



**PROMOTING GENDER RESPONSIVE
POLICIES IN SOUTH EAST EUROPE
REGIONAL PROGRAMME 2017-2019:**

Final Evaluation



ACKNOWLEDGEMENTS AND DISCLAIMER

The Evaluation Team – comprised of Meredith Brown (Team Lead), Elida Metaj (Albania), Aleksandar Zivanovic (Bosnia and Herzegovina), Rajna Cemerska (North Macedonia) and Viorica Antonov (Moldova) – would like to express their appreciation to the members of the GRB Programme Team, both at the regional level and in each of the country offices, and to Ermira Lubani, Regional Programme Coordinator. You were generous with your time and expertise and we are grateful. We are appreciative of the thoughtful contributions and guidance of the UN Women Europe and Central Asia Regional Evaluation Specialist, Isabel Suarez Garcia, and the members of the Evaluation Reference Group.

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The views expressed in this report are those of the Evaluators. They do not represent those of UN Women or any of the individuals and organizations referred to in the report. Any errors or omissions are ours.

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TABLE OF CONTENTS

Acknowledgements and Disclaimer	2
Table of Contents	4
List of Acronyms and Short forms	6
List of Boxes and Tables	7
Executive Summary	8
The Gender Responsive Budgeting Regional Programme	8
The Evaluation Methodology and Process	8
Findings	9
Lessons Learned	11
Recommendations	12
<hr/>	
1. BACKGROUND AND CONTEXT OF THE PROGRAMME	13
1.1 UN Women’s regional position with respect to gender equality and gender-responsive budgeting	13
1.2 The Regional Programme on Gender-responsive Budgeting	14
<hr/>	
2. EVALUATION METHODOLOGY AND PROCESS	16
2.1 Objectives of the Final Evaluation	16
2.2 Evaluation Management Structure	16
2.3 Review of the Theory of Change and Intervention Logic Model	17
2.4 Evaluation Criteria	17
2.5 Evaluation Process and ethical considerations	19
2.6 Data Triangulation, Quality Control and Evaluation Risks	19
<hr/>	
3. FINDINGS	21
3.1 Theory of change and the intervention logic model	21
3.2 Scoring Matrix (evaluation criteria and assessment areas)	23
3.3 Relevance (Evaluation Questions 1-7)	24
3.4 Effectiveness (Evaluation Questions 8-12)	26
3.5 Impact (Evaluation Questions 13-18)	33
3.6 Efficiency (Evaluation Questions 16-19)	35
3.7 Sustainability (Evaluation Questions 20-24)	37
3.8 Summary of Findings	39
<hr/>	
4. CONCLUSIONS	41
4.1 Programme strengths	41
4.2 Programme Challenges	42

5.	LESSONS LEARNED	43
6.	RECOMMENDATIONS	46
	Recommendation 1:	
	UN Women ECA should actively assert its competitive advantage in GRB	46
	Recommendation 2:	
	Develop a big-picture and long-term approach to the GRB Programme model	46
	Recommendation 3:	
	Complete and Close the Current Programme	47
	Recommendation 4:	
	Ensure Programme Resourcing for Project Management and manage the risk that comes from Reliance on a limited number of Contracted Experts	47
	Recommendation 5:	
	Ensure Country Capability is Enhanced and Independent	48
	Recommendation 6:	
	Continue to use a Regional Programme Model	48
	Recommendation 7:	
	Find Partnerships and Linking Opportunities with other Projects and Organizations	49
	Recommendation 8:	
	Prioritize the increased capacity of data users	49
	Annex A: Country-Specific Insights	50
	At-A-Glance: GRB IN Albania	50
	At-a-Glance: GRB IN Bosnia and Herzegovina	53
	At-A-Glance: GRB IN The Republic of North Macedonia	56
	At-A-Glance: GRB IN The Republic of Moldova	59
	At-A-Glance: GRB In The Region	62
	Annex B: Results against indicators and targets	63
	Annex C: Evaluation Questions	67
	Annex D: List of Documents	108
	Albania	108
	Bosnia and Herzegovina	108
	Republic of North Macedonia	109
	Republic of Moldova	111
	Annex E: List of Interviewees	113
	Annex F: CVs of Programme Team	119
	Annex G: Terms of Reference	121

