and Spain for the period January-December 2012

<sup>17</sup> Morocco and Rwanda are UN Women Multi-Country Offices. Tajikistan is a Project Office under the supervision of the multi country office based in Almaty, Kazakhstan.

<sup>18</sup> Egypt is the only one of the three virtual interview countries that has a fully developed GDG programme.

the GDG Programme contributed to the achievement of the MDGs, in particular MDG3, the gender equality goal.<sup>19</sup> Figure 2 below presents the service areas on which the GDG programme focused.

Figure 2: **Programme Service Areas and overlap with other UN Women programmes**



Over the period of its implementation during the years 2010 to 2014 the GDG Programme has aimed to build a body of knowledge, practical programming experience, programming methodologies and tools to improve governance of the delivery of public goods and services to women in key sectors with a particular focus on poor women and on reform at the sub-national (local and community) levels.

As part of the global programme UN Women supported governance initiatives at different levels in three additional countries: Liberia, Malawi and Egypt.

- **Liberia:** The GDG Programme leveraged an on-going government decentralisation process that presents an important opportunity to further promote gender equality and equity in the development of its sub-national governance system. The Governance Commission (GC), the Ministry of Internal Affairs (MIA) and the Ministry of Gender and Development (MOGD) all requested support and assistance from United Nations agencies to Liberia, in particular UN Women, to ensure that the decentralisation process and local governance system is gender-responsive.<sup>20</sup>

<sup>19</sup> Millennium Development Goals Report 2014

<sup>20</sup> Virtual interviews conducted with UN Women staff in Monrovia, Liberia. August 2014

- **Malawi:** With an agricultural based economy like Rwanda, the UN Women Country Teams picked up on the important role of South-South exchanges and peer learning to organise and conduct study tours to share and discuss innovations, strategies and challenges in agriculture and service delivery to women. Study tours between Malawi and Rwanda were organised in June and November 2013. Further details are provided later in the report.<sup>21</sup>

**Egypt:** The Programme supported the Women's Citizenship Initiative to ensure women's basic citizenship rights during the democratic transition in Egypt by enabling poor women living in rural or marginalised areas to receive their national Identity Cards (ID) and thus access their full rights as citizens.<sup>22</sup> Furthermore, efforts were made to develop the capacities of UNDP and UN Women staff and national counterparts to generate gender-sensitive governance assessments and influence policymakers globally to recognise that service delivery to women is critical to good governance and the achievement of the MDGs.

#### **Programme Design**

The GDG Programme was developed to address inadequacies and deficits in key areas of democratic governance in the countries targeted i.e. inadequate institutional responsiveness to women's interests at the national and sub-national levels; inequity in service delivery and women's poor engagement, lack of access to services and lack of influence in the design of those services. The Programme therefore elaborated its global goal as improving the governance of the provision of public goods and services in women's interest. The three strategic aims included:

- a. Key public service delivery institutions, especially those dealing with registration, justice, safety, social security and livelihood support have enabling institutional environments for quality and accountable service delivery to women;
- b. Increased influence of women and gender equality advocates in service delivery governance;
- c. Increase in development strategies, conventions, agreements and policy outcomes at the national, regional and global level that promotes gender-responsive service delivery.

While the Programme was initiated by UNIFEM, the design is of continued and heightened relevance to the mandate of UN Women and is consistent with UN Women's work and championing of gender equality, women's empowerment and gender-responsive budgeting to promote gender equality. It is of note that the GDG Programme is also in keeping with UN Women's work on the WPS agenda, including the Potential Security Sector Reforms, Safer Cities, the Peace building Support Office initiatives (PBSO) and the Access to Justice Programmes. GDG also links to the prevention of VAW and the protection of women from SGBV in armed conflict as well as post conflict and fragile states. Additionally, in keeping with the **One UN** approach and its promotion of Joint Gender Programmes (JGP), the GDG programmes work aligns with initiatives outlined in the strategic plans of various UN organisations including those of UNDP, the United Nations Population Fund (UNFPA) and the United Nations Children Fund (UNICEF).

The GDG Programme is also in keeping with the United Nations System-wide Common Understanding and the Human Rights-based Approach to Development Planning, which specifies

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<sup>21</sup> Telephone KII with former Coordinator of Rwanda GDG Programme (now based in Malawi to oversee the replication of the Programme there and with UN Women Malawi CO). August 2014

<sup>22</sup> Virtual interviews with UN Women CO Egypt August 2014

that development cooperation contributes to the capacity-building of duty bearers to meet their obligations and/or of rights holders to claim their rights.<sup>23</sup>

In order to fulfil its stated aims (outlined above) the GDG Programme has utilised a number of strategies and tools, including:

- **Multi-level partnerships** between UN Women and country governments at national and regional levels, key line ministries, strategic governance and statistics institutions (both private and public), sister UN agencies, technical committees, and international and national civil society organisation (CSOs);
- **Capacity-building** of *duty bearers* i.e. institutions including sectoral ministries responsible for service delivery; women's organisations to better engage in community level initiatives that demand and promote gender-sensitive service delivery into institutional processes, financing of local initiatives, training for project management and women's monitoring of such initiatives;
- **High-level technical assistance** to national counterparts in sectoral ministries and other technical experts in institutions responsible for service delivery;
- **Public information and communication strategies** including publishing, use of social media (Facebook, Flickr, Twitter, YouTube), radio programmes and public service announcements (PSA);
- **Evidence-based advocacy and lobbying** of governance institutions including based on research and publication of gender-sensitive data identifying gaps in policies, deficits to be redressed and recommendations for vertical and horizontal advocacy and upstream lobbying to influence national and sub-national service delivery to improve democratic governance.

At the global level, the GDG programme collaborates with UNDP including the Oslo Governance Centre (OGC) and the Bureau for Policy Development (UNDP BPD). The OGC positions UNDP as a champion of democratic governance, both as an end in itself and as a means to achieving the MDGs. The collaboration includes knowledge networking and multi-disciplinary team work. The close partnerships with leading policy and research institutions in different parts of the world and support to GDG programme countries and others focus on nationally owned and driven democratic governance assessments that strengthen democratic governance at the country level. The data so generated is housed on the UNDP Governance Assessment Portal (GAP)<sup>24</sup>. This support also includes developing and mainstreaming gender-sensitive indicators in select governance assessment projects such as those conducted in Liberia, Egypt and Tajikistan.

The collaboration between UN Women and the UNDP also includes support for the participation of southern partners to attend the Oslo Governance Forum (OGF<sup>25</sup>) and cost sharing on developing and maintaining the GAP to map nationally owned gender assessment initiatives. Thus the UNDP's programme on governance assessments aims to develop the capacities of governments, national statistical offices and civil society in the collection, maintenance and analysis of governance related data. It also assists the development of an inclusive, consultative framework for systematic assessments and monitoring of democratic governance goals and targets expressed in national

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<sup>23</sup> Taken from UN Women Strategic Plan 2011-2013

<sup>24</sup> The GAP, set up by the Programme on Governance Assessments is a virtual resource centre for indicators, assessment frameworks and country studies, thus it data including articles, tools, statistics and case studies for measuring democratic governance.

<sup>25</sup> The OGF convenes governance experts from sister UN agencies, the World Bank and other, institutions to discuss issues relating to governance. It provides an opportunity for UNDP staff and others to learn and network and strategise on governance related issues.

development plans. As such it supports work on governance indicators to strengthen democratic governance at the country level. This work is spearheaded by a research consortium of African think tanks led by the Institute for Democracy in South Africa (IDASA) and includes the Strategic Initiative for the Harmonisation for Statistics in Africa (SHaSA).<sup>26</sup>

### **Selection of target countries**

The situational analysis conducted by the GDG Programme identified areas of ongoing governance reform with the potential to improve service delivery and outcomes for women. Further exploration and subsequent in-country discussions resulted in the identification of institutional entry points that included supporting the Ministry of Justice and Freedoms (MOJ) in the effective implementation of the Family Code in Morocco, the newly established Gender Monitoring Observatory (GMO) in Rwanda to monitor with accountability, gender mainstreaming of the plans and policies of the Ministry of Agriculture and Animal Resources (MINAGRI) and strengthening the capacity of the Ministry of Labour and Social Protection (MLSP now the Ministry of Labour, and Employment, MLME) in Tajikistan to implement a new Labour Code and to develop policies on Gender Responsive Budgeting (GRB).

In consultation with government, UN and CSO partners, designs for interventions in Morocco, Rwanda and Tajikistan were developed. While the contexts for each pilot intervention differ, the challenges of inadequate institutional responsiveness to women's interests at local level/inequity in service delivery coupled with poor engagement and lack of influence of women in the design of services and lack of access issues were features common to all.

### **Measures of government effectiveness**

The typology for the selection of the countries was built around two important dimensions of governance i.e. **supply** and **demand**. On the **supply** side, Kaufmann's measure of government effectiveness<sup>27</sup> was used. The measurement highlights that:

- **Tajikistan** ranks low, indicating continuing challenges in reforming public bureaucracies that lack accountability and performance orientation and which are characterised by weak public financial management systems, limited financial resources and weak technical capacity. Corruption also needs to be addressed;
- **Rwanda** is middle ranking, with a significant increase in government effectiveness in the last decade. The Government of Rwanda (GoR) strategy emphasises access, equity, quality and inclusiveness. An important element in the strategy is devolved service delivery including an opportunity for voice and accountability; and
- **Morocco** has the highest indicator of government effectiveness. This reflects a strong administration with robust management systems underpinned by centralised control of bureaucratic functions which is improving through governance reforms.

On the **demand** side, UNDP's Gender Development Index (GDI) was used as a '**proxy**' for women's agency in any given governance context.

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<sup>26</sup> The Consortium includes research institutes in Ghana, Rwanda and Mozambique. In addition to the SHaSA, statistical institutes include the Mo Ibrahim Foundation and the Afro Barometer initiative.

<sup>27</sup> This measures the competence of the bureaucracy and quality of public service delivery and is one of six measures utilised in the construction of governance indicators.

- **Tajikistan** is a demand side governance context with minimal civil and political freedoms, a constrained media and limited opportunities for participatory governance. A limited set of accountability type reforms are being initiated by external donors but with weak local ownership.
- **Rwanda** is a progressively reforming governance context whose devolving authority and institutional reforms encourage civil society participation and provide encouraging opportunities. However political power is centralised and there are authoritarian tendencies.
- **Morocco** has a democratising political system with a strong administration and with early signs of opportunities for demand side influencing through growing advocacy and contestation among civil society groups. However, Morocco remains a context of centralised political power and hierarchical patron-client relationships.

### **Complementarities**

The formation of UN Women has provided opportunities for the Peace and Security section to build on the strategic relationships held by the four previous UN entities<sup>28</sup> to create a more focused and better resourced strategic department for the advancement of gender equality and women's economic empowerment. UN Women leads the UN Gender Task Force, is the lead on gender and governance issues and collaborates with other UN agencies such as UNDP, the PBSO and the World Bank (WB) on gender and governance initiatives. Moreover, the new and reformed Peace and Security Department provides advisory support to Country Teams as well as to global institutions. Thus, the GDG Programme complements activities and approaches both within and external to UN Women.

For instance, in addition to the work that is directly attributable to the GDG Programme, UN Women works with UNDP in its role as lead within the UN on democratic governance and in this capacity has linkages with a wide variety of stakeholders across the world and in all regions. In addition to those mentioned above, UN Women has linkages with the OECD-DAC, CSOs, INGOs and research institutions involved in the field of democratic governance issues.

### **Budgeting and Reporting**

Following an initial scoping phase in 2008, the Programme was launched in 2010 in Morocco, Rwanda and Tajikistan with both national and global components funded by the Governments of Norway and Spain. Seed funding for Egypt was provided both from UN Women core and from the Government of Spain. UN Women has provided both financial and narrative reports to the Governments of Norway and Spain on a regular basis as per the Programme Document.

### **Results Framework**

The GDG Programme activities are determined by country-level logical frameworks (logframe). These are context specific in that they are adapted from the global programme logframe to fit each national context while maintaining the broad aims and strategies of the global programme. This ensures consistency across the country programmes and between these and the global programme. In addition it affords flexibility to adapt to the specific opportunities and challenges at national level.

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<sup>28</sup> The four former entities are Division for the Advancement of Women (DAW) International Research and Training Institute for the Advancement of Women (INSTRAW) Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) United Nations Development Fund for Women (UNIFEM) - See more at: <http://www.unwomen.org/en/about-us/about-un-women#sthash.ou4h7uHJ.dpuf>

The GDG Programme's first logframe was developed in 2008/9 to support the Programme design. Following the end of the initial first six months, the Programme proposal, the results framework and the logframe were amended to take account of programming realities. The documents were further amended following a 2012 midterm review and its recommendations and changing realities in national and global contexts. Performance against the revised logframe is detailed below.

### Evaluation Scope

ISG's utilised a combination of summative and formative approaches to this final evaluation. The evaluation is formative in that it seeks to inform future programming and prioritisation of UN Women and its partners. It is also summative, in that it allows for the comparison of outcomes from the different country programmes to provide a better understanding of the process of change as well as a sense of *what worked and why*.

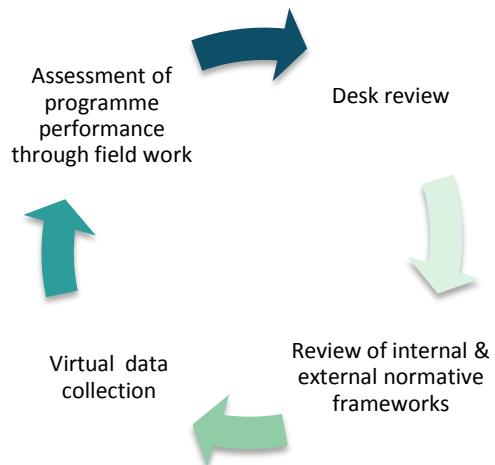
ISG sought to measure results against the GDG Programme logframe at the global, country and sub-national levels, assessing the achievement of the defined programme outcomes at the field and global levels. These were:

- a. That key public service delivery institutions, especially those dealing with registration, justice, safety, social security and livelihood support have enabling institutional environments for quality and accountable service delivery to women;
- b. Increased influence and presence of women and gender equality advocates in the governance of service delivery; and
- c. An increase in the number of development strategies, conventions, agreements, and policy outcomes at the national, regional and global level that promote gender-responsive service delivery.

The research team employed a robust gender-sensitive approach based on transparency, participation and consultation. The evaluation field work took place in the three primary programme countries of Morocco, Tajikistan and Rwanda. Virtual interviews were conducted with programme stakeholders in the three additional intervention countries of Egypt, Liberia and Malawi.

The evaluation was underpinned by:

- A desk review of relevant UN Women programme documents including the logframe, monitoring and evaluation and donor (M&E) reports, baseline documents, budgets, and external documents. A complete list of documents considered for this final report is attached at **Annex 2**.
- A review of internal and external normative frameworks governing gender and democratic governance highlighting available emerging good practice; external documents included UNDP OGC's reports and texts from UN and other agencies;
- Assessment of the Programme's performance through field visits to Morocco, Rwanda and Tajikistan. Comprehensive document reviews, key informant interviews, focus group discussions and direct observation with beneficiaries were



conducted in each country;

- Remote (i.e. via Skype/telephone) key informant interviews with stakeholders in Egypt, Liberia and Malawi to assess performance at global level specifically assessing the effectiveness and impact of the partnership with the UNDP OGC and the global aspects of the Programme.

Research was implemented with a focus on the relevance and effectiveness (design of the Programme), the efficiency (process) and the impact and sustainability (results level). In particular, ISG analysed the relevance of the Programme's conceptualisation; assessed the efficiency of the administration and management of the Programme across all main outcomes – including UN Women's ability to record evidence of impact and lessons learnt; assessed the effectiveness and immediate impact of the Programme based on the results achieved against those planned and identified and, assessed unanticipated results or unintended consequences. The data thus generated was analysed to provide findings and recommendations that can be used to inform and strengthen future programming while allowing for the sharing of best practices and the refining of conceptual and programmatic aspects.

## Overview of the Evaluation Process

The evaluation consisted of five phases:

- 1) **Preparation Phase** (June 2014 – July 2014) - This phase elaborated on the approach and methodology for the evaluation. A Document Review was conducted to inform the evaluation framework, develop the evaluation questions and detail the approach and methodology. An Inception Report (IR) was drafted and delivered to UN Women by ISG.
- 2) **Data Collection and Fieldwork** phase (July-September 2014) - This phase included field visits to the three GDG Programme countries (Rwanda, Tajikistan and Morocco) and involved close liaison with the UN Women Country Teams in each country in preparation for the visits. In-country, the evaluators conducted consultations with key informants at the global and country level, undertook further literature and document reviews and produced detailed country evaluation reports.
- 3) **Individual Country Reports** (August-October 2014) - This phase consisted of the preparation of individual country evaluation reports produced by the research country teams on the initial findings from the field visits. The reports were presented to the UN Women and Women Evaluation Coordinator and returned to the respective UN Women project staff for review and validation.
- 4) **Analysis and Draft of Synthesis Report** (October 2014) - This phase focused on identifying evaluation findings, synthesising and developing global recommendations and on formulating conclusions.
- 5) **Final Report Presentation** (October 2014) - A final presentation workshop was organised with the UN Women headquarters and country teams as well as donors for validation purposes and to discuss recommendations and their feasibility and implications for a next phase of the Programme.

## Evaluation Design

### Overall Approach

ISG's evaluation team, in consultation with UN Women COs and based on the original TOR, developed a set of key evaluation questions and sub questions to guide the data collection, data analysis and report writing. These questions are presented in **Annex 3**.

The evaluation employed a consultative, culturally sensitive and participatory approach that was responsive to gender and human rights. The evaluation also utilised a mixed-methods approach including:

**Consultation:** During the Inception phase the ISG consulted with the Peace and Security team at UN Women to ensure that the final product would be of value and useful to the end users. Throughout the process the ISG involved pre-identified key stakeholders in refining or correcting findings, conclusions and recommendations from the country case studies and drafts of the final evaluation report as they emerged. Drafts of the IR, the country reports and global report were shared with the UN Women Country Teams.

**Gender and human rights responsive/culturally sensitive:** The evaluation is guided by the UN Evaluation Group's (UNEG) 'Norms and Standards for Evaluation in the UN System.' Other reference points are the UNEG guidance document on integrating human rights and gender equality perspectives in evaluations in the UN system, and the UN Women guidance document 'Concept Note on Integrating Gender, Human Rights and Culture in UN Women programmes'.

**Mixed Methods:** The evaluation team utilised mixed data collection and analysis methods. These enhance the quality and credibility of findings and conclusions through triangulation and overlapping of different data sources and methods of data collection. These methods are detailed below.

#### **Methods and Tools used for Data Collection**

##### ***Document Review***

A detailed document review was undertaken, guided by the agreed evaluation questions that facilitated conceptualisation of the methodology for both the country research and the global level study. For a full list of documents reviewed at both global and country level see **Annex 2**.

##### ***Key Informant Interviews and Focus Group Discussions***

Approximately 280 interlocutors/stakeholders were consulted as part of the evaluation through semi-structured Key Informant Interviews (KIs), Focus Group Discussions (FGDs), and direct observations of beneficiaries in their communities. Representatives from UN agencies, governments, regional state structures municipalities, key line ministries, trade unions, NGOs and local associations were consulted. Respondents to the FGDs and KIs were selected using a convenience sampling methodology that was utilised due to limited resources that precluded a true random sampling. The sampling frame for the evaluation consisted of two groupings:

- 1) Programme beneficiaries: individuals (women and/or men) interviewed separately representing communities and organisations participating in programme activities. The interlocutors who responded to the evaluation were selected by the UN Women Country Teams. The COs also facilitated the selection of programme communities to provide a representative sample of the diversity of activities, locations, dynamics and results;
- 2) Programme organisational/government stakeholders: representatives of organisations (UN agencies, NGOs) and government departments or ministries involved in the GDG Programme. Individuals were selected on the basis of the relevance to the Programme, their formal relationship to the governance agenda and their availability to participate in the evaluation in a given country context (e.g. representatives of women's ministries) and their availability to be interviewed by ISG (availability of all key stakeholders could not be assumed as a given due to the time constraints of the evaluation). A full list of respondents is included at **Annex 4**.

The limitations on the findings imposed by the sampling were counterbalanced by triangulation of field research findings with each other, with data gathered through virtual interviews and with the findings of the literature/document review.

### *Country Case Studies*

The evaluation included 8-10 day field visits to Morocco, Rwanda and Tajikistan. Upon arrival in-country the evaluation team held an introductory meeting with UN Women CO for a briefing on the country context, programme activities, programme results, logistics and field visit schedules.

ISG team members conducted the in-country field visits in close partnership with UN Women CTs. Detailed notes taken during each KII or FGD as well as from direct observation were written up each day and initially coded based on themes. Analysis of these notes enabled triangulation of data from the mixed methods with the data from the document review. Individual country briefs containing preliminary findings and recommendations were presented to each UN Women CO prior to the departure of the evaluation team. This allowed opportunities for discussion, feedback and clarifications, highlighting gaps, potential misperceptions and to ensure buy-in and ownership.

### **Methods and Tools Used for Data Analysis**

The following methods of analysis were used in this evaluation:

*Descriptive analysis* was used to understand the context in which the GDG Programme evolved and to describe its implementation at the global and national levels;

*Content analysis* of programme documents, records of interviews, observations from the field, etc. and qualitative data emerging from the GDG Programme field work to identify common trends, themes, and patterns for each of the key evaluation criteria.

*Comparative analysis* to examine findings across different countries, themes, or other criteria. It was also used to identify best practices, innovative approaches and lessons learnt. This analysis was supplemented by the data from stakeholder virtual interviews from Egypt, Liberia and Malawi.

*Triangulation* between data collection methods increased the quality and credibility of the evaluation findings and conclusions. In addition, triangulation of the types of respondents highlight that of the total 280 respondents, 134 were beneficiaries of the GDG Programme, 20 were UN Women staff, 38 were partners, 17 were Government officials from various ministries and governmental institutions and four were non stakeholders. **Table 1** shows respondents by each method used.

**Table 1:** Triangulation by data sources- locations

Data Collection Method	Number of Participants by Country			
	Morocco	Rwanda	Tajikistan	Total
Introductory Meeting with UN Women	3	4	2	<b>9</b>
KIIs	14	16	14	<b>44</b>
FGDs	13	36	100	<b>149</b>
Debrief Session with UN Women	3	5	3	<b>11</b>
<b>Total</b>	<b>33</b>	<b>61</b>	<b>119</b>	<b>213</b>

ISG also strove to achieve a gender balance in data collection activities. Of the total respondents, 109 were women and 104 were men.

### *Ethical considerations*

The evaluation team followed relevant guidelines for ethical research on gender and human rights issues. With this in mind, each of the research teams (which were largely female) took care to interview only adult women and men, singly or collectively - with their consent. This happened

mainly in the regions where the GDG Programme was piloted and where numerous beneficiaries enthusiastically presented themselves at the meetings. Of the three interpreters used in the data collection, only one was male.

#### *Quality Assurance*

ISG ensured the quality of all deliverables through the following:

**Clarity:** During the inception phase, UN Women and stakeholder needs and expectations were clarified. Data collection tools were developed from the evaluation framework. These tools were reviewed by, and discussed with UN Women evaluation coordinators to ensure appropriateness.

**Communication:** The evaluation team met regularly to review progress on the assignment and communicated frequently with UN Women on work completed, next steps, as well as any areas of concern and important events affecting the evaluation. The team critiqued all drafts and products and sought input from other in-house experts as required.

**Timing:** The timeline for the evaluation allowed for review and revisions of all draft deliverables and ensured feedback could be incorporated into the reports.

**Global Standards:** ISG ensures that its work complies with standards set by UNEG, UN Women and professional associations, such as ALNAP.<sup>29</sup>

#### *Limitations*

Risk/Limitation	Mitigation
Research was conducted in diverse linguistic and cultural settings that sometimes required interpreters. The evaluation team made every effort to identify interpreters who had experience of governance issues, but this was challenging.	The research questions and protocols as well as certain necessary assignment documents were shared with interpreters prior to engaging in the data collection.
Time and personnel constraints on the evaluation necessitated the use of a convenience sampling methodology for the field research.	Triangulation of the findings from the field research with data from multiple sources and with desk review data to verify validity.
Some field research had a preponderance of KIIs (vs. FGDs/direct observation) running the risk of bias as well as limiting the participation of other stakeholders (e.g. municipality/NGOs) whose advice would enhance the data collected.	UN Women COs staff and the ISG evaluators attempted to identify a representative sample of informants. Also data was triangulated with the findings from interviews conducted virtually among three additional countries.
In some cases there was limited access to financial documentation.	The limitations for analysis were discussed with the COs and reporting on this element of the evaluation is necessarily constrained.
Not all country-level documentation was provided in the time permitted for the research/analysis, limiting the comprehensiveness of the desk review in some settings and particularly, in Liberia where the Country Team is currently dealing with the Ebola epidemic.	Flexibility in approach to the research at individual country level and on combining individual country data, with successive rounds of validation of findings with country teams.

<sup>29</sup> See <http://www.alnap.org>

## Chapter Two: Findings

### General

The adoption of a three-tiered approach allowed each country programme to develop and implement concrete practical innovations including developing tools and learning processes to achieve the following:

- a. Improve service delivery to women and enhance their capacity to engage in and influence changes in institutional service delivery systems
- b. Promote evidence- based organisational change for gender equality in service delivery ;
- c. Grow a knowledge and advocacy network targeted at improving service delivery that is grounded in country level reforms to women.

*"They presented the problems in terms of social security delivery on community level to the working group for seeking solution to solve the problems. If it couldn't be solved at community levels then it goes to coordination council committee on district level for wider sources for result. It needs to be noted that the District Council Committee heads by Head of Social Protection Department. Thus the bottom-up approach standard was followed".*

**Member, Women's Watch Group  
Sughd Province, Tajikistan**

At the global level and with the support of UNDP's OGC, generate governance assessments through engagement with best thinking and practice globally, support initiatives for the collection and harmonisation of statistics and gender indicators to underpin evidence based policy making, planning and service delivery at the national and sub-national levels.

### Relevance

The evaluation found that the GDG Programme is relevant in each country context. Each of the three country programmes benefit from a long-standing UNIFEM/UN Women presence in the respective country characterised by strong connections to the government, key institutions and to international and national CSOs/NGOs.

Each Country Team designed their programme to meet the needs of their particular national context, identifying appropriate institutional entry points and areas of service delivery requiring reform in order to promote better democratic governance, increased gender equality and to contribute to the achievement of the MDGs.

Each programme is based on an in-depth analysis of the capacity of national, regional and local (sub-national) civil society and national institutions, awareness of the local contexts and cultural sensitivity.

In **Rwanda**, the GDG Programme was tailored to the on-going reforms in the agricultural sector and the need to ensure bridging the linkages between women's leadership in agricultural cooperatives and economic empowerment as well as building the capacity of agricultural extension workers to mainstream gender in service delivery. Through the partnership between UN Women, the GMO and the District Administrations in the Kirehe and Nyaruguru, the pilot districts, the **Strategic Plan** for MINAGRI was gender mainstreamed and a Gender Policy developed. The implementing service provider, Urugaga Imbaraga through Farmers Field Schools (FFS) has enhanced the capacity of MINAGRI's agricultural extension workers and that of both men and women farmers.

The **Morocco** programme is a part of ongoing judicial reforms and focuses on the implementation of the **Family Code** and several other significant constitutional, legal, political, and social reforms were underway in the country. The objective of these reforms was to stimulate democratic transition,

strengthen the foundation for good governance and adopt law reforms for the protection of the human rights of women and children.

The GDG Programme in **Tajikistan** was both relevant and effective to the country and its policy context. The deterioration of social services in the country has created a significant barrier to women's ability to participate equally in political, economic and public life. Additionally, the challenging of efficient access to and distribution of social security benefits affected women's human rights. Thus the GDG Programme has highlighted the necessity of promoting changes in service design and delivery to improve their efficiency promote gender equality.

In each of the three programme countries, UN Women and sister UN agencies (including a UN Country Team led by the UN Resident Coordinator) are present. In **Tajikistan**, UN Women executes its mandate and champions gender in part through the leadership of the Gender Task Force. Documentary evidence highlights that the UN family in general and UN Women/UNIFEM in particular, have strong pre-existing relationships in gender and governance-related programming in these countries. For example:

In **Rwanda** and **Morocco**, UNIFEM and the United Nations Democracy Fund (UNDEF) were involved in a project entitled 'Making Gender Integral to Transitional Justice' (2011). UNIFEM, UNDP and the United Nations Capital Development Fund (UNCDF) spearheaded the joint 'Gender Equitable Local Development Programme' (GELD 2008/2009). In addition, UN Women/UNIFEM laid the groundwork for the GDG Programme through such initiatives as integrating Gender-Responsive Budgeting (GRB) in the aid effectiveness agenda in Rwanda (2008) and budgetary reform in Morocco.

The above initiatives are highlighted as their outcomes enhance and support the GDG Programme. In various ways they sought to identify strategies and mechanisms for improving women's access to resources and services at the local level through gender-sensitive planning, programming and budgeting.

The **theory of change** on which the Programme is grounded is based on the assumptions that:

- Institutional deficits and lack of accountability constrains gender equality and does not lead to good gender-responsive and democratic governance;
- Women's lack of knowledge of their human rights and absence from service delivery processes contributes to poor service delivery, compounds gender inequalities, fosters poverty and dissatisfaction with service delivery thus hindering the achievement of MDG3.

Therefore, **if** institutions are supported to enhance their delivery of services and social accountability and **if** women (especially poor women) are informed and educated about their rights, are supported to find their voice, and become involved in demanding these rights, **then** they can demand better service delivery and contribute to gender-sensitive governance, thus contributing to the achievement of the MDGs.

In all of the programme countries on-going governance reforms include the development of initiatives to ensure women's voice, inclusion and enhanced capacity to demand their rights, promote better gender-sensitive service delivery and ultimately, gender and democratic governance.

*"I wanted to vote in the last presidential elections but I could not because I did not have an ID card. However, now that I have one, I can vote, receive subsidised gas cylinders and get other public services whenever I need to" said one of the women participating in the project's Citizenship Initiative".*

**Participant, Citizen Initiative, Egypt**

The Programme's relevance is assured because it has been designed to consider and address multiple obstacles to gender-responsive governance such as poverty, gender based discrimination, conflict and women's skills gaps. As such, the Programme's activities target all of these issues using different strategies. For example in Tajikistan, the Programme activities include attention to illiterate women, the poor and disabled as well as marginalised and stateless women. However, there are other areas where UN Women could make a difference and strengthen governance reforms. This includes strengthening its work on land rights for women, post-conflict public administration reform, and greater gender mainstreaming in national development strategies with the development of stronger indicators and monitoring mechanisms on the MDG3 at the local level. Additionally there is scope for UN Women as part of its revised mandate to consider government reforms in the area of front line service delivery.

### Effectiveness

Each country programme has been effective in increasing women's influence in the governance of service delivery and building gender responsiveness into the design and delivery of public services.