LIST OF ACRONYMS AND SHORT FORMS

Acronym/Short Form	Title
ADA	Austrian Development Agency
ADC	Austrian Development Corporation
BiH	Bosnia and Herzegovina
CEDAW	Committee on the Elimination of Discrimination against Women
CSO	Civil Society Organization
ECARO	The UN Women Europe and Central Asia Regional Office
EU	European Union
EVAW	Ending Violence Against Women
North Macedonia	The Republic of North Macedonia
GEWE	Gender Equality and Women's Empowerment
GRB	Gender Responsive Budgeting
MDA or Moldova	The Republic of Moldova
OECD-DAC	Organization for Economic Co-operation and Development – Development Assistance Committee
SDC	Swiss Development Corporation
SDGs	Sustainable Development Goals
UNEG	United Nations Evaluation Group
UN Women	United Nations Entity for Gender Equality and Empowerment of Women

LIST OF BOXES AND TABLES

Box	Title
1	Opportunities and Challenges facing the Programme
2	Evaluation Questions
3	Risk Log
4	Reconstructed Theory of Change
5	Scoring Matrix
6	The GRB Programme links to key global, regional and national GEWE strategies
7	Spotlight on BIH: GRB in the Ministry of Civil Affairs
8	Known Budget Impact
9	Spotlight on Albania: Gender-responsive Budget and Planning
10	Spotlight on Moldova: Gender Pulse
11	Training Survey Results
12	Results by the numbers
13	Spotlight on North Macedonia: Bringing Women's Voices to the Forefront
14	Budget and Expenditures by Country
15	Summary of Findings

EXECUTIVE SUMMARY

THE GENDER RESPONSIVE BUDGETING REGIONAL PROGRAMME

Gender responsive budgeting (GRB) is a well-recognized tool for the advancement of gender equality and women's empowerment. The tool nests gender directly into the financial normative framework of a country, through legislation and policy requiring GRB inside government and through the creation of transparent and data-driven budgeting public information that supports advocacy for gender equality and women's empowerment (GEWE) by civil society and elected officials.

The initiative under evaluation, the third phase of the Promoting Gender Responsive Policies in South East Europe Programme (the "Programme"), which ran from 1 February 2017 to 31 January 2019, was composed of a series of targeted approaches to introduce gender responsive budgeting and support for increased gender equality through programs and policies in South East Europe. It built on the progress and lessons learned from the first two phases of the Programme and other GRB-focused work in the region.

The Programme was designed to support governments in the four participating countries, Albania, Bosnia and Herzegovina, the Republic of North Macedonia and the Republic of Moldova to respond to the problem that mobilizing financing for the full implementation of national gender equality commitments is challenged due to (1) insufficient translation of policies and action plans into specific budgetary allocations; (2) lack of capacities of gender advocates and MPs who demand accountability from national and local governments on policy and budgetary allocation.

The Program sought to:

- promote and adapt gender responsive fiscal laws, policies and national action plans and enable specific budgetary allocations for gender equality, and
- empower gender advocates and MPs to demand accountability from national and local governments on policies and budgetary allocations to support gender equality and women's empowerment.

The Programme was designed to support the regional exchange of best practices and learning between participating countries. The Evaluation Team concluded that the Programme activities resulted in four key areas of impact: strengthening the institutional framework (legislative, policy, process), enhancing the human capacity required to carry out the framework, engage the civil society to develop understanding and skill to use GRB as a tool for advocacy, and gain the political leadership and advocacy for change.

THE EVALUATION METHODOLOGY AND PROCESS

The evaluation is structured to inquire into the relevance, efficiency, effectiveness, impact, and sustainability of the programme, using these OECD-DAC criteria for evaluation as a basis and enhancing the evaluation via UN-SWAP evaluation performance indicator's best practices and following UNEG gender-related Norms and Standards and Ethical Code of Conduct, along with UN Women Evaluation Policy and Guidelines.

The evaluation is *summative* - assessing the achievement of the results and the effectiveness of the Programme design and management - as well as *formative* - consolidating lessons learned and best practices derived from the implementation, looking to the future sustainability of the results in the target countries, the applicability of the approach to other countries, and providing recommendations for innovative and practical next steps.

It is understood that the uses to be made of the evaluation include:

- implementing lessons learned;
- as a part of best practice Programme management;
- organizational learning and accountability; and
- supporting future GRB interventions in the region and supporting gender equality efforts by UN Women, donors and key stakeholders in the target countries.

The evaluation was conducted by an Evaluation Team comprised of an International Team Lead and four National Evaluators, one for each of the four target countries. The evaluation process included development and validation of the evaluation methodology; a desk review of all relevant Programme documents; interviews with Programme partners, stakeholders, beneficiaries and participants; a survey sent to training participants; and validation meetings with UN Women Programme Team, Country Offices and the Evaluation Reference Group.