- In **Morocco**, M&E of the Programme through a pioneering **Satisfaction Survey** by the family Justice sections on perception of the impact of the programme indicated that a high level of respondents (70%) was satisfied with the services provided at the family sections in the five pilot cities. This indicates strengthening of women's civil society and reduction in the incidence of gender-based violence in the targeted communities. The most interesting aspect was that as a part of the implementation of the Family Code, UN Women and partners budgeted for, trained and deployed 100 female judicial social assistants to assist users, particularly women, in understanding, following their cases and navigating the courts. To date there are 280 judicial assistants of which 224 are women and 56 are men. This represents a critical deployment of women in the frontline of service delivery.
- In **Tajikistan**, the Programme has made significant achievements in mobilising local women to demand improved service delivery. Local Women's Watch Groups (WWGs) have been formed at the community level and have supported vulnerable members of their communities to access social safety net and registration services. The WWGs are now recognised as key leaders at the local level. The two-person District Task Forces (DTF) first developed to provide pro bono advice to women on land rights, have been expanded country-wide and continue to do so under the GDG Programme. Together, the combination of the WWGs and District Task Forces (DTFs) have contributed to informing women of their rights and have become community conduits of information and liaison between duty bearers and rights holders.<sup>30</sup>

In **Rwanda**, the Farmer Field Schools (FFS) have been effective not only in strengthening women farmers confidence at the household level but also in the public sphere to the extent that they are now able to compete for leadership positions in the Farmers Cooperatives in which they are involved.<sup>31</sup> Before the GDG Programme there were no female leaders of cooperatives in Kirehe and Nyaruguru but during the field visit, researchers met with four cooperatives of which three were led by women. In addition the capacity of agricultural extension agents and management structures of

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<sup>30</sup> ISG Tajikistan Gender and Democratic Governance Country Report. September 2014

<sup>31</sup> ISG Rwanda Gender and Democratic Governance Country Report. September 2014

farmer cooperatives to integrate a gender analysis in their monitoring, planning, and budgeting and their capacity to deliver gender-sensitive services has been strengthened.

In terms of developing a global knowledge base on gender-responsive governance for service-delivery, the global component of the GDG Programme is on track to achieve its objectives. Through its strategic collaboration with UNDP/OGC, UN Women has been successful in opening new policy spaces towards greater understanding of gender as a fundamental component of governance assessments and service delivery at the global level. In Egypt the OGC and the Social Contract Centre (SCC) collaborated with the Local Development Observatory (LDO) in piloting a governance assessment in El-Fayoum, (one of the poorest governorates) while focusing on six selected sectors considered to be most vital for citizens i.e. water and sanitation, education, health, roads and transport, street lightening and environmental improvement including solid waste management. Both the SCC and the LDO later mainstreamed gender through the implementation of a citizen **satisfaction survey** about the selected local services and the performance of relevant stakeholders within the frameworks developed earlier and governance assessment workshops involving stakeholders at the local and national levels.

In Liberia in 2013, as part of a partnership with the OGC, an agreement was reached between the civil society organisations and the Ministry of Planning and Economic Affairs to coordinate monitoring efforts, from Monrovia to the district level. This innovative partnership between the Government of Liberia (GoL) and civil society is innovative and a considerable breakthrough. The Liberia Office subsequently executed a full-fledged programme based on their previous successes.

Similarly, UN Women has been successful in partnering with the United Nations Department of Economic Affairs (UN DESA) and its Division for Public Administration and Development Management (DPADM) to create a new category of annually-presented UN Public Service Awards presented to winners in five categories for innovative initiatives in public service delivery that promotes good gender sensitive delivery services. The first awards were presented in 2011 with a total of four awards presented to date<sup>32</sup>.

UN Women, in partnership with UNDP and other UN Agencies, has also spearheaded a number of high level workshops and meetings bringing together global expertise in the field of governance to discuss and expand thinking on governance issues. Initiatives include workshops on Gender and Democratic Governance to accelerate the MDGs, Women at the Frontline of Service Delivery; and Gender Equality and Good Governance Forum: Improving Services for Women. Additionally, UN Women has established knowledge portals on Gender Responsive Budgeting, Gender and Governance and other issues critical to the women's empowerment and good governance.<sup>33</sup>

The result of this work is captured via the documentation of more than one hundred democracy assessment initiatives plotted on a map, indicates the degree to which national actors are increasingly seeking to understand and improve the quality of governance through assessment processes. Information included contextual and programmatic information, such as thematic focus, types of data collection, national partners and outputs, as well as links for further information.

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<sup>32</sup> See <http://unpan1.org> for further information.

<sup>33</sup> See UN Women website <http://www.unwomen.org>

Initiatives were also categorised according to the UN Secretary General's categories of democracy, and highlighted on the 2012 International Day of Democracy<sup>34</sup>.

### Efficiency

The evaluation found that UN Women has been efficient in managing the GDG Programme resources, budgeting and reporting as well as in supporting the diverse programme activities. While some country programmes may have sought higher budget allocations, all respondents reported that they were pleased with the results achieved with their overall allocations. One critical aspect of its efficiency in terms of budgeting is that UN Women have capitalised on strategic moments in time and short windows of opportunity to provide seed funding to countries in the process of democratic reform which has resulted in those countries leveraging funding from other donors. Such countries include Croatia which received seed funding to help with a project on reparations; Egypt which received seed funding to enhance women's positions and human rights during and immediately after the Arab Spring and Liberia in its decentralisation efforts. Through funding from UN Women, these countries have now secured funding from other donors including the PBSO and the Governments of Austria and Spain.

The evaluation team however, noted that while the programme has been efficient with projects involving limited funds, more could be achieved if the project was larger and had a larger amount of funding. UN Women should therefore consider economies of scale and be more strategic in developing programmes that would secure larger amounts of funding, have higher visibility and make just as much if not more impact.

Additionally, the evaluation team noted that although M&E frameworks were developed and available in all COs, some Country Teams faced challenges due to limited staff resources for efficient/effective monitoring and evaluation of the Programme. This has led to a burden on the in-country Programme Manager/Coordinator who manages multiple significant programmes and at times has to rely on the support of interns. While on this occasion, the issue did not unduly affect programme performance, UN Women should ensure that future programme budgets include funding for dedicated M&E staff. On this occasion the evaluation team noted that partners expressed satisfaction with the Programme management, commenting instead that the multiplicity of activities versus the time frame of the projects was an issue and that in future there should be fewer, but higher quality activities planned.

The evaluation team observed that planned results were achieved within projected timeframes. The evaluation team did not receive financial or budgetary documents from some local programme partners or from some of the COs but noted that careful selection of partners and judicious funding allocations assisted in the achievement of the projected programme results. The evaluation team noted that in all country contexts the GDG Programme selected partners with experience, knowledge of the issues, linkages with national and local government structures and established relationships with local and international civil society. This contributed to the efficient execution of the Programme. Partners were carefully selected to bring added value and create opportunities for positive change. It was also important that the Programme Coordinator/Manager remained in

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<sup>34</sup> Information on the database includes contextual and programmatic information, such as thematic focus, types of data collection, national partners and outputs, as well as links for further information. Initiatives are also categorised according to the UN Secretary General's categories of democracy, and highlighted on the 2012 International Day of Democracy.

constant contact with the field partners and made frequent visits to monitor, encourage and mitigate difficulties.

While UN Women Tajikistan has been supported by the Multi-Country office in Kazakhstan throughout the life of the GDG programme, the evaluation team noted that on-going changes and challenges meant that the evaluators did not meet with this office. UN Women could consider closer linkages between Multi-Country offices and individual Country Teams generally.

The transition from UNIFEM to UN Women also involved moving from a structure where every payment had to be authorised by the Regional Offices to one of greater delegated authority. This has created efficiencies in that partners do not have prolonged waiting times for funding and staff time is no longer wasted waiting for Regional Office approvals. However, stakeholders in Rwanda expressed concern with funding cycles not being synchronised. Partners mentioned that at times their implementation cycle was delayed as UN Women works to a different funding cycle than the Ministry of Agriculture and Animal Resources (MINAGRI).

## Impact

Programmatically, a twin track approach greatly facilitated results and impact. As highlighted below, the GDG programme has made significant progress against its aims in each programme country evaluated. It has also made significant impact and gains at the global level.

### *Country level*

Some prominent examples of impact at the country level include:

**Enabling policy environments for gender sensitive service delivery:** In all three countries, key policy institutions have been targeted and enabling environments have been created e.g. MINAGRI in Rwanda; the MLME in Tajikistan and in Morocco the MOJ. This process is iterative and long-term, and while the achievement of programme goals in this regard has not yet been completed, positive change will continue beyond the end of the programme in 2014.

- In **Rwanda** the GMO worked with strategic groups created within MINAGRI to support gender mainstreaming of the Ministry's Strategic Plan. Together with the UN Women Coordinator who was strategically based in the GMO, the programme advocated with the Ministry ensuring that its objective of training Agricultural Extension workers was achieved and that sustainable and positive policy changes contributing to better service delivery for women farmers were also achieved.
- In **Morocco**, UN Women played an important role by supporting research efforts and strengthening the research capacities of Ministries in order to better monitor and evaluate the implementation of the Family Code. The publications were widely disseminated to courts, government, Parliament, and civil society. They are often cited and used as a basis of discussion on talk shows on national TV and radio.
- In **Tajikistan**, an interesting outcome of the Programme was the formation of a coalition of nine specialist NGOs with country-wide membership to lobby for the ratification of the United Nations Convention on the Rights of Persons with Disabilities (CRPD), resulting in the partial agreement of the Government to complete the ratification in 2015. The formation of the coalition is of particular interest because the Bureau of Human Rights and the Rule of Law (BHR), one of the members was formerly against the formation of coalitions if the members were not carefully selected.

**Women's access to gender-sensitive basic services improved and increased:** The UN Women-facilitated WWGs were formed with the participation of formal and informal women leaders at the community and district levels. Members were trained to conduct surveys with vulnerable households and bring vulnerable women, men and youth together with service providers at the Jamoat level. The WWGs proved their effectiveness in 2012 in identifying most vulnerable citizens and facilitating their access to social services through vulnerable household monitoring. The WWG initiative was further expanded in 2013, with numbers of WWG increasing from 41 to 198. The household monitoring exercise in 2013 identified 1,208 most vulnerable citizens in the three pilot districts of which more than 80 percent were women and girls. They were provided with civic registration documents (e.g. birth certificates, marriage certificates, exchange of outdated documents) free of charge, thus enabling them to access various social services.

**Creating a critical mass of women both as providers and service users:** A key feature of this innovative global programme is the recognition that increasing the number of women in legislative processes is insufficient to ensure gender-responsive public services. It is also necessary to transform the public administration institutions that design and deliver services. As such, one key element of the Programme impact has been the creation of new insights on the importance of creating a critical mass of women service providers. Increasing evidence highlights the fact that women service providers in developing countries provide better quality services to both men and women and are critical role models for increasing women's presence in public spaces and promoting women's public engagement.

Such success is demonstrated in Tajikistan where in 2013, 5,401 people used the One Stop Shop (OSS) mechanism, of which 2,360 (43.7 percent) were women. In addition in 2013 the WWGs expanded from 41 in 2012 to 198 in 2013 and the DTFs expanded to 105 countrywide in Tajikistan. The use of the judicial social assistants in Morocco also demonstrates the importance of a critical mass of women in the forefront of service delivery both as providers and as service users.

**Women's increased confidence and influence.** During the evaluation, women and men in target communities spontaneously spoke about their increased confidence as a result of the Programme. The evaluation teams found that men were more inclined to spontaneously speak about the positive changes in the empowerment of women.

- In **Rwanda**, male farmers expressed their pride that women were heading cooperatives and noted that they proved to be just as effective, if not better, at farming challenging crops such as bananas. One man in a cooperative in the district of Kirehe (one of the pilot districts for the Programme), said that when the Programme first began men thought that they would be in control. However as the women received more and more training and capacity building on innovative farming techniques, the men became more confident that women could manage the crop cycle. Also in **Rwanda**, greater representation of women in cooperatives generally, and specifically in leadership positions such as President, Vice President and Accountant was very evident.
- In **Morocco**, the evaluators concluded from field visits and interviews, analysis of local media stories, and direct observation of men and women seeking access to judicial services at the Family Justice Section that there is increased influence of women and gender equality advocates in the provision of service delivery related to the Family Code as a result of the Programme.

### ***Increased influence of women and gender advocates***

Capacity building and training for women and gender advocates has increased their influence both in private and public spaces and at the policy level. The influence of women and gender equality advocates in the Programme countries has increased. For example, women activists in Egypt have progressed with respect to the Citizen Initiative. The judicial social assistants are highly regarded and will continue in place beyond Programme completion.

- In **Tajikistan**, WWGs were trained to conduct household surveys and to identify poor and vulnerable individuals (the disabled, multi children families migrant women, stateless women) and others in their communities who needed essential documents (such as passports) in order to demand their rights (social security payments, health services, pensions and other benefits). These groups later constituted themselves into a formal association and community resource. The WWGs provided significant community solidarity, providing information to both duty bearers and service providers. In addition, the two person DTF teams continue to provide pro bono legal services and have been adopted by the Committee for Women and the Affairs of the Family under the President of the Republic of Tajikistan who have decided to add a psychologist to the team.<sup>35</sup>
- In **Egypt** a Citizenship Initiative to provide ID cards to thousands of women demonstrated significant success. In **Rwanda**, lack of access to credit and loan facilities was a key gap in women farmers' access to gender sensitive service delivery. MINAGRI, as part of its focus on increased and gender sensitive service delivery raised the awareness of women of the financial services available for farmers that can be accessed by women farmers. GDG figures highlight that 120 women, 30 from each province, from different cooperatives, were informed and trained on these schemes and the requirements to access them. Currently 22 per cent women are able to access these schemes.

### ***Global level:***

The combination of national and global approaches in this programme has resulted in positive outcomes/impact. At the global level, the Programme has provided the overarching framework and theory of change on women's access to public services.

The global programme has drawn on the lessons learnt and knowledge generated at country level to strengthen its global policy advocacy and share experiences across countries and regions.<sup>36</sup> As stated above, UN Women has been very strategic in recognising short windows of opportunity in a country's democratisation process when it provided support through seed funding for specific initiatives beneficial to women's human rights and democratic governance. For example in Egypt, Liberia, Croatia among others. This type of funding has generally been catalytic in such countries and has assisted the country in leveraging additional funding for more developed programmes. In Egypt for example, seed funding for the Citizen Initiative resulted in larger funding for the larger programme Egyptian Women and the Democratic Transition 2012-2014.

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<sup>35</sup> Field visit data collection.

<sup>36</sup> Adapted from GDG Programme Proposal: gender and Democratic Governance in Development: Delivering Basic Services for Women

*"Getting stakeholders and partners to talk was an important gain. There is so much going on at the local level. Because of the exchange, and building on the momentum gained, we are trying to maintain links, through meetings and events, between government entities and local women farmers. We are setting up a knowledge management plan for these groups. Everyone works separately in Malawi, partially because of the lack of coordination by the Government. We are trying to fill this gap".*

*UN Staff Member, Malawi*

Further, at global level, the Programme, on its own and through its partnership with the UNDP/OGC, has had a multiplier effect. It has used its convening power with stakeholders in a variety of forums to promote the gender and democratic governance agenda, including the need for robust gender indicators and the collection of gender-disaggregated data. UN Women's work on indicators influences the response of the entire UN system as well as work on governance assessments and accountability across regions. In this respect, its partnership with UNDP is critical.

Through its partnership with the OGC, UN Women has helped to lead efforts in the integration of gender equality indicators for service delivery in governance assessments as well as those linked to the UN-REDD Programme. This work has included several study missions the most recent being in Libya and Tunisia where gender focus research will assess women's political and legal empowerment as well as plans for support to the Strategy for the Harmonisation of Statistics in Africa (ShaSA), which represents the collaborative efforts of three institutions (UN Economic Commissions for Africa, African Union Commission, and African Development Bank) member states and other stakeholders. With UN Women support, ShaSA will enable the African Statistical Offices to generate timely, reliable, and harmonised statistics. Further, an annotated bibliography on gender equality in political transitions is now a reference for UNDP and its partners, and has facilitated identifying gaps in knowledge, policy and programmes.

This information will inform new research and advocacy on more gender-sensitive policies and programmes, and is fostering new partnerships and dialogue both in Norway and in the Arab region.<sup>37</sup> In sum, UN Women's investment to UNDP through the OGC has been catalytic to impacting UNDP's policy and implementation more broadly. Similarly, UN Women's strategic and successful partnership with UN DESA and the launch and delivery of four Public Service Awards is a significant impact that is sustainable and will continue despite the end of the formal programme.

*"Before the programme there was very little involvement of the government, especially the Ministry of Internal Affairs, they weren't really engaging with the Ministry of Gender and other Ministries around decentralisation questions. After this program, they have taken ownership of the entire process. The Governance Commission, originally the lead partner, has handed the decentralisation programme over to the Ministry of Internal Affairs. These synergies are very good for integrating gender into the decentralisation process. There is a greater understanding of partnership and the need to work together".*

*UN Women, Liberia*

#### **Attribution of Impact**

In a programming climate that is focused and results oriented, but has many actors operating in the same sphere as for example, within the UN family, attribution of impact can prove challenging for implementers and donors. The issue may also arise due to implementing partners receiving funding from multiple donors for different elements of the same programme or projects.

Across all three country programmes, implementing partners were open about seeking additional funding and /or using different donor funding to publish reports that had been prepared as part of the GDG Programme. This concern is shared by other multi-lateral organisations that work with both national and global institutions. While a constraint to attributing results, it is also a mark of Programme success either in leveraging other support or in imparting resource generation skills to partners.

Despite this challenge, UN Women should continue to carefully and consistently document its own progress against its stated aims. ISG found that the three programme country programmes (and Egypt) have systematically documented their activities and outcomes and shared them widely in-country and with UN Women globally. Documentation of these initiatives and learning can contribute to sustainability of the Programme as it helps to build a body of knowledge on the gender and democratic governance agenda as it develops in each country of focus.

Documenting lessons learnt and other process issues has implication for resourcing. UN Women should develop its capacity for investigation, capture and communication of its initiatives.

## Sustainability

Across country programmes is evidence of sustainability of programme initiatives and outcomes.

- In **Tajikistan** the policy changes and influencing of the MLME to ensure gender equality in the new Labour Code will continue as it is being driven from within, with the Minister herself championing efforts. Sustainability of the project is further ensured by the replication of the OSS concept in all 18 districts of the Sughd region, the ongoing work with the MLME and by the newly formed Association of WWGs. Their reports demonstrate that as a result of their activities one-third more civic documents were received in the three pilot districts in 2012 than was available in 2011. The project activities continue despite the ending of project funding.
- The gains made by judicial assistants in **Morocco** and the changes made within the Ministry of Justice have been far-reaching. The judicial assistants will continue to be recruited, trained and integrated as part of the Family Justice Sections across Morocco. The Strategic Platform, Technical Committee and Steering Committee as well as other coordination mechanisms will continue to work on follow-on programmes and be strengthened.
- In **Rwanda** the Working Groups set up to influence the policies of MINAGRI continue their work. Additionally the WWGs continue to function and have now become formalised. The DTFs have been adopted by State institution responsible for gender and women's issues. The ownership of these processes by the government and their structures ensure sustainability.

## Progress against Programme Logframe

### ***Progress against the Programme Logframe The GDG Programme Global Goal is as follows:***

Improving the governance of the provision of public goods and services in women's interest.

- *Number of women using services*
- *Quality of service provider performances*
- *Women's perception of accessibility, quality and relevance of services*

#### ***Result: Achieved***

By the end of programme implementation, UN Women expected to have influenced governments and public administration institutions to be more gender aware with a focus on gender equality and with an improved understanding of the importance of gender-responsive governance in promoting sustainable development.

UN Women expected to have changed the perceptions of beneficiaries, improved their knowledge and understanding of their rights and created opportunities for them to have voice. In addition the project aimed to strengthen the technical capacity of service providers and duty bearers to collect, analyse and use gender-disaggregated data in planning and programming for the benefit of service delivery to women – especially the most vulnerable. UN Women expected that the Programme activities include attention to supporting the development of such databases for governments including at national and local government level.

#### ***Key Findings:***

UN Women has engaged in excellent strategic partnerships across all the Programme countries that have been mutually beneficial in advancing the Programme goal. In all Programme countries, the partners at the national, sub-national and community levels have been carefully chosen for their knowledge of the context, issues and access to entry points to achieve the Programme goals. In summary, UN Women has been successful in contributing to the stated Programme goal across all programme countries where it has been fully piloted. For example, In **Tajikistan**, 7,845 individuals received Identity Cards, 13,191 women received birth certificates, and 4,319 marriage certificates and 507 divorce certificates were awarded. In **Morocco**, results of the Satisfaction Survey of the Supply of Services in the Implementation of the Family Code by the Pilot Family Justice Sections (2011) indicated a high level (70%) of satisfaction with the services provided at the family sections in five pilot cities. Further, as a direct result of the survey, the Ministry of Justice and Freedoms addressed several issues arising from the findings, including setting up kiosks to improve access to justice services and the establishment of separate entrances for victims of domestic violence.

Outside the core programme countries, **Liberia** and **Malawi** are in the process of further developing their programmes while **Egypt** has already seen a great degree of success in the implementation of its Citizenship Initiative to provide ID cards to 2000 women. At global level, UN Women has leveraged its multilateral and strategic partnerships to build on the results of the country programmes.

**Outcome 1:** Gender Responsiveness is built into operational processes (i.e. incentive systems, operational procedures, performance measures, monitoring and oversight mechanisms and management information system) for the provision and regulation of selected public goods and services specifically registration, justice, safety, social security and livelihood support.<sup>38</sup>

**Key Findings:**

**Result: Achieved**

UN Women has contributed effectively, within its mandate, to achieving this outcome. It has partnered with UN DESA to create incentives for public service administrations who have contributed to gender responsiveness. Management Information Systems (MIS) have also been created across all programme countries as have monitoring, oversight and performance measures.

**Output 1.1** Gender-Responsive management information systems are sex-disaggregated and accessible to women users.

Indicators:

- Existence of sex disaggregated data in MIS.
- No. of MIS systems enhanced or created that ensure sex-disaggregated tracking
- Number of women accessing MIS data

**Key Findings:**

**Result: Achieved**

Four Management information systems have been created in Tajikistan, Egypt, Rwanda and Morocco. These databases all hold sex –disaggregated data and are accessible to women users. For example in Tajikistan, UN Women and partners helped to establish and strengthen the data base at the State Statistics Agency and also at the MLME (formerly MLSP). Women are able to use the systems. The evaluation has evidence of South-South exchanges but not specifically for the purpose of learning about MIS systems in other countries. However, UN Women has provided the implementing partners in the Programme countries with computers and access to new technology.

**Output 1.2:** Monitoring System tracks women's access to services

Indicators :

- *No of database categories with information on women's access to services*
- *No of case studies that analyse women's access to services*
- *No of country-level assessments that track women's access to services*

**Key Findings:**

**Result: Achieved**

At the country programme level, each programme has developed mechanisms and methodologies for tracking and monitoring women's access to services. In **Tajikistan** WWGs compile reports on numbers of women accessing the social security services through household monitoring and One Stop Shop meetings. In **Rwanda** GMO and MINAGRI staff conducts this monitoring. Systems are constantly being improved with new technological systems. In **Egypt** mechanisms also exist for tracking through access to the databases and the same is true for **Morocco**.

**Outcome 2:** Increased influence of women and gender equality advocates in the governance of service delivery

**Indicator:** Quality and frequency of women's interaction with service providers

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<sup>38</sup> This Outcome aligns with UNIFEM Strategic Plan (SP) Outcome 7: key policy service delivery and media institutions create enabling institutional environments to promote and protect women's human rights in line with global, regional and national agreements.

**Key Findings:****Result: Achieved**

UN Women has made significant progress towards this outcome. Women have increased their interaction with service providers significantly across the four primary programme countries. In Rwanda women farmers have regular meetings with MINAGRI extension workers, including gender officers, agronomists and statisticians. They also have access to trainings and workshops organised by MINAGRI and its partners where they are provided with information, technical expertise and assisted to prepare programme proposals for credit access, improved seeds and other farming needs. These consultation and information sessions with service providers keep women – and male farmers informed of innovations, access to funds, processes for joining, forming and registering institutions as cooperatives.

In **Tajikistan**, weekly meetings take place between duty bearers and service users where issues are discussed and solutions found thus saving women numerous trips to different offices to seek solutions to their problems WWGs and DTFs also meet regularly with women to provide free advice and information on how to access documents and other services.

**Output 2.1: Women users have structured access to institutional oversight mechanisms**

**Indicator:** Quality and number of changes in institutional oversight mechanisms to enable women's participation.

**Key Findings:****Result: Partially achieved**

The evaluation team found that women users' access to institutional oversight mechanisms to enable participation varied across the countries. In **Rwanda**, **Morocco** and **Egypt**, oversight mechanisms functioned effectively to enable women's participation. For example the Gender Ministries in these countries facilitated women's access to oversight mechanisms and actively sought their participation in processes with a view to strengthening their voice. In **Tajikistan**, changes have just been made to the mandate of the women' and family oversight mechanism and they are working towards enabling women to participate effectively in policy processes.

**Output 2.2 Women's recommendations for service improvements are accepted**

**Indicator:** Percentage and increase over time of acceptance of women's recommendations over prioritised services.

**Key Findings:****Result: Partially achieved**

The evaluation team found that achievement level on this output is varied. In **Tajikistan** the BHR conducted monitoring in Sughd Province on issues affecting the rights of disabled persons including children. Recommendations have been developed and presented to the Government of Tajikistan with a strong call for the ratification of the CRPD. To date the ratification has not taken place, although the Government states that this will occur at a future date. The Coalition of NGOs working on the issue, while disappointed, persists in its endeavour to seek ratification. In addition, the Coalition continues to lobby for the implementation of the full suite of recommendation presented in the report.

In **Rwanda**, recommendations for changes to service delivery to women farmers by the GMO and other key institutions have been taken on board. An Agricultural Plan has been developed and through the support of GMO and UN Women has been engendered. Working Committees that provided oversight to the development of the Plan and efforts to gender mainstream continue to function, highlighting the sustainability of the Programme.

In **Egypt** evidence of the degree of success of women and women's organisations in demanding reform and recommendations is provided by the ongoing activities Citizens' Initiative.

In **Morocco**, the strategic recommendation and request by women that judicial assistants be appointed to sit in the courts and advise judges and women citizens on issues relating to the Family Code is perceived by all stakeholders as a particularly successful initiative.

While there is little quantitative data available for this indicator it is clear that there is strong support for women's recommendations and that many have been accepted and acted upon.

**Output 2.3:** System/Mechanisms for collective representation of the needs of women service users are developed.

**Indicators:**

- No. of mechanisms/systems for collective representation developed or enhanced
- Creation of knowledge products/documentaries developed to highlight collective representation across different countries
- No. of strategic forums on governance/gender issues where the documentary is shown
- Number of requests received for screening of documentary

**Key Findings:**

**Result: Achieved**

The evaluation team found that a number of mechanisms and systems for collective representation of the needs and interests of women service users exist in the programme countries. These include women's machineries that have oversight of women's access to goods and services and that are currently striving to improve women's to gender-sensitive service delivery.

In **Tajikistan** the women's machinery is responsible for fulfilling this purpose. There is also the newly formed Association of Women Watch Groups which is a community mechanism which has expanded its role and claimed space for itself and for women generally.

In **Rwanda** the Gender Ministry and a number of other oversight mechanisms exist in the agricultural sector. A similar situation pertains in **Egypt** and **Morocco**.

Knowledge products have been created in all the Programme countries. These range from reports of research conducted as a part of the Programme to documentaries, banners, posters, songs, websites and situational analyses of the country contexts. Additionally all the country contexts have documented their successes and have shared, and continue to be ready to share them widely.

**Outcome 3:** Knowledge base built and ownership established on the challenges and solutions to the governance of public service provisions in the interest of women

**Indicators:**

- *Extent to which tools (qualitative and quantitative) is disseminated.*
- *Knowledge products are recognised, used and cited by global stakeholders*

**Key Findings:**

**Result: Achieved**

UN Women has achieved this outcome. UN Women has compiled a body of knowledge, much of it available on the UN Women website which includes a section dedicated specifically to each GDG Country Programme where knowledge products and other information on the country can be found. Additionally the Regional UN Women offices have established a website where information on the countries overseen by the specific Regional Office can be found. The UNDP OGC website also has information on the joint GDG Programme and reports on the countries where governance assessments are currently being undertaken. Examples include:

- Information on the mainstreaming Governance in Service Delivery in Egypt;
- Designing a Local Governance Assessment Framework in Morocco

- The Assessing Vulnerability and Corruption in the Water and Health Sectors in Tajikistan,
- The governance assessment on Liberia which involves Support to the Governance Commission on conducting a governance assessment on Health and Education. The products include reports, publication and other information related to gender and democratic government issues.

Additionally in some of the country contexts websites have been developed which provide information on the knowledge products developed produced by the Programme. An example of innovative practice was the development of an online portal on women's rights called "Al Nisaiya". In Morocco. The website facilitates access to information on the provisions of the Family Code, provides practical information on relevant institutions in Tangiers and a database of women's rights NGOs. The website is in French and Arabic and is also intended to help Moroccan women in the Diaspora. The website will be launched in October 2014.

**Output 3.1:** A body of tools for service providers and service users to improve responsiveness to women is developed and disseminated

**Indicators:**

- *Number and quality of tools developed. i.e. contextual case studies, user's guides, training manuals*
- *Functional knowledge base*
- *Existence of a functional portal within the OGC website*
- *Number of knowledge products posted on the portal*
- *Number of users that have downloaded the knowledge products.*

**Key Findings:**

**Result: Achieved**

UN Women has made progress on this output. Across the Programme a number of South- South exchanges were made. These include the following:

- Tajikistan Learning Visit and Study Tour to Moldova to learn about the One Stop Shop concept and its use in promoting gender-sensitive service delivery
- Malawi Study Tour to Rwanda, June 2013\*
- Rwanda Study Tour to Malawi \*
- Rwanda Study Tour TO Kenya

*NB: These study tours were undertaken to share experiences on service delivery and agricultural methods in the two countries involved. Malawi is in the process of developing its own GDG Programme, an unintended and very positive result and impact from the Rwanda GDG.*

Further, in 2013, the Ministry of Justice and Liberties in Morocco, with the support of the Programme, produced a report that compiled comparative statistical data from the family justice sections on marriage, divorce, marriage of minors, reconciliation, judgments executed, and division of property for the period 2009-2011. The Ministry disseminated the report to courts and referenced and used it in meetings held by it and civil society.

Global Conventions: CEDAW, ICESCR, ICCPR

- Regional Conventions: African Charter on Democracy, Elections and Governance
- African Region: Charter on Democracy, Elections and Governance, New Partnership for Africa's Development (NEPAD), Africa Peer Review Mechanism, Southern Africa Development

- Arab region: Cairo and Algeria Declaration (2014), Arab Regional Network of Women, Peace and Security (UNDP and Karama NGO, 2013), Ten Points Manifesto on Women's Rights and Security (Arab Regional Network on Women, Peace and Security)
- Latin America and the Caribbean: The Brasilia Consensus document (2010)

EU: Communication on Governance and Development 2003, The European Consensus on Development. Communication from the Commission to the Council COM (2003), Handbook on Good Governance.

**National: Women /Gender Machineries , Ombudsmen**

**Outcome 4:** Selected gender equality concerns are reflected in regional and global policy debates on governance of public service delivery.