FINDINGS

This is a highly successful Programme that has advanced GRB in the region.

The value of this work is undisputed. Gender-responsive budgeting creates a means for countries to support the standardization of gender equality principles into the institutional framework across sectors. This is a significant advancement as gender equality in the target countries has typically been excluded from systemic initiatives and typically located in sector-specific Programmes. GRB supports the advancement of global, regional and country-specific commitments and, when implemented, directly impacts the lives of women and girls. This Programme has made great strides in the implementation of GRB in the target countries, building on the work of the first two phases and previous efforts, with some direct impact to women and girls already achieved in Albania, BiH and North Macedonia. The Programme partners clearly articulated the value of the Programme to their own country.

The activities of the Programme have been strategic, thoughtful, well-executed and effective in strengthening the foundation of GRB. Achieving GRB can be viewed as a series of “building blocks” – components in a number of sectors that must all come together. The Programme activities were targeted at these blocks in each country, utilizing country-specific strengths and realities to create the most optimal environment for success.

UN Women’s technical expertise is understood and appreciated, as is its ability to interact with governments and donors. The Programme Coordinator and Officers are highly regarded by the Programme partners, who relied heavily on UN Women for support in this very “hands-on” Programme model. The regional nature of the Programme created a number of key synergies and a supportive network between the target countries.

GRB is a challenging concept and a long-term effort, with some external conditions that influence the ease of implementation, such as the existence of an overall program-based budgeting approach and sustained political support, that are outside the control of UN Women and its Programme Partners. Realizing the full benefit and impact of GRB takes years. It is difficult to structure a short-term Programme in these conditions and maintain the momentum – partner stability, donor support, leadership attention – when the impact may not be felt during the life of the Programme. The design of this Programme, including its outcomes and ultimate impact expectation, means that the same problems that were identified at the outset of the Programme still exist at the end. Inroads have definitely been made and the environment is definitely improved – but the problem remains. This is not unexpected, given the conditions described above. Re-framing GRB as a long-term effort, instead of an unknown number of short Programmes, with clearly laid out steps and progress markers would help sustain momentum and reinforce the value of UN Women’s contribution at each step. A long-term view would also mitigate against some of the challenges faced in this phase of the Programme, including election cycles and lack of institutional readiness.

Relevance: The GRB Programme can be directly linked to international, regional and national GEWE goals and mandates. It is directly responsive to SDG 5, the priorities of UN Women, to the EU requirements for GEWE, and to the national commitments and policies already in place in each target country. Ensuring systemic normative frameworks have embedded gender-responsive tools is critical to long-term societal GEWE and this Programme was directly targeted at one of the most fundamental frameworks – fiscal allocation. Inside the budget system, the Programme was most clearly relevant by linking GRB to sectoral strategies and programs across governments nationally and locally. Beyond the budget system, the Programme linked to the extensive network of gender mechanisms and civil society organizations to ensure linkages directly to programming. The work across different sectors, including sports, EVAW, human rights, rural and agriculture and entrepreneurship, ensured that the principles of the Programme were relevant and supported achieving highly impactful interventions. The Programme management structure worked well to support the ongoing relevance of the Programme, engaging key partners in design and ownership and maintaining a Project Advisory Board with an appropriate cross-section of representation from across sectors and target countries.

This phase of the Programme witnessed a positive shift in overall government commitment to priorities gender equality. However, all of the target countries experienced elections and a variety of political upheaval during the period of the Programme and overall political attention and government leadership was not able to be entirely focused on GRB. Some Programme activities were not relevant to this political context and could not be enacted. The existing method of the budgeting process in the target countries was also a factor in influencing the level of relevance of Programme activities. Where program-based budgeting was not already in place or immediately contemplated, it was more difficult for the Programme to prove its relevance to key institutions.

Effectiveness: The Programme can claim efficacy with respect to the work done on the normative framework in the target countries although the efficacy of the Programme's work on the normative framework depends on the country's relative readiness to adopt GRB. In Albania, the Programme has achieved the passage and implementation of legislative and policy requirements on GRB and 9 out of 11 national ministries have implemented GRB. Legislation requiring GRB at the municipal level was also passed and implementation is beginning. In BiH, the normative framework has been significantly advanced, and 2 ministries and 10 local governments have use GRB to identify and allocate gender-responsive funding. In Moldova, the budget system does not yet include GRB although some elements have been included in the new Methodological Guide on developing, approving and amending the budget and the annual Budget Circular with provisions related to GRB principles. In North Macedonia, Budget Circular was amended with gender specific provisions obliging line ministries/state institutions to submit gender budget statements for sectoral programmes. The new organic budget law, currently under development, aims to stipulate gender as a specific article and 17 central budget users (14 line ministries and 3 state institutions) submitted GRB statements for sectoral programs. At the municipal level, while there is not programme-based budgeting, municipalities are required by the Law of Equal Opportunities of Women and Men to include gender perspective in all stages of programme and budget planning and 19 municipalities engendered 88 local programs.