**Indicators:** Number and quality of regional and global policy debates

**Key Findings:**

**Result: Achieved**

The evaluation found that UN Women has made significant progress on this Outcome. The engagement with UNDP /OGC and the UNDP regional centres in Africa and the Arab region has resulted in a number of policy debates on gender and governance, workshops on regional local governance. Assessments of local government/Municipalities, eight drafts of municipal studies of countries in the Arab region. A Regional Centre of Excellence on Governance has been launched in South East Asia. In Africa work has focused on statistics for indicators and workshops, research and discussion is ongoing on the emerging issues on assessments for local governance and municipalities.

As part of its partnership with the OGC, several international and regional policy debates have taken place. During the course of 2012, several workshops were held amongst the four NGO networks (the PRS Tracking Network, the Human Rights and Disability Task Force, the Human Rights & Budget Forum, and the Women NGOs Secretariat) and with Trust Africa Liberia (a partnership brokered through the UNDP Dakar Centre), to outline the strategy and gender-sensitive methodology for CSO-led monitoring of the PRS 2. As a result of these consultations, a draft project proposal on a 'comprehensive programme of support for PRS 2 monitoring from a human rights and gender-sensitive perspective' was developed, and its implementation over the next three years was planned to be funded by UNDP Liberia and Trust Africa Liberia. With the situation in Liberia, this may be delayed.

The GDG Programme promoted global and regional knowledge-sharing and policy development on gender-responsive service delivery. The OGC and the UNDP Regional Office in Cairo partnered with Foundations for the Future, to organise a forum in Amman to increase discussions on the challenges and opportunities faced by national think tanks and NGOs in the Arab region during periods of transition.

**Output 4.1:** Women's access to public services (particularly registration, justice, safety, social security and livelihood support is adopted as an indicator of democratic governance

**Indicators:** Number of applicants to a Global Performance Award

**Key Findings:**

**Result: Exceeded expectations**

UN Women has exceeded expectations on this output. The strategic partnership between UN Women and UN DESA has opened up a space and created incentives for public administration institutions and individuals who have innovatively contributed to gender- sensitive service delivery and good governance. The awards are in five categories and are linked to the UN Public Service Day celebrations. The award was first launched in 2011 since when four awards have been awarded.

Currently the new call for awards for 2015 is in progress.

**Output 4.2:** Existing regional and national mechanisms, forums (e.g. influential reports, regional reports cards, regional peer review mechanisms ) address gender issues in public service governance

**Indicators:**

- *No. of influential/strategic reports and forums that address gender-responsive governance*
- *No. of regional and global advocacy tools on gender-responsive public governance*
- *No. of international conference/ seminars organised under this programme on gender-responsive governance of public services*

**Key Findings:**

**Result: Achieved**

UN Women has organised a number of policy workshops either on its own or in partnership with others. These include Ministerial Breakfast Meetings (2010), Ministerial Roundtable (2012). A *Final Learning Meeting* for the GDG Programme (Rabat, May 2014), Gender Equality and Good Governance Forum: Improving Services for Women: Innovations and New Directions in the World Bank and the United Nations (2011). In addition UNDP has organised the OGC Governance Forum. Other examples include:

- The Government of **Croatia** published an analysis on the framework of its penal code, ICI jurisprudence and UN principles. This analysis will support the drafting of legislation to allow survivors of sexual violence to gain status and apply for reparations.
- In **Morocco**, the Ministry of Justice and Freedom launched the National Charter on judicial system reform, including provisions on access and quality of services for women that came from the satisfaction survey supported by the programme. Also, the government published an extensive analysis of women's rights entitled "The protection of women's rights through Moroccan jurisprudence," which will be an essential reference for courts and practitioners.
- The Government of **Tajikistan** plans to finalise development of a new Labour Code by the end of 2014 aimed at improving the legal framework for home-based and domestic workers.
- Following the establishment of a tripartite cooperation framework between UN Women, the GMO and the MINAGRI in 2012 in **Rwanda**, the Programme provided MINAGRI with technical support to implement the Agriculture Gender Strategy. This further resulted in the Ministry developing gender-responsive planning and budgeting in the agriculture sector. In 2013, the programme helped develop a guideline with technical guidance on gender mainstreaming in all Ministry programmes which has been disseminated to all departments.
- In **Tajikistan**, the programme supported production and distribution of seven guidance booklets by WWGs in pilot districts. The booklets covered issues raised by the MLSP and wider population on gender, social protection and ongoing reforms. Further, the programme played a key role in advocating for, and raising awareness on, persons with disabilities, in particular on increasing knowledge of a recently approved government programme called the Individual Programmes of Rehabilitation (IPR) as approved by the Ministry of Labour.

**Management Results Area 1:** Ensure excellent stewardship through proper planning and management and alignment with UNIFEM and UNDP Operational and financial guidelines and clarifying respective roles and functions between partners (UNIFEM, UNDP, Gender@Work) and between country office, regional and global levels

**Indicators:**

- *Effective Communication and monitoring system in place*
- *Operational Procedures exist which are in line with UNDP/UNIFEM operational Guidelines*

**Key Findings:**

UN Women has demonstrated effective communication with UNDP. LOAs are in place in keeping

with UN procedures. However, for various reasons beyond the control of this evaluation, evaluators have been unable to interview representatives from the OGC. No details were presented on Gender at Work. However, the relationship between Country Teams and the HQ was sound and excellent good programme planning was evident.

**Management Results 1.1:** Programming and financial arrangements aligned and integrated with the strategic objectives of the Global Programme.

**Indicators:**

- Degree of fit between planned and actual distribution of resources amongst global, regional and national country programmes.
- Extent of carryover of country, regional and global programme resources from year to year.
- Evaluations carried out in accordance to plans laid out in the programme document.

**Key Findings:**

***Result: Achieved***

UN Women achieved its objective on this output. Programming and financial arrangements aligned well with the GDG Programme and were well integrated into the strategic objectives. An Operational Plan was constructed and followed. Regular monitoring and disbursements took place. UNDP has provided reports and narrative/financial reports highlighting the work it conducted the amount of funds used and what remains. Achievements of the UNDP engagement contribute to the conclusion that the GDG programme has been a successful.

## Chapter Three: Constraints & Unintended Consequences

### National level

#### Human Resources

UN Women's human resources are stretched across their national programmes, with one country programme having only the Programme Coordinator managing the entire GDG Programme portfolio and several other joint programmes.

#### Monitoring and evaluation capacity

With the exception of Tajikistan, all the Country Programmes assign specific monitoring and evaluation functions to staff. This does not necessarily result in deficits with respect to Programme achievements but it does mean that the Programme Coordinator depends heavily on partners in the field and/or on temporary/non-technical office staff (e.g. interns) who can only provide limited support. To mitigate this constraint, the results envisaged in the country-level logframe and the indicators were carefully designed and the implementing partners carefully chosen to ensure that the activities could proceed as planned. UN Women could consider budgeting for a full complement of staff for future country programmes to ensure that programme managers/coordinators are not overburdened.

#### Government capacities

All Programme countries have benefited from years of international support and are progressing with their governance reforms. Some governments, while willing to engage with this agenda and demonstrating ownership of the Programme, are constrained by poor technical capacity and lack of funds, for example in **Tajikistan**. In addition, governmental restructuring and the movement of trained personnel between ministries results in loss of institutional memory and the need to retrain and re-establish relationships.

In addition, competing partner priorities often result in delays, for example in **Morocco**, where strategic partnerships between Ministries to implement the project were often hampered by conflicting priorities, leading to delays in implementation of GDG Programme activities.

### Global level

#### Organisational

UNIFEM designed the GDG Programme which has been implemented largely by UN Women. An important dynamic is that UN Women has inherited the mandate of all four of its constituent entities. This entailed a shift in thinking and an adjustment of approaches, management dynamics, and personnel both at the global and country levels. UN Women is now accountable to new challenges and greater responsibilities both at the global as well as at the country level.

Programme partners and Country Team members have had to adjust to UN Women's new role within the UN family. Moreover, the corporate resources and facilities are still adjusting to the change in mandate and its implications, leading to delays in programme delivery, shortened timelines, loss of credibility with some partners and a waste of (scarce) staff time in dealing with these issues. Some country programmes are still struggling to adjust.

### Risk Mitigation Measures

The programme design document identified a set of assumptions for the successful delivery of the Programme. At country level, these relate to the need for high-level political engagement with the Programme and that partners in government and civil society be able and willing to engage in the

governance reform and gender-responsive governance agenda. At the policy level the assumption was that UN Women would be able to exercise sufficient influence in inter-governmental processes and be able to establish the strategic partnership with sister UN agencies in order to move the Programme forward. A key assumption was receipt of full/adequate funding for the Programme.

Mitigation measures to address these risks/assumptions at country level comprised the following:

- Building on previous goodwill and prior engagement with the government;
- Establishing new, strategic and innovative and positive relationships both with government and others at the national and local levels;
- Directing the majority of the Programme activities through local partners;
- Building on existing mechanisms and approaches, identifying new ones and in turn reducing the risk that the governance agenda would be seen as a cultural imposition.

Risk mitigation measures at policy level were less robust. UN Women depended on its leadership of the gender equality agenda across the UN system and its resulting mandate (supported as it is by many Member States) to address these risks.

In addition, UN Women established formal or semi-formal partnership agreements with other UN entities to lay the foundation for positive collaboration and mutual accountability. For future programmes, UN should build on these partnerships, conducting joint reviews where possible and should establish corporate partnership agreements with others who may be sharing the same territory and working to a greater or lesser degree on similar issues. Such agreements already exist with UNDP and UN DESA. It could now be extended to UNFPA among others.

### Unintended consequences

- a. The GDG Programme in **Rwanda** utilised an opportunity to engage in South-South learning and sharing of experiences through two study tours between Rwanda and Malawi in June and November 2013. This was widely appreciated by participants interviewed as part of the evaluation. The **Malawi** CO has appointed the previous GDG Coordinator from the Rwanda CO to help in replicate the GDG Programme there, a significant positive programme achievement.
- b. Also in **Rwanda**, the Programme has positively impacted inclusion of gender consideration in the District plans of the two pilot districts (Kirehe and Nyaruguru). In Kirehe, the Mayor honoured UN Women with an award and has proven very willing to assist the Programme in its objectives.
- c. In **Tajikistan**, the One Stop Shop model piloted in Ghonchi was extended to other areas and has been adopted by other UN agencies as a useful method for their own work. For example, OSS is used by UNFPA in their work with women in the field.
- d. In **Morocco** many of the satisfaction survey findings and research related to women's rights and equity supported by UN Women are integrated into the recently passed Judiciary System Reform Chart (JSRC), including provisions on access to and quality of judicial services for women. For example, the JSRC recommends increasing the number of women judges at national and local levels and strengthening judicial protection for women and child victims of violence. Also in Morocco, based on GDG Programme data collection and monitoring, mobile courts were established to deal with the cases of marriage of minors in the rural, mountainous regions. The mobile courts also raised awareness about the importance of regularising customary marriages.

### Value for money

The GDG Programme was designed and implementation commenced prior to the advent of 'value for money' (VfM) as a key measurable element in development programmes, and so the concept is not articulated explicitly within the Programme documents. However, despite this the evaluation team found that the UN Women programme teams are aware of the breadth and depth of the Programme and the budgetary needs of the country programmes and therefore paid close attention to the distribution and disbursement of the Programme funds—judiciously budgeting so that there would be enough to cover all planned activities and any unexpected expenses. The evaluation noted that the small sums of funding as well as the lack of dedicated M&E functions in some cases also affected VfM.

*"We are very happy with UN Women and the programme. It has given me confidence and now I can deal with my husband and even speak confidently in public. Now I am the President of this Cooperative. I am happy because we just got a loan to purchase land to continue planting bananas. Thanks to the Farmer Field Schools, I have learnt so much about cleanliness, about HIV/Aids and many other things".*

**Female beneficiary Kirehe, Rwanda**

The issues raised in this report with regard to planning and robust monitoring would further increase UN Women's performance in this regard by reducing any possible wastage.

The GDG Programme has achieved its milestones as described in the logframe and has leveraged financial and other support. This includes identifying and liaising with governments and organisations keen to support UN Women and its work so that programme impact can be realised beyond the Programme completion. The country teams also demonstrated good use of the convening power of UN Women to create synergies between programme resources and other resources – both national and international. This was highlighted in **Tajikistan** and **Rwanda** where, building on GDG Programme achievements, some implementing partners have been able to leverage funds from the EC and other donors.

At the global level, the GDG Programme, on its own and through its partnership with the UNDP/OGC, has had a multiplier effect. It has used its leverage to convene stakeholders in a variety of forums to promote the gender and democratic governance agenda, including the need for robust gender indicators and the collection of gender-disaggregated data. UN Women's work on indicators influences the response of the entire UN system as well as work on governance assessments and accountability across regions. In this respect, its partnership with UNDP is critical.

## Chapter Four: Programme Adjustments from Mid-term Review

### Implementation of recommendations from the GDG Programme Mid-term review

In keeping with UN Women and UN policy, a midterm review was conducted of the GDG Programme in 2012, two years after its initiation. The midterm review found the Programme to be innovative and on track to achieve its aims. The review made a number of recommendations for adjustments, the implementation of which were assessed as part of this evaluation, as follows:

- The main recommendation for **Tajikistan** was that the Country Team should continue the partnership with the State Statistics Agency under the President. This recommendation was considered and implemented during the remainder of the Programme period. The additional recommendation to explore linkages with the World Bank should now be implemented for a future phase given that the Programme has been successfully completed. Building on the Programme results, UN Women has an opportunity to leverage World Bank funding (which is also engaged in the governance sector) to strengthen the gains made in the pilot communities and possibly expand to other communities. Engagement such as this will be important in order to realise sustainable institutional changes within UN Women.
- The Country Team in **Egypt** was advised as part of the mid-term review recommendations to ground the Programme in a larger strategy on women and service access, and that the information in the database should be followed up on in terms of planning, budgeting, and design of services by policymakers, and demand for services and accountability by local women and CBOs. This process is on-going and some elements have already been completed.
- At the global level, the Programme was advised to expand the Programme to other countries interested on working on aspects of service delivery. This process has begun and is on-going in **Liberia**. In the future, UN Women may engage with other countries depending on time and budget as well as the ensuing climate both at the global and national level.

### Adaptation to Changing Country Contexts

The programme countries are very similar in some aspects. For example, both Rwanda and Tajikistan have recently experienced civil wars and other internal conflicts, Rwanda has endured genocide but has made remarkable progress in overcoming many of the negative aspects of this period of its history. Morocco has experienced unrest until recent adoption of measures to bring stability. Egypt was at the centre of the Arab Revolution and is the only one of the three non-primary countries that has a full GDG Programme.

In **Morocco** the increasing stability has resulted in concerted efforts to ensure governance reforms are seriously adopted. The GDG Programme has been piloted in areas that have significant populations of the most deprived women. In addition, political restructuring and the exigencies of *realpolitik* necessitate that UN Women and its implementing partners remain flexible and adaptable to any unforeseen occurrences.

In **Egypt**, which is undergoing a political transition, there have also been changes in the operating environment since the inception of the Programme. This has necessitated temporary cessations of programme activities until tensions eased.

In **Rwanda**, the government has created a stable climate conducive to governance reforms. Decentralisation is on-going and the policy environment is conducive to promoting gender equality. UN Women has adapted to the ongoing political openness to build strategic vertical relations that

offer entry points to push the governance agenda in the agricultural sector. The programme team has been careful to align with national priorities and pace, while introducing and encouraging the gender-responsive democratic governance agenda.

**In Tajikistan,** the Programme also operates in an environment of change. The social security benefits and educational systems of the former Soviet regime have been disbanded. Out-migration and insufficient funds create a climate where large amounts of women are deprived of economic power, where violence against women is an issue to be addressed, and where there remains a high degree of centralisation. A large youth population and lack of economic opportunities create a climate of uncertainty which can lead to unrest. UN Women has take care not to undermine government priorities while advocating for the governance reform agenda. In this context, UN Women's and its partners' efforts in lobbying for the ratification of the CPRD and the efforts to engage women and youth in promoting gender-sensitive service delivery is very important and timely.

UN Women's response to the constraints of the dynamic social/political reality of its programme countries has been to emphasise transparency and collaboration, supporting women's organisations to adapt to their changing contexts and to address emerging issues with flexibility. Thus the choice of partners has become even more important than before as is the ability to remain flexible and conform to the priorities of key partners.

#### **Adaptation to UN Women's changed mandate from UNIFEM**

The change of mandate to UN Women during the lifetime of the Programme has presented significant challenges to the Programme, particularly at country-office level. These have been described above.

UN Women has adapted to these changes by making the necessary corporate changes such as in delegated financial authority and in recruiting new (or re-recruiting) Country Representatives and Deputies. The evaluation found very little evidence that partners and associates fully understood the changed mandate of UN Women. In fact, one interlocutor commented that UN Women did not work with civil society organisations and that they had to push for engagement as a service provider in the agricultural sector. Important aspects of the changed mandate include UN Women's capacity to better coordinate and provide technical expertise and to request government and County Offices to contribute financially, rather than being 'bankrolled' for work on the gender and democratic governance agenda.

## Chapter Five: Recommendations

### National

**Programme design:** Future programming should strive for extensive inclusivity given the sensitivities of some governments. For example, in the inception phase of the Programme, some misunderstandings between UNIFEM and MINAGRI (Rwanda) due to adoption of MINAGRI as the main partner and lack of clarity of the roles of the two bodies involved posed challenges to the implementation. While this concern was addressed in the second phase, and the Programme proceeded smoothly, it highlights a need for careful Programme design to avoid lost time and missed opportunities.

*"The GDG programme in Morocco was successful because the relationships were already established with the Ministries. UN Women worked in a highly participative and collaborative manner with the Ministries.*

*The advantage to working in such a participative way, to support the government's work implementing the Family Code, is that it will be a sustainable initiative which will continue to yield impact beyond UN Women's support".*

**Programme Beneficiary, Morocco**

**Monitoring and Evaluation:** It is apparent that the Programme would have benefited from County Offices having stronger M&E capacity, either in the Country Team or readily available and able to dedicate time to country-level programmes from the regional office. This would ensure that the indicators and benchmarks are clear and achievable without overstressing the Programme Manager/Coordinator. While M&E frameworks had been developed, few resources were available to effectively implement them.

**Knowledge Management:** Future monitoring and evaluation frameworks should include a 'learning' or knowledge-management dimension, so that the Programme systematically transmits information and lessons learnt across the Programme countries to the policy level. This could also include knowledge management or learning as an output in its own right (e.g. holding learning events or publishing briefing papers).

**Issue-based Awareness:** The evaluation team noted that while communities and beneficiaries were very familiar with the term service delivery, they were largely unaware of governance as a concept. This issue had been discussed previously with UN Women and research tools were appropriately developed to take this into consideration. However the evaluators consider that communities would have benefitted from greater conceptual understanding of gender and democratic governance and how this related to the Programme in which they were participating.

**Work with Men:** The country-level programmes are already working with men as they are to a large extent the policymakers in the programme countries. UN Women should consider how best to incorporate men not only as champions but also as champions of gender and democratic governance. Examples included men's support to women farmers and managers in Rwanda and the mainly male Heads of Service Departments who were supportive of women's involvement in governance in Tajikistan. In addition, strategies, mechanisms and tools developed for the current UN Women **HeForShe** campaign could possibly be adapted to the democratic governance agenda.

### Global

**Technical Expertise:** UN Women's technical expertise in the gender and democratic governance field is widely recognised and has allowed for the development of strong partnerships with sister agencies as well as externally with key players in the field of governance (e.g. UNDP). As part of the post-2015 agenda (where much of the discussion is on governance and the goals and indicators that should be

developed in response), UN Women is well placed to promote the governance agenda and to develop strategic vertical and horizontal partnerships that will further this agenda.

**Documentation and Dissemination:** This is crucial to responsible and effective programme implementation and sustainability. Documenting and widely disseminating knowledge products emerging from the GDG Programme would allow for best practices and lessons learnt to reach other implementers and decision makers in relevant sectors. Making these documents available on UN Women's website would allow for greater penetration and visibility for the Programme's objectives and achievements.

## Further Recommendations

### Short term

#### **Consolidation**

The GDG Country Programmes have achieved a great degree of success. These gains should be consolidated. UN Women should consider deepening the project, with specific modalities to be determined at individual country level. One strategic element in assessing sustainability could be an assessment of the programme outcomes/impact in 2017.

#### **Positioning for post 2015 agenda setting**

UN Women has engaged significantly in discussions to development goals post 2015. Democratic governance could be the area that UN Women may want to promote. In support of this, UN Women could perhaps organise a conference bringing together practitioners, policy makers, researchers and other working on the issue to share and disseminate the results of the GDG programme. The evaluation highlighted evidence of knowledge products produced by all three programmes and of documentaries prepared by Tajikistan, Morocco and Egypt. Considering that dissemination, like documentation are critical aspects of effective programme learning and sustainability, these products could be the basis for discussion, learning as well as funding for UN Women's work.

#### **Gender and Democratic Governance/Participatory monitoring as new goal**

On-going discussions continue to highlight governance as the new development goal. UN Women could consider leveraging its new mandate and the support it has to influence the agenda to promote Gender and Democratic Governance. In support of this, UN Women could, if it has not already done so, set up either a Community of Practice or launch an e-discussion to elicit the views, suggestions and recommendations in support of such a goal. UN Women may also consider deepening its engagement with UNDP and the OGC in this regard.

### Medium Term

UN Women should consolidate its partnership with UNDP on the GDG Programme through the following:

- a. Providing follow-up funding to the local governance initiatives UNDP has conducted in the Arab region
- b. Contribute follow-up funding to the SHaSA and other on-going initiatives in Africa to produce nationally owned statistics and indicators. This should include funding to the Uganda Bureau of Statistics.
- c. A dedicated Gender and Democratic Governance Portal (potentially hosted on the UN Women website).

Gender and Democratic governance is a key developing issue area for UN Women. Therefore, UN Women should consider adding a portal to house collective knowledge products of the GDG programme and other such gender and democratic programme that will be developed in the future. In this regard UN Women COs do not seem to have their own websites. This may also be an area for consideration, using leverage of the impact and result of the GDG at the global and national levels.

## Chapter Six: Conclusions

Gender equality and women's empowerment are pillars of gender-sensitive democratic governance. Institutional and human capacities for governance determine the way in which the effectiveness of public policies and strategies is attained – especially in service delivery. Systematic reforms that incorporate changing incentives to improve service delivery, including recognising and addressing women issues, are of critical importance. Holding governments accountable, ensuring that good gender-sensitive data and analysis underpin policies and planning and programming are also essential. Women's voice and inclusivity in the process is key as is effective monitoring. These are all issues common to the GDG programme countries.

Within the **Tajikistan** context, many issues constrain women's voices and ability to demand their rights. However, the evaluation has highlighted the impact that the GDG Programme has made in addressing these issues. As planned, the Programme has positively impacted institutions at the national level including the Ministry of Labour, Migration and Employment, the State Statistics Agency, and the Civil Registration department and has provided support to a number of other institutions. The issue of Gender-Responsive Budgeting and the collection of good gender-sensitive statistics as well as the development of gender-sensitive indicators contributes to effective planning and promotion of gender equality and gender mainstreaming. It also helps to promote gender-sensitive democratic governance. The Tajikistan GDG Programme has also contributed to the enhanced capacity of rural women, strengthening skills and helping them to help others. The role of the Women's Watch Groups, conducting household surveys to identify issues affecting vulnerable categories of people (migrants, PWDs including CWDs, multi-children families, among others) results in them assisting some of those surveyed in finding solutions to their issues. Additionally, they themselves became service providers to some degree as they can pass on advice and facilitated employment opportunities for those they survey.

The GDG Programme in **Rwanda** had made progress in contributing to:

- The empowerment and gender sensitisation of both male and female rural farmers;
- Training and capacity building on modern agricultural techniques, fiscal issues, project proposals, marketing strategies and access to credit as well as health and well-being. This has resulted in a positive impact on both women's social and political empowerment;
- An increase in the status of women farmers, thus earning them more respect from their husbands, other male farmers and the community generally. The GDG Programme project in Rwanda has boosted women's self confidence, increased self reliance and women's decision-making power in the household, within institutions and in the community.

In addition, the Programme has contributed to the gender sensitisation and monitoring of national and regional frameworks for empowering women through gender sensitive service delivery, thus promoting gender and democratic governance. The GDG Programme has, despite initial setbacks, contributed to advancing the rights of women farmers in accordance with international normative frameworks, in particular CEDAW and the MDGs (MDG1 and 3).

Clearly promoting women as service providers is often not just good for improving services for women; in many areas such, as education or as in Rwanda, agricultural extension, it can improve benefits for all recipients, including men. Increasing the number of women agricultural staff has multiplier effects — by increasing the access of women and girls to services, one can simultaneously

target the poverty of the most vulnerable as well as place income in the hands of those most likely to use it for the well-being of the family as opposed to conspicuous consumption.

The GDG Programme in **Morocco** has also made significant progress. It has effectively supported the MOJ, MOSWFSD, and CSOs to improve women's access to legal services as part of the implementation of the Family Code. UN Women provided research support and strengthened the capacity of Ministries to conduct research in order to better monitor and evaluate the implementation of the Family Code. The GDG Programme supported the recruitment, training, and mobilisation of judicial assistants to facilitate access to services. The GDG Programme assisted in the development of performance standards for local family courts for the implementation of the Family Code; created a framework for dialogue between the Government of Morocco and civil society organisations; and developed a systematic M&E system to ensure feedback was collected and analysed relative to the quality of services from women users and provided to service providers. The GDG Programme has also supported the Government of Morocco to implement and monitor a series of measures, through the revision of the Moroccan Constitution in 2011 and national policies to end discrimination of women.

Four aspects need to be considered for women's effective empowerment. These are strengthening voice, mobilisation and collectivisation of women, creating space where women can express their voice and the enhancement of knowledge regarding women's rights and entitlements. In order to achieve results and improve service delivery for women, gender disaggregated data and evidence-based policy is required. In addition, challenges in laws, institutions, and resources need to be addressed. It is clear from the evaluation research that each Country Team and the overall GDG Programme has made definite and long-lasting strides towards these ends and whilst doing so has captured lessons replicable good practices that should be tested and developed in continued programme phases.

## Annex 1      Terms of Reference

### Gender Responsive Governance in Fragile States Terms of Reference Final Programme Evaluation February 2014

#### Background

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) programme “Gender and Democratic Governance in Development: Delivering Services for Women” (hereafter the GDG Programme) supports global, national and sub-national activities in Morocco, Rwanda, and Tajikistan to improve the governance of basic public service delivery and goods to poor women in key sectors. A particular focus was on reform at the local level. UN Women Peace and Security section is initiating the evaluation. As the Programme draws to a close in June 2014, a final evaluation will take stock of the successes and challenges over the implementation period and help UN Women and partners chart a course for the subsequent phase of programming and policy work.

#### Purpose of the evaluation

The purpose of the evaluation is to assess the achieved results against the indicators and targets in the Programmes logical framework at the global, national and community levels. The evaluation will also help UN Women and partners plan for the next phase of global and country programming, taking into account the opportunities presented operationalisation of its new mandate and the implications for developments in the normative framework. The evaluation will also provide input and analysis into UN Women’s positioning and priority setting in the context of the upcoming policy events in 2015, namely the twenty year review of the Beijing Platform for Action, the fifteenth anniversary of resolution 1325 and the negotiations of the post-2015 development framework.

#### Context of the intervention

Women’s enjoyment of rights, resources, and voice are shaped by governance systems. While there has been notable progress in ratifying conventions, passing laws and developing policies, budgeting for and actually delivering the services mandated by these conventions, laws and policies have lagged.

Governance reforms generally are not conducted with a view to improving public sector responsiveness to the specific needs of women, and even in a context of reasonably good and democratic governance, however, important gender biases persist in the context of service delivery. A common recent approach to correcting for gender-specific governance failures has been to encourage women’s access to public office so that they can directly represent women’s concerns. While important, this is not sufficient to change gender biases in governance policy or practice, particularly given that gender biases are built into the very institutions that are mandated to bring about change.

Gender-sensitive institutional change and the application of accountability tools such as freedom of information, transparency, and democratised access to public institutions are needed to ensure that public institutions are responsive to women’s needs, particularly in the context of basic service delivery that are essential to women’s well-being. This programme, therefore, works both in terms of supply side and demand side interventions that are practical and replicable to ensure that governance of public services are more gender-responsive.

A joint initiative with the United Nations Development Programme (UNDP), the Programme has built a body of knowledge, practical programming experience, programming methodologies and tools to improve the governance of the delivery of public goods and services to women. The initiative also improved policies and institutional mechanisms for gender-responsive service delivery and increase women's influence in the governance of service delivery. Furthermore, efforts are being made to develop the capacities of UNDP and UN Women staff and national counterparts to generate gender-sensitive governance assessments and influence policymakers globally to recognise that service delivery to women is critical to good governance and the achievement of the Millennium Development Goals.

Each of the three pilot countries has rolled out its programme based on national contexts and priority services for women. In Morocco the focus of the Programme is on access to legal services under the Family Code, in Rwanda on access to agricultural extension services for women farmers, and in Tajikistan on access to social protection benefits.

The expected **outcomes** of the Programme were: (1) Key public service delivery institutions, especially those dealing with registration, justice, safety, social security, and livelihood support, have enabling institutional environments for quality and accountable service delivery to women; (2) Increased influence of women and gender equality advocates in the governance of service delivery; and (3) Increase in the number of development strategies, conventions, agreements and policy outcomes at the national, regional and global level that promote gender-responsive service delivery.

### **Scope of the evaluation**

The evaluation will measure results against the logical framework of GDG at the global and country levels. It is expected that the evaluation team will make field visits to programme activities in Rwanda, Tajikistan and Morocco, conduct phone interviews with stakeholders globally and in Egypt, Liberia and Malawi, where interventions were supported from the global level, as well as assess the effectiveness and impact of the partnership with the UNDP Oslo Governance Centre. The evaluation team will be expected to participate in a final validation / learning meeting in Rabat in the second quarter of 2014. The evaluation will cover the Programme period from 2009 to 2013. Methodology will include *inter alia* desk reviews, target beneficiary interviews, stakeholder interview, focus groups and other means of collected data from individuals and groups at the community, national and international level. A mid-term review was held in 2012 that will be used as material for the evaluator.

**Evaluation questions****Effectiveness**

1. What are the results against the targets in the logical framework and what were the key change factors?
2. Are results achieved reinforcing progress on MDGs, CEDAW, the resolutions of the General Assembly of the United Nations and other international, regional and national commitments on access to basic services?
3. How are the results viewed by partners and recipients in general and women in particular?
4. What have been the main obstacles to programme implementation and how can these be mitigated in future?

**Sustainability**

5. How can change be sustained where it has occurred?
6. How can advances at the policy level be translated to the country level? And how can best practices from country levels inform global policy formulation?
7. What should be the priorities for UN Women intervention in this area in the future?
8. To what extent the capacities of partners, stakeholders have been strengthened? Do target institutions have the capacity to maintain results achieved?

**Efficiency:**

9. Did the project set up an effective monitoring mechanism to measure progress in achieving results?
10. What measures have been taken in the development and implementation of the project to ensure that resources are used efficiently?