The Programme can rightly claim that its approach to capacity building through training and coaching inside institutions and with the civil society have generated a corps of individuals who are both supportive of GRB as an important concept and who are now capable of implementing GRB-related activities in their sector. Work has been done to include GRB in the training curricula for public servants. Civil society organizations have been empowered to prepare watchdog reports

and perform monitoring and advocacy functions in a wide array of sectors.

The Programme has been less effective in a few key areas: engagement of the elected political leadership as champions and advocates in all four target countries has been extremely low and in some countries was abandoned as a result of political turbulence, and the effective focus on introduction and implementation of GRB in governments has not been accompanied by a monitoring and evaluation framework. In those jurisdictions without active overall budget reform, the Programme did not see full implementation of GRB practices across both central and local governments. While civil society organizations have had very successful training on the preparation of watchdog reports, in some countries such as Albania, those reports have not been released.

Impact: It is clear that the work of the Programme will have lasting impact across the target countries, especially with respect to those programs already engendered as a result of the Programme. Sufficient 'institutionalization' of GRB principles and practices has occurred and can be sustained by trained officials in Albania, BiH and North Macedonia, although the actual implementation of legislative GRB requirements has only occurred in Albania to date. In Moldova, the Programme's impact is in jeopardy without government advancement on program-based budgeting and support for GEWE. Limited impact is also a risk with respect to civil society, political leadership and advocacy across all four target countries. The civil society organizations have received strong training but many have not seen the results of their work to date. This may act as a disincentive to future watchdog monitoring and reporting. There is a lack of political will and leadership across all four target countries. Impact may be dependent on those areas in which a politician chooses to engage in GRB advocacy.

Efficiency: The Programme has a high value for money proposition, operated a large number of activities with large financial impact on a very small budget and with a minimal number of staff. UN Women staff are viewed by the partners as reliable, responsive and expert. Programme partners feel included and supported by the Programme team. The regional approach to some aspects was efficient, as trainings were combined and best practices and access to experts were shared across borders. More could have been made of the regional component. The small number of staff on the team, combined with inadequate reporting structures in the Programme design, meant that data collection, monitoring and evaluation was not as strong as it could be, creating some concern from a Programme management best practices perspective but also from an overall regional understanding of success and expectation in the Programme.

Sustainability: The sustainability of the Programme's impact is supported by the institutional frameworks and strong human capacity put in place by target countries. The Programme has created elements of the institutionalization of GRB that will withstand political ambivalence, including legislative and policy provisions, knowledge products, actual budgetary reallocation, and partner ownership and enthusiasm for the value of GRB. Where the institutional frameworks are already in place, the impact is more likely to withstand a lack of political engagement. However, in countries where the framework is still tenuous or not yet entrenched, the sustainability of the effort is at risk. In-country capacity and expertise are risks to the sustainability of the Programme efforts. While there are dedicated people working on GRB, capacity building is highly dependent on UN Women and a small number of outside experts. None of the target countries were left with sufficient GRB and training expertise to continue their efforts independently.

LESSONS LEARNED

As a result of the evaluation process and the findings, there are a number of critical lessons learned in this Programme. These lessons, combined with the findings, lead to the set of overall and country-specific recommendations.

1. In-country expertise, both on the implementation of GRB and on training, is a critical leave-behind for projects whose outcomes will require evergreen skillsets.
2. Project management requires dedicated focus and adequate resources to ensure that Programme Partners have a clear understanding of the goals and expectations.
3. The Regional approach adds value to long-term projects by creating efficiencies, regional collegiality and best practice approaches.
4. Country readiness must be clearly understood at the outset of Programme planning to ensure appropriate and contextual project design.
5. GRB skills are a subset of program-based budgeting skills and an approach to capacity building that recognizes this complexity will be the most successful.
6. Both central and local governments should be engaged in order to maximize impact at the policy and service delivery levels.
7. Gender disaggregated statistics are critical tools for advocacy and should be a dedicated outcome in programmes that aim to alter the normative and institutional framework.