**Evaluation approach and timeframe**

The evaluation will consist of a desk review of relevant programme and policy documents, stakeholder interviews and field visits to the three programme countries to assess progress. The evaluation will take place over three months from March to May 2014, with a final validation meeting to be held in Rabat in May or June 2014 to ensure buy in of the findings and recommendations.

**Management arrangements** The evaluation will be contracted and managed by UN Women Peace and Security section in line with its financial rules and regulations. A reference group for the evaluation will be composed of the UN Women Global Programme Manager, a representative from one of the focus countries, a representative from UNDP and UN Women's Leadership and Governance section. The exact composition of the reference group will be finalised when the selection process is complete. The reference group will be responsible for providing oversight and policy guidance to the evaluation team. The reference group will provide substantive feedback to

the evaluation team on each of the deliverables and provide final quality assurance on the evaluation.

### **Deliverables**

1. An inception report (5 to 7 pages) delivered within 10 working days of the start of the contract, which details the precise methodology and schedule for the evaluation.
2. End-line studies for each country and evaluation reports for each country (10 to 20 pages)
3. Summary overall report (10 to 20 pages)
4. Presentation to UN Women, UNDP and other partners at a final learning meeting in Rabat.

### **Summary of qualifications and competencies required**

UN Women seeks a firm or individual consultant with a solid track record of programme evaluation in the areas of programming for gender equality, gender-responsive peacebuilding, and gender and local governance in fragile states. Particular experience in fragile context and / or any of the focus countries is desirable.

### **Competencies:**

- Strategic evaluation skills, especially in the field of gender and governance and gender responsive peacebuilding programming.
- Strong reporting and communication skills in English.
- French and / or Arabic language skills will be essential to evaluate the Programme in Morocco
- Excellent communication skills with various partners including donors
- Results Orientation

### **UN WOMEN inputs and Supplied Resources:**

UN WOMEN will facilitate the field work, arrange meetings and interview, devise mission agendas, etc. in each of the three countries and supply all programme related materials and documents. The selected firm must organise and budget for all travel related costs, national consultants where required, and in-country travel expenses, printing costs, meeting costs, etc.

## Annex 2      List of Documents Reviewed

Prodoc Tajikistan. February 2010
Tools for M& E for the Gender and Democratic Governance Programme
Gender Equality and Good Governance Forum: Improving Services for Women. 2010.
Morocco. Conceptualisation of the Programme in the context of existing governance reforms and UN programmes in the Justice Sector in Morocco.
UNIFEM Working Paper 1. Breakfast Meeting on 'Women at the Frontline of Service delivery. Accelerating the Achievement of the MDGs. UNIFEM Expert Paper 2010.
Gender and Post Conflict Governance: Understanding the Challenges. UN Women October 2012.
Interim Financial Donor Report of the Gender and Democratic Governance Programme to the Government of Norway for the period ended 31 December 2013
A User's Guide to Measuring Gender-sensitive Basic Service Delivery. UNDP, UNIFEM. March 2009
Public Service Award. Gender and Democratic Governance Programme
Gender-Responsive Service Delivery. Report 2011
Study of Gender Dimensions in Agricultural Services in Rwanda. Baseline Study for the Gender and Democratic Governance Programme. July 2010
Gender and Democratic Governance Ministerial Roundtable Breakfast. Accelerating the Achievements of the MDGs. Women at the Frontline of Public Service Delivery. UNIFEM
Democratic Governance Group. Bureau for Development Policy. Annual Report 2012.
UNIFEM Expert Working Paper1. 2010. Breakfast meeting 'Women at the frontline of Service Delivery: Accelerating the Achievements of the MDGs. UNIFEM Women at the Frontline.
A Guide to UNDP Democratic Governance Practice. UNDP. ND.
Eastern Europe and Central Asia AWP. Tajikistan1
Egypt presentation. The Citizenship ID Campaign2. 2014
Fast Facts. UNDP Democratic Governance. UNDP. September 2001. <a href="http://www.undp.org/governance">www.undp.org/governance</a>
Final Report on the Implementation of the Second Letter of Agreement between UNDP and UN Women. October 2011 to December 2012.
First Report of the Gender and Democratic Governance Programme to the Government of Norway. For the period January to December 2010. Submitted March 2011
GDG Activity Matrix
GDG Presentation. Delivering Basic Services for Women in Fragile and Post Conflict Contexts. Workshop. November 2011.
Gender@Work presentation on Gender and Democratic Governance
GDG Final Learning meeting. Rabat Morocco. May 2014.
Gender Budgeting and democratic Governance: Experience from Africa and Europe. Prospects for Africa and Europe's Policies. The Venro Project in the Africa –EU Partnership. Workshop of African and European Civil Society Organisations. Bonn. September 2010.
Gender Equality and Good Governance Forum: Improving Services for Women- Innovations and New Directions in the World Bank and United Nations. March 11, 2010. UNIFEM, UNDP and the World Bank
Gender Mainstreaming Guidelines for Mainstreaming Gender in Agriculture in Rwanda as part of the GDG Programme.
Gender Monitoring Office. UNIFEM. Analysis of the Gender Dimensions in the Provision of Agricultural Services in Rwanda. Draft report. Charles Twesigye Bakwate. <a href="http://www.gmo.gov.rw/uploads/media/study_report-stakeholder_s_workshop_on_GDG1.pdf">http://www.gmo.gov.rw/uploads/media/study_report-stakeholder_s_workshop_on_GDG1.pdf</a>
Gender and Post-Conflict Governance pdf. UN Women
Gender and Poverty Reduction. UNDP/reduction/focus_areas/focus_gender_and_poverty/ <a href="http://epubs.surrey.ac.uk/2541/1/Galligan1_PIDOP_Barret.pdf">http://epubs.surrey.ac.uk/2541/1/Galligan1_PIDOP_Barret.pdf</a>
Joint Evaluation of the Joint Programmes on Gender Equality in the United Nations System. Final Synthesis Report. November 2013.

Liberia Final Study. February 2014
Making the MDGs Work Better for Women: Implementing Gender-Responsive National Development Plans and Programmes. UNIFEM and UNDP. ND
Modified Global Programme Proposal for the Gender and Democratic Governance
PowerPoint presentation. Monitoring and Evaluation, Rwanda
Procedures in Family Justice. Ministry of Justice and Freedoms. Kingdom of Morocco. 2012
Project brief. Global Gender and Democratic Governance. September 2010. UN Women
Sheng, Y K et al 2007. Access to Basic Services for the Poor: The Importance of Good Governance – Asia Pacific MDG Study Series. United Nations Economic and Social Commission for Asia and the Pacific.
Report of the Bureau of Human Rights, UN Women and the League of Women with Disabilities (ISTIROK). Implementation of the Rights of Peoples with Disabilities in Sughd Region, Tajikistan. Report on Monitoring Outcomes. Khujand 2011.
Report on the Malawi/Rwanda Study Tour June 2013
Report of the Rwanda/Malawi Farmers Exchange Learning Visit. November 2013
Republic of Tajikistan. Poverty Reduction Strategy Paper. International Monetary Fund. Staff Country Reports, 2010
Revised Gender and Democratic Governance Logframe
Satisfaction Survey of the Supply of Services in the Implementation of the Family Code by the Pilot Family Justice Sections. Summary Note. Results Presentation 2011. Ministry of Justice and Freedoms. Kingdom of Morocco.
Situational Analysis: Gender and Democratic Governance Programme. ND
Strategic Plan for the Transformation of Agriculture. PTS III. Government of Rwanda
Support to the implementation of the family code by facilitating women's access to the justice services. Gender and Democratic Governance Programme. ND. Ministry of Justice and Freedoms and the Ministry of Social Development, Family and Solidarity
Tajikistan Report of Post -2015 National Consultations. Dushanbe May 2013
Third Annual Report of the Gender and Democratic Governance Programme to the Governments of Norway and Spain. January to December 2012
The World Bank Group, Tajikistan. Partnership Programme Snap shot. Potential
Training Modules for Agricultural Extension Workers   Rwanda as an activity of the GDG Programme
United Nations Development Programme and the Asia Development Bank.
UNDP. Gender Equality in Public Administration
UNDP. Democratic Governance Group. Bureau for Development Policy. Annual Report 2012.
UNDP. Measuring Democratic Governance. A Framework for Selecting pro-poor and gender-sensitive indicators. May 2006.
UNDP/UNIFEM. USERS Guide to Measuring Gender-sensitive Basic Service Delivery
United Nations Public Service Awards Forum Workshop: Leading Innovations in Gender-Responsive Service Delivery. UN DESA and UN Women.
UN System Task Team on the Post 2015. UN Development Agenda: Governance and Development. Thematic Think Piece. UN DESA, UNDP, UN ESCO,
UN Women Annual Report 2013-2014. A Global Champion for Gender Equality
UN Women. The Women's Citizen Initiative of Egypt. Final Report to the Government of Spain for the period January to December 2012.
UN Women Fourth Financial Report on the GDG Programme to the Government of Norway.
UN Women Guide for the Evaluation of Programmes and Projects with Gender and Human Rights and Interculturality Perspectives. July 2014
UN Women Gender and Democratic Governance Mid-term Review. November 2011
UN Women Gender and Democratic Governance Mid-Term Review. Governance Assessments, Gender and Accountability. 29 November 2011.

UN Women Rwanda. Annual Workplan (amended) 2014
UN Women Strategic Plan 2011-2013
UN Women. The Women's Citizenship Initiative of Egypt. Project Brief. 2014
<a href="http://www.undp.oslocentre.no/oslogovcentre@undp.org">www.undp.oslocentre.no/oslogovcentre@undp.org</a>

### Annex 3 Key Question Guide

For each interview, meeting or focus group discussion, the researcher/evaluator will explain the purpose of the meeting/discussion and its participatory and learning –oriented approach in order to engage the stakeholders. Team members will clearly explain what use will be made of the data collected and will actively seek the participation of respondents and express appreciation for such participation. Evaluation team members will give due attention to the protocol for each interview.

#### **Annex I (a) Questions for External (non UN Women) Stakeholders**

##### Introduction

##### **KIIs will be conducted with the following and will be adapted accordingly**

- ❖ UN Country Team (Resident Representative and Heads/delegates of Agencies)
- ❖ Donor representatives
- ❖ Representatives of Government Ministries (national level)
- ❖ Representatives of Local government
- ❖ Representatives of national/international CSOs and NGOs engaged on GDG issues
- ❖ Community leaders in targeted communities

The following is a guide and not a structured questionnaire. Interviews will be semi-structured and depending on knowledge of participants and their answers, questions will be adapted accordingly. Team members should view the interaction as more of a discussion than a formal interview. Each discussion is expected to last between 45 minutes to one hour. All answers will be recorded; interview notes retained and will be submitted to the team leader following the discussion.

##### **Questions**

- Date and time of interview
- Name of Interviewer
- Name of interlocutor
- Organisation/Agency/Department
- Job Title

##### 1. Gender and Democratic Governance issues in [name of country]

1.1 What do you see as the key democratic governance issues affecting women/girls in this country?

1.2 Are women and girls able to access public services and goods easily?

1.3 What mechanisms institutions and tools are available to facilitate the access of women and girls to public services and goods?

1.4 Are women involved in the governance of service delivery?

1.5 If yes, how are they involved?

1.6. If no, how do you think they can become involved?

1.7 Has your organisation/agency/ministry/department etc. been involved in addressing these issues?

1.8 If so how has it been involved?

1.9 Do you think that you have a particular role in promoting gender and democratic governance?

1.10 If so, what is your role?

2. The UN Women Programme 'Gender and Democratic Governance in Development: Delivering Services for Women'

2.1 Are you familiar with the UN Women's programmes on gender and democratic governance being implemented here?

2.2 What do you know about the programme/projects?

2.3 In your view how effective and efficient is the programme in targeting women (focusing on the disadvantaged and minorities)?

2.4 Has the programme made any difference to women's inclusion in the governance of service delivery and access to services?

2.4 If yes, what difference do you think it has made?

2.5 What achievements do you think the programme/project has made?

2.6 How do beneficiaries view the achievements of the programme?

2.7 How can these be sustained in the future?

2.8 If no, what have been the obstacles to the programme/project making a difference?

2.9 What do you think UN Women could have done to overcome the obstacles/ challenges/problems?

2.10 Do you think that the UN Women programme/project has had any negative consequences on the community/ities?

2.11 If you do, what are they? How did these come about?

2.12 Have there been any missed opportunities of UN Women's work in this area to better improve gender and governance issues in this/community/ities?

2.13 Could these be addressed in the future?

3. Public service delivery institutions and governance of service delivery

3.3 What public service delivery institutions exist in this country?

3.4 Have they been involved in the GDG project?

3.5 If yes, how have they been involved?

3.6 If no what prevented them from being involved?

3.7 Have there been any changes in those public service delivery institutions that have been involved?

3.8 If yes, what have been the changes?

3.9 How well do you think the programme has contributed to gender –inclusive policies at the community level? At the national level?

4. Miscellaneous

Are there any other comments that you would like to make about the programme?

## KII Questions for UN Women (Country Teams)

- **Name of interlocutor**
- **Job Title**
- **Role in UN Women GDG Country programme**
- **Date and time of interview**
- **Name of ISG Interviewer**

1 Initial questions regarding the GDG programme

- 1.1 Do you think the GDG programme fits easily with UN Women's mandate?
- 1.2 Do you believe that the programme responded to need and aimed to do the right things in this country [name of country?]
- 1.3 Do you think the objectives developed were the right ones?
- 1.4 Has the programme/project been easy to implement?
- 1.5 What aspects have been particularly easy to implement?
- 1.6 Why do you say so?
- 1.7 What aspects have been difficult to implement?
- 1.8 Why do you say so?
- 1.9 Which partners helped implement the programme?
- 1.10 How were the partners chosen?
- 1.11 Do you think you chose the right partners for the programme?
- 1.12 If no, which partners would have been better for the collaboration?

2. Impact of the GDG programme on governance and delivery of public goods and services to women

- 2.1 What do you think has been the programmes' impact in the communities where it has been implemented?
- 2.2 Why do you say so?
- 2.3 Do you have any evidence that shows the impact of the programme?
- 2.4 Has the programme had any impact at the sub-national level?
- 2.5 Why do you say so?
- 2.6 What impact has the programme had at the national level?
- 2.7 Why do you say so?
- 2.8 What impact has it had at the global level?
- 2.9 What changes do you think the programme has brought about?
- 2.10 Do you think that the programme was essential for bringing about these changes?
- 2.11 Have there been any positive or negative unintended consequences of the programme?
- 2.12 What are these?

2.13 Why do you think they happened?

### 3. Partnerships

3.1 Who are the main partners of the programme in this country [Name of Country?]

3.2 Do you think that these are the right partners?

3.3 How were they chosen?

3.4 What benefits do UN Women derive from these partnerships?

3.5 Have these partnerships been successful?

3.6 In what way?

3.7 Are there other partners who could have been involved in the programme?

3.8 If yes, why were they not involved?

3.9 Do you think the capacity of the partners has been strengthened?

3.10 In what way?

### 4. Resources and management

4.1 Do you think that the resources (human, financial, technical, political) was sufficient for its effective implementation?

4.2 Why do you say so?

4.3 Were there any management issues that helped or hindered the programme's implementation?

4.4 Why do you say so?

4.5 Are these resources sustainable and able to facilitate or contribute to the development of further such programmes?

4.6 How well has the programme contributed to the development of gender inclusive policies at the community and national levels?

4.7 Were the programme's sustainability plans/strategies effective, given the level of resources the programme received?

### 5. Future

5.1 Have the programme made any gains that you would like to see continue in this country?

5.2 What are these? How do you think they can be continued?

5.3 Are there any opportunities that the programme missed that could be addressed in the future?

5.4 What are these?

5.5 Are there lessons learned and best practices resulting from the programme that could be shared with others nationally, regionally, globally?

5.6 How does this programme fit with UN Women's other programmes on responsive governance and women's empowerment at the national and global levels?

### 6. Miscellaneous

Are there any other comments that you would like to make about the GDG programme?

Focus Group Discussions (Community Members divided into male and female)

- **Names**
- **Ages**
- **Marital Status**
- **Community/District**
- **Date and Time of FGD (start time and end time)**
- **ISG Facilitator**

### Introductory

#### 1. Democratic Governance and service delivery in [Name of country]

- 1.1 What do you understand by the term democratic governance?
- 1.2 What do you understand by the delivery of `good and services`?
- 1.3 What do you think are the main democratic governance issues in this country?
- 1.4 Do you think it affects sustainable development?
- 1.5 In what way?
- 1.6 Do you think that women have as much access to public goods and services as men?
- 1.7 If yes, why do you say so?
- 1.8 If no, what are the hindrances/obstacles?
- 1.9 Who do you think has the responsibility to ensure that both men and women have access to public good and services?
- 1.10 What strategies can they employ to make the governance and delivery of public goods and services more gender responsive?
- 1.11 As community members do you think that you have a role to play in promoting gender sensitive and democratic governance?
- 1.12 If so what do you think is your role?

#### 2. The UN Women programme Gender and democratic Governance in Development: Delivering Services for Women

- 2.1 Are you familiar with the work of UN Women and its implementing partners?
- 2.2 If yes, what do you know about it?
- 2.3 In your opinion, has this UN Women GDG programme made any difference to this community?
- 2.4 If yes, what difference has it made? Please give an example (s)
- 2.5 If no, why you think so?
- 2.6 How could the programme have made a difference/more of a difference?
- 2.7 What positive/negative consequences have arisen from the programme?
- 2.8 If so what are they and how did they come about?
- 2.9 Do you think the positive effects are sustainable?
- 2.10 What can be done to ensure their sustainability?

#### 3. Miscellaneous

Do you have any other comments you would like to make about the programme?

Can we contact you by email if necessary?

Focus group discussion guide; UN Women Maghreb GDG Programme Morocco

### **Introduction**

Thank you for agreeing to be part of this focus group. We appreciate your willingness to participate. ISG is conducting an evaluation of the GDG Programme program, in six different countries- Egypt, Tajikistan, Rwanda, Morocco, Liberia, and Malawi.

Introduce Co-Moderator (Role is to run recorder of session and take notes in case the recorder fails. Note/record body language or other subtle clues). Provide logistics information (session will last 45 minutes-1/5 hours, bathrooms, nametags, fill out name/organisation on participant list etc)

### **Purpose of the Focus Group**

We have been asked by ISG to conduct focus groups for the evaluation. The reason we are having these focus groups is to find out the strengths, weaknesses, challenges, lessons learned, and your recommendations for future programming. We would like your input and would like us to share your honest and open thoughts with us. Your answers will be confidential and anonymous, no names will be attributed to your comments.

### **Rules (Write in Arabic and/or French before the session)**

1. We would like you to talk, and everyone to participate.
2. There are no right or wrong answers. Every person's experiences and opinions are important.
3. One person can talk at a time. Please no conversation between yourselves while others talk.
4. We will be recording the group because we want to capture everything you have to say. (verify this is ok) We won't identify anyone by name externally in our report, you will remain anonymous.

**FOCUS GROUP NOTE TAKING FORM**

Instructions: Please use this form to record the proceedings of the focus group. Notes should be extensive and accurately reflect the content of the discussion, as well as any salient observations of nonverbal behaviour, such as facial expressions, hand movements, group dynamics, etc

**Questions Guide**

Date of Focus Group: \_\_\_\_\_

Location of Focus Group: \_\_\_\_\_

Name of Note Taker: \_\_\_\_\_

Question 1: As community members do you think that you have a role to play improving service delivery for women, in this case increasing access to legal services to women? How do you do this in your everyday life?

Question 2: In your opinion, has this UN Women GDG Programme made any difference to this community? To you? If so, What? Provide example? How was the situation before the engagement of UN Women?

Question 3: How could the Programme have made a difference/more of a difference?

Question 4: What positive/negative consequences have arisen from the Programme?

Question 5: What have been the major successes of the program?

Question 6: What have been the challenges of the program? How can they be overcome in the future?

Question 7: What are the lessons learned or practices us can share with other UN Women programs in other countries?

Question 8: Do you think the positive effects are sustainable? What should be done differently if there were the possibility of project renewal? If so, what are your recommendations for future programs?

Question 9: Do you have any other comments you would like to make about the Programme?

Can we contact you by email if necessary? If so, please provide your email on the participant list.

Thank you very much for participating. Your feedback is very valuable to help understand the challenges and successes of the past programme and shape future programs on Morocco and worldwide.

## **Annex 4      List of Respondents**

### **Morocco**

<b>UN Women Office</b>	
Leila Rhiwi	UNW Representative
Ghita El Khyari	UNW Programme Specialist
Moumena Benamar	UNW GDG Programme Coordinator
<b>Ministry of Justice and Freedoms</b>	
Saloua Ibn Saida	Magistrate, Attaché to the Secretary General and GDG Programme Committee Member
Saâd Gaddar	Head of Department of training and internships to the Human Resources and GDG Programme Technical Committee Member
Othmane Abid	Judge, Civil Branch and GDG Programme Technical Committee Member
Abdelhadi El Battahe	Head of Family Division for the management of Civil Affairs and GDG Programme Technical Committee Member
Mina Kaâb	Head of Bilateral Relations, Department of Research, Cooperation and Modernisation
Omar Rahim	Judicial Commissioner, Department of Research, Cooperation and Modernisation and GDG Programme Technical Committee Member
Abderrafi Errouihane	Director of Human Resources
Sakina Mejdoub	Head of Gender Dossier, Human Resources
Abderrahim El Bouraini	Head, GEPEC Service
Larbi Tabit	Secretary General
Mohamed Ait Aazizi	Director of Family, Child Protection and Elderly People
Khalid El Hammoumi	Head of Division of International Cooperation
Redouhane Radhi	Division of International Cooperation
Ijlal Bargach	Division of International Cooperation
<b>Ministry of Justice and Freedoms, Family Justice Section, Tangiers</b>	
Mohamed Zerda	Head of Family Justice Section
Rahma Korchi	Judge, Family Justice Section
Hind Mohammadi	Judge, Family Justice Section
Mohammed Ech-Cheryb	Judge, Family Justice Section
Siham Moujahid	Family Court Judge
Hind Kassimi	Family Court Judge
Hanane Hadari	Justice Assistant, Family Justice Section
Abdelaziz Kassi	Justice Assistant, Family Justice Section
Inssaf Abou Mohammed	Justice Assistant, Support for Victims of Violence: Women and Children
<b>Association for Women's action (UAF)– Tangiers Division</b>	
Rachida Saadi	President
Fathiya Saïdi	Project Coordinator
Fatima Hania	Treasurer
Touria Tajjedine	Head of ICT

**Rwanda**

<b>Key Informant Interviews</b>	
<b>Interlocutors</b>	
<b>Name</b>	<b>Institution</b>
Clara	UN Women Rwanda, Deputy Head of Office
Deodatta	Programme Officer, Monitoring and Evaluation Officer
Donnah Kamashazi	Programme Specialist, Gender
Ben	Programme Officer, Safer Cities Programme
Janvier	Programme Coordinator, Advancing and Sustaining Gender Equality Gains in Rwanda
Eugene Rutabagaya	Former GDG programme Coordinator/Consultant Malawi UN Women
<b>Government</b>	
<b>Interlocutors</b>	
<b>Names</b>	
Alex Twahirwa	Ministry of Gender and Family Promotion, Kigali
Robinson Mugisha	Statistician, Ministry of Gender and Family Promotion, Kigali
Caritas Kayilisa	Gender Coordinator, MINAGRI, Kigali
Aquiline Niwemfura	Executive Secretary, Gender Monitoring Office, Kigali
Patrick Ntunga Mico	Director, Gender monitoring and Audit, GMO, Kigali
Natalie Niyonagira	Agronomist, Kirehe District
Venuste Nkurikimyimana	Gender Officer , Kirehe District
	Agronomist , Nyaruguru District
Fabien Niyitegeka	Vice-Mayor, Economic Affairs and Finance Nyaruguru District
<b>Civil Society Organisation</b>	<b>Urugaga Imbaraga</b>
<b>Interlocutors</b>	
<b>Names</b>	
Juvenal	Head of Office, Urugaga Imbaraga, Kigali
Laetitia	Trainer
<b>Beneficiaries (Participants of four Focus Group Discussions)</b>	
<b>Interlocutors</b>	<b>Kirehe District, Kirehe Sector</b>
<b>Names</b>	<b>Banana Multiplication Cooperative Members</b>
Mukambanda Josephine	Banana Multiplication Cooperative
Mukamabano Marthe	Banana Multiplication Cooperative
Mukahakizimana Harcette	Banana Multiplication Cooperative
Mukandayisabye Josephine	Banana Multiplication Cooperative
Ingabire Alice	Banana Multiplication Cooperative
Uwimna Illuminee	Banana Multiplication Cooperative
Muteteri Concianna	Banana Multiplication Cooperative
Muteteri Visiya	Banana Multiplication Cooperative
Niyibizi Emeliene	Banana Multiplication Cooperative
Kavutse Vedasta	Banana Multiplication Cooperative
<b>Interlocutors</b>	<b>Kirehe District, Musaza sector</b>
<b>Names</b>	<b>Maize Cooperative</b>
Mukabera Venantie	President of Cooperative
Kabanyana Justine	Maize Cooperative
Mutumyinka Angeline	Maize Cooperative
Matata Daniel	Maize Cooperative

Ndimukaga Joseph	Maize Cooperative
Mukankusi Yvonne	Maize Cooperative
Muragire Marie	Maize Cooperative
Mukarwego Alphonsine	Maize Cooperative
Uzamukunda Rachel	Maize Cooperative
Mukarubuga Apoline	Maize Cooperative
Nizeyimana Emmanuel	Maize Cooperative
Karwera Claudine	Maize Cooperative
<b>Interlocutors</b>	<b>Nyaruguru District, Kivu Sector</b>
<b>Names</b>	
Nsengimana Theoneste	Member
Kanakuze Faransine	Member
Mukagwije Sarapiya	Member
Murekatete Jakirini	Member
Nyirakamana Dativa	Member
Mukabahizi Biatirisi	Member
Nyirakubwabo Fabaraniya	Member
Habyarimana Juvenari	Member
Havugimana Rufosini	Member
Nyirasikubwabo Kisitini	Member
Nyirabizimana Beyata	Member
Kanyandekwe damaseni	Member
Nyirahuku Farasini	Member
Musonera Venanti	Member
Nibakure Sarafina	Member
Nyiranteziryayo anyesi	Member
Mukagasana Tesiyana	Member
<b>Interlocutors</b>	<b>Nyaruguru District, Kibeho Sector</b>
<b>Names</b>	
Mwitabangoma Lazaro	Member, Nyaruguru District Cooperative
Mukantabana Alphonsine	Member
Mukakalisa Philomene	Member
Mukarwema Emerita	Member
Mungwakuzwe Josepha	Member
Kabaganwa Eugenie	Member
Nyiramukunzi Vestine	Member
Gakwaya Damien	Member
Butera Ladisilasi	Member
Mucumbitsi Jean	Member
Buzizi Jean	Member
Mukeshimana Donatha	Member
Mujyambere Boniphace	Member
Mukamabano Consesa	Member
Nyiranzabamwita Vestine	Member

**Tajikistan**

<b>United Nations</b>		
Barno Mukhammadieva	UN Women, Programme Manager	Dushanbe
Viloyat Mirzoeva	National Portfolio Manager	Dushanbe
Diana Asmailova	UNFPA National Programme Associate, Gender Member of Gender Theme Group Co-Chaired by UN Women and UNFPA	Dushanbe
Yusuf Kurbonkhojaev	Senior Policy Officer , UNICEF <sup>39</sup>	Dushanbe
Reihan Muminova	UNDP	Dushanbe
<b>Government Representatives</b>		
Sumangul Tagoeva	Minister, Ministry of Labour and Employment (formerly Ministry of Labour and Social Protection)	Dushanbe
Kudratullo Qurbanov	Deputy Head, Statistics, Ministry of Labour, Migration and Employment	Dushanbe
Makhfirat Umar Khidirzoda	The Committee for Women's and Family Affairs under the Government of the Republic of Tajikistan	Dushanbe
Munavara Dadabaeva kabir63@mail.ru)	Head, The Committee for Women's and Family Affairs under the Government of the Republic of Tajikistan	Soghd region
Yelena Budmikova	Coordinator of State Statistics Agency on Statistics under the President of the Republic of Tajikistan	Dushanbe
Mr Zufar Ismoilzoda	Head, Ghonchi District	Ghonchi
Name n/a	Head, Bobojon Gafurov District	Bobojon Gafurov
Name n/a	Head, Isfara District	Isfara
<b>NGOs</b>		
Nargis Zokirova	Head, Bureau of Human Rights and Legislation Observation NGO	Dushanbe
Saida Inoyatova	Head, Women with Disabilities NGO. Members of the Coalition for the Protection of the Rights of People With Disabilities (PWD)	Dushanbe
Mavjuda Nazirova	Head of NGO Nakhli Umed	Isfara
Shujoat Hasanova Munavara Dadabaeva Irodo Bobojonova Zeba Khodjaeva	Head of NGO Khurshed Zindagi	Khujand
Nurmiso Komilova	Director, Regional Centre for the Social Protection for the Elderly and PWDs	Khujand
Roziya Jarkinzoda	Head, NGO GuroFarid	Isfara
<b>List of Women Watch Group Members interviewed</b>		
Rahimova Savrinoz	WWG member	Sughd
Parpieva Gulsarakhan	WWG member	Sughd
Rahimova Bashorat	WWG member	Sughd
Sodibova Rano	WWG member	Sughd

<sup>39</sup><sup>39</sup> UNICEF is the Donor Coordination Council lead on Social Protection

Kasimova Mathibakhov	WWG member	Sughd
Safieva Nargis	WWG member	Sughd
Avzieva Nodira	WWG member	Sughd
Zarina Gaffurova	WWG member	Sughd
Rahimkulova Bibioisha	WWG member	Sughd
Mallaeva Tukhtayon	WWG member	Sughd
Nasiba Haidarova	WWG member	Sughd
Mamlakat Abdusmadova	WWG member	Sughd

**List of One stop shop representatives- Ghonchi district**

Mr. Juraev	Representative, Law Enforcement and passport Department	Ghonchi. Khujand Province
Ms.Gulru Barotova,	Representative, Health Department	Ghonchi, Khujand Province
Mr. Hodiev Abdumalik	Representative, Agriculture Department	Ghonchi, Khujand Province
Mr.Najmidinov Shura	Representative, Land Department	Ghonchi, Khujand Province
Mr.Ibrohimov	Representative , Education Department	Ghonchi, Khujand Province
Mr. Baratov	Representative, Economics Department	Ghonchi, Khujand Province
Ms Rafoat Karimova	Representative, Civic Registration Department	Ghonchi, Khujand Province
Ms Yodgorova	Representative Committee for Women and Family Affairs RT	Ghonchi, Khujand Province
Ms Solieva	Representative, Special Unit of Application Review	Ghonchi, Khujand Province
Mr. Amrokhon	Representative, Employment and Labour Department	Ghonchi, Khujand Province
Mr. Ashurov Umatkhon	Representative, Social Protection Department	Ghonchi, Khujand Province
Mr. Asherov	Social Protection Department	Ghonchi, Khujand Province
<b>Miscellaneous</b>		
In addition the evaluators met with over 70 beneficiaries and members of the Women Watch Groups.		