RECOMMENDATIONS

The recommendations made here build on the recommendations made in past evaluations and on the successes of the Programme, and provide best practice and innovative solutions for the challenges experienced. They are intended to be used to inform future UN Women GRB Programmes, the efforts of the in-country partners and future regional Programme design.

Recommendation	Responsibility	Timing
1. UN Women ECA should actively assert its competitive advantage in GRB	Regional Office	Start now
2. Develop a big-picture and long-term approach to the GRB Programme model	Regional Office, Programme Team	Start now
3. Complete and close the current Programme	Programme Team	Within 6 months
4. Ensure Programme resourcing for project management and manage the risk that comes from reliance on a limited number of contracted experts	Regional Office, Programme Team, Country Office	Within one year
5. Ensure country capability is enhanced and independent	Programme Team, Country Office	Within one year
6. Continue to use a Regional Programme model	Regional Office, Programme Team	Start now
7. Find partnerships and linking opportunities with other projects and organizations	Programme Team	Within one year
8. Prioritize the increased capacity of data users	Programme Team, Country Office	Within one year

1. BACKGROUND AND CONTEXT OF THE PROGRAMME

1.1 UN WOMEN'S REGIONAL POSITION WITH RESPECT TO GENDER EQUALITY AND GENDER- RESPONSIVE BUDGETING

Gender-responsive budgeting (GRB) is a well-recognized tool for the advancement of gender equality and women's empowerment. The tool nests gender directly into the financial normative framework of a country, through legislation and policy requiring GRB inside government and through the creation of transparent and data-driven budgeting public information that supports advocacy for gender equality and women's empowerment (GEWE) by civil society and elected officials.

Gender-responsive budgeting:

- examines public policies and budgets and generates concrete evidence on whether they support or hinder progress towards gender equality;
- is integrated within existing budgetary systems – it does not involve a separate budget;
- encourages the expanded collection of sex disaggregated data to routinely measure the potentially different impacts of public policy choices on the lives of women and men, and girls and boys;
- helps provide an accurate gauge of whether or not progress towards equality is being made.¹

GRB is intrinsically linked to the principles of Agenda 2030 and a critical tool to support meeting the Sustainable Development Goals (SDGs). SDG5: Achieve gender equality and empower all women and girls includes Indicator 5.C: Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels. This Indicator is measured based on Target 5.C.1: Proportion of countries with systems to

track and make public allocations for gender equality and women's empowerment.²

Gender-responsive budgeting is a key element to achieving the UN Women Strategic Plan 2018-2021. Under Outcome 2: Women lead, participate in and benefit equally from governance systems, the Strategic Plan says:

- Enabling governance systems are essential for the achievement of gender equality and women's empowerment. UN Women brings women's political participation and leadership, gender-responsive planning and budgeting and access to justice together into this Outcome to leverage their mutually-reinforcing nature.
- UN Women focuses its contribution on four areas, including: More national and local plans, strategies, policies and budgets are gender-responsive. This includes support to the development of national development strategies, national gender equality action plans, national HIV strategies, and disability programming.³

The UN Women Europe and Central Asia Regional Office (the "ECARO") has positioned GRB as an important service offering to the countries of the region and an area in which the ECARO has unique technical expertise. This expertise is grounded in the combined technical skills that the ECARO has cultivated with respect to program-based budgeting including GRB and the overarching expertise and credibility the Office has with respect to GEWE. In addition to supporting the SDGs, the 2030 Agenda and other global goals, GRB is a tool that supports the commitments of the ECA countries under the Gender Action Plan in the EU External Relations 2016-2020. Many countries in the region have already or are planning to move to program-based budget models that would enable the inclusion of GRB. The ECARO has been well-positioned to support these moves.

¹ From UN Women brief – Making Budgets work for Gender Equality

² <https://sustainabledevelopment.un.org/sdgs>

³ UN Women Strategic Plan 2018-2021 UNW/2017/6/Rev. 1, paras 47 and 49

Since 2007, the ECARO has undertaken GRB initiatives in Albania, BiH, North Macedonia, Moldova, Georgia, Serbia, Kosovo, Kyrgyzstan, Turkey and Ukraine. The current intervention builds on the results of three previous initiatives, “Gender Responsive Budgeting (GRB) in South East Europe (SEE): Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability implemented in Albania, BiH, North Macedonia and Serbia (2006-2010), the first phase of the Programme “Promoting Gender Responsive Policies and Budgets in South-East Europe” (2011-2013) (PGRP-SEE) implemented in Albania, BiH and North Macedonia; and Promoting Gender Responsive Policies and Budgets in South-East Europe Phase II” (PGRP-SEE) implemented in Albania, BiH, North Macedonia and Moldova (2013-2016).

1.2 THE REGIONAL PROGRAMME ON GENDER-RESPONSIVE BUDGETING

1.2.1 PROGRAMME CONTEXT AND CONSIDERATIONS

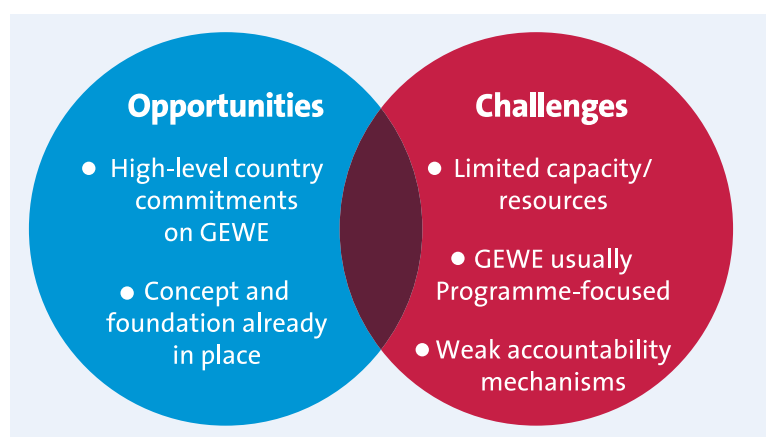
The initiative under evaluation, the third phase of the Promoting Gender Responsive Policies in South East Europe Programme (the “Programme”), which ran from 1 February 2017 to 31 January 2019, was composed of a series of targeted approaches to introduce gender responsive budgeting and support for increased gender equality through programs and policies in South East Europe. It built on the progress and lessons learned from the first two phases of the Programme and other GRB-focused work in the region. The Programme was designed to support governments in the four participating countries, Albania, Bosnia and Herzegovina, the Republic of North Macedonia and the Republic of Moldova to promote and adapt gender responsive fiscal laws, policies and national action plans and enable specific budgetary allocations for gender equality, as well as empower gender advocates and MPs to demand accountability from national and local governments on policies and budgetary allocations to support gender equality and women’s empowerment. The Programme was designed to support the regional exchange of best practices and learning between participating countries.

As a part of Programme design, the Programme considered the following factors, called out in the previous evaluations and as a part of the context of the four countries chosen:

- Women and girls in the target countries continue to face numerous socio-economic inequalities based on their gender.

- Governments of the target countries have affirmed their commitments to gender equality, through adoption of new laws, policies and strategies, as well as specific empowerment measures.
- However, limited capacity and expertise and a focus on sectoral priorities rather than an overarching approach to gender equality, combined with insufficient public investment have limited progress in gender equality.
- UN Women’s technical assistance on GRB in the countries has been aimed both at institutional gaps in the processes of policy making (e.g. Amending budget laws, strengthening institutional capacities) and tackling the inequalities in sectoral policies (e.g. Low participation of women in the labour force and empowering rural women).
- The full application of GRB across the cycle of planning, programming and budgeting has not been achieved in any of the countries. While each country has taken steps and is on the path towards GRB, more time and support are required.
- Policies, strategies and budgets remain gender blind and the capacity of the gender machinery and public finance officials remains limited. Civil society has made significant progress but has not yet had the opportunity to fully utilize the skills.
- Accountability mechanisms are weak.
- Election cycles and political turbulence in the target countries have consequences for the effectiveness of some activities.

BOX 1: OPPORTUNITIES AND CHALLENGES FACING THE PROGRAMME



1.2.2 PROGRAMME DESIGN

The Problem:

The Programme identified the problem to be addressed in this third phase of the GRB work as:

Mobilizing financing for the full implementation of national gender equality commitments is challenged due to (1) insufficient translation of policies and action plans into specific budgetary allocations; (2) lack of gender advocates and MPs who demand accountability from national and local governments on policy and budgetary allocation.

Consequently, the Programme was designed with the following logic:

The Programme Objective:

Support the advancement of implementation of national (laws and strategies on GEWE) and international commitments (SDGs, UPRs, CEDAW and EU) to gender equality and women's empowerment in line with national SDG priority targets in the four countries.

The Programme Outcomes:

Outcome 1: Governments in targeted countries promote gender responsive fiscal laws, policies and national action plans to enable specific budgetary allocations for gender equality;

Outcome 2: Gender advocates and MPs demand accountability from national and local governments on policies and budgetary allocations for GEWE.

Expected Outputs:

Output 1.1: Public Officials in national and local government stake initiatives to apply GRB in public finance management due to increased capacities.

Output 1.2: National and local governments priorities budgetary allocations for GE through participatory processes and make monitoring reports of policies and budgets available to citizens.

Output 2.1: Gender advocates monitor and report on government's commitments on GEWE.

Output 2.2: Parliamentarians raised gender issues and monitor government's expenditures in specific sectors GEWE.

Output 2.3: National and Regional associations and expert groups/institutions exchange experience and replicate best practices on GRB.

Under each output, the Programme identified a number of interventions and actions to be undertaken that are expected to meet the results, including but not limited to supporting government in legislative, regulatory and policy adoption, technical assistance to Ministries of Finance, production of knowledge materials, training and resources for public officials, and support to advocacy and civil society organizations.

The direct beneficiaries of the Programme were public officials, municipal staff, city councillors, civil society organizations, students and citizens in each of the four target countries. Different activities in each country were intended to ensure a country-appropriate response to the identified needs.⁴

⁴ All from Annex 3_Programme_Document_UNW_GRB_regional_SEE_Final18Jan2017_ADA_ref_8181-00/2017

2. EVALUATION METHODOLOGY AND PROCESS

2.1 OBJECTIVES AND PROCESS OF THE FINAL EVALUATION

The evaluation objectives and overarching methodological approach were set out by UN Women in the Terms of Reference [attached to this document at Annex G and contextualized and refined in the Programme Inception Report, dated January 30, 2019. The evaluation is structured to inquire into the relevance, efficiency, effectiveness, impact, and sustainability of the programme, using the OECD-DAC criteria for evaluation as a basis and enhancing the evaluation via the UN-SWAP evaluation performance indicator's best practices and following UNEG gender-related Norms and Standards and Ethical Code of Conduct, along with the UN Women Evaluation Policy and Guidelines.

The evaluation is *summative* - assessing the achievement of the results and the effectiveness of the Programme design and management - as well as *formative* - consolidating lessons learned and best practices derived from the implementation, looking to the future sustainability of the results in the target countries, the applicability of the approach to other countries, and providing recommendations for innovative and practical next steps.

It is understood that the uses to be made of the evaluation include:

- implementing lessons learned;
- as a part of best practice Programme management;
- organizational learning and accountability; and
- supporting future work on GRB in the region and supporting gender equality efforts by UN Women, donors and key stakeholders in the target countries.

The Evaluation took place in a three-month period from January 7, 2019 to March 28, 2019 and included a desk review of relevant documents, remote interviews and meetings with UN Women team, four in-country missions that included in-person interviews, focus

groups and meetings with key stakeholders, an online survey of beneficiaries, and the presentation and review of the deliverable reports.

A list of documents reviewed is attached at Annex D and a list of stakeholders, partners and participants interviewed is attached at Annex E.

The evaluation methodology and all reports have been prepared by an International Evaluator (the "Lead Evaluator"), supported by four national experts hired by UN Women for this evaluation process (together the "Evaluation Team") and in concert with the Regional Evaluation Specialist at ECARO, who provided guidance, support and quality assurance. Each of the four national experts was assigned to one of the target countries and was responsible for conducting the country-specific components of the evaluation.

2.2 EVALUATION MANAGEMENT STRUCTURE

This evaluation has been commissioned by UN Women ECARO as a part of Programme oversight and to contribute to learning on GRB implementation efforts and to support future initiatives on GRB in the region and globally. The evaluation has been managed by the ECARO Evaluation Specialist, who is a member of UN Women Independent Evaluation Service, and supported by an Evaluation Reference Group comprised of key country, regional and donor representatives. This group was guided by a Terms of Reference and was constituted to ensure a participatory approach to the evaluation. The Regional Programme Manager and Regional Programme national coordinators supported the conduct of the evaluation.

The Evaluation Team was comprised of the Lead Evaluator and the four national experts. Short biographies of the team members are attached at Annex F. The Evaluation Team used a collaborative, respectful and transparent approach to its work, coordinating with UN Women regional and country

offices and ensuring multiple touchpoints with the Regional Evaluation Specialist and the members of the Evaluation Reference Group, including in-country interviews, an in-country debrief and a presentation of the findings and recommendations.

2.3 REVIEW OF THE THEORY OF CHANGE AND INTERVENTION LOGIC MODEL

An overarching assessment of the soundness of the Programme's theory of change, as set out in the Programme Document forms part of the evaluation. The evaluation of the theory of change is based on four quality control criteria:

1. **Plausibility** – The logic of the outcomes pathway: does it make sense, are the outcomes in the right order, are the preconditions each necessary and collectively sufficient to reach the long-term outcomes and ultimate impact, are there gaps in the logic
2. **Feasibility** – Whether the initiative can realistically achieve its long-term outcomes and impact: does the organization have adequate resources, does it need partners, does the scope, expectations or timeline of the theory need adjustment
3. **Testability** – Refers to the indicators: are they sold and measurable, will they yield sufficient information to evaluate the success of the initiative, will they be convincing to necessary audiences⁵
4. **Scope** – Is the scope appropriate: is the scope broad enough to leave no gaps in the model yet focused enough on the opportunities and resources at hand, is accountability for outcomes clearly delineated and is the ceiling of accountability (where outcomes are beyond the power of the Programme to control) clearly understood⁶

A visual representation of the theory of change and its logic model, along with analysis, assessment and recommendations, is set out in the Findings section of this Report.

⁵ A. Kubisch (1997), *Voices from the field: Learning from the early work of comprehensive community initiatives*. Washington, DC. Aspen Institute

⁶ H. Clark (2004), *Deciding the Scope of a Theory of Change*, New York: ActKnowledge

2.4 EVALUATION CRITERIA

Evaluation Criteria: The OECD DAC evaluation criteria are: relevance, impact, effectiveness, efficiency and sustainability. This formula forms the basis of the evaluation as set out in the TOR but is enhanced to ensure alignment with UN-SWAP evaluation best practices to meet the UNEG gender-related Norms and Standards, along with other international best practices in evaluation. The approach taken in this evaluation is to integrate gender-related/GEWE evaluation questions and measures throughout the evaluation and to also assess the GEWE impact of the interventions as cross-cutting impacts in the evaluation matrix.

Objectives of this evaluation included:

- Analyze the relevance of the programme objectives, strategy and approach at the local, central and regional level;
- Assess effectiveness and a potential measurable impact of the programme intervention on the target countries;
- Assess organizational efficiency and coordination mechanisms in progressing towards the achievement of the programme results as defined in the intervention;
- Assess the sustainability of the results and the intervention in advancing gender quality in the target countries;
- Identify and document lessons learned, good practices and innovations, success stories and challenges within the programme, to inform future work of UN Women on gender responsive budgeting;
- Identify strategies for replication and up-scaling of the programme's best practices.

Evaluation Questions: In order to support the analysis using the methodology set out below, a comprehensive list of questions was proposed in the TOR and refined through the Inception Report process. The full answers to these questions can be found at Annex C.

BOX 2:
EVALUATION QUESTIONS

Criteria	Question
Relevance	<ol style="list-style-type: none"> 1. To what extent was the design of the intervention and its results relevant to achieving the goals and outcomes set out in SDG5 and the UN Women mandate and objectives? 2. To what extent is the intervention consistent with the national/subnational priorities and commitments on GRB? 3. To what extent was the design of the intervention and its results relevant to the needs and priorities of the beneficiaries? 4. To what extent were key national partners involved in the programme’s conceptualization and design process? 5. To what extent have gender and human rights principles and strategies been integrated into the programme design and implementation? 6. To what extent does UN Women possess the comparative advantage in the programme’s area of work in comparison with other UN entities and key partners in the Western Balkans? 7. To what extent has the GRB regional Programme been aligned to other strategies and policies on gender mainstreaming in the target countries, in particular on budgeting at the central and local levels?
Effectiveness	<ol style="list-style-type: none"> 8. To what extent have the expected results of the programme been achieved on both outcome and output levels? 9. What are the reasons for the achievement or non-achievement of the programme results? Has the programme achieved any unforeseen results, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How were they overcome? 10. How effective have the selected strategies and approaches been in achieving programme results? 11. How well did the intervention succeed in involving and building the capacities of rights-holders (specifically women), duty-bearers (governments, institutions, CSOs) as well as the programme partners? 12. To what extent did the programme use innovative approaches to the implementation of GRB?
Impact	<ol style="list-style-type: none"> 13. Have the long-term benefits from the Programme become evident? 14. Is there a potential measurable impact of the programme intervention on the target group across all dimensions of empowerment? 15. To what extent is the programme bringing about gender transformative changes that address the root causes of gender inequalities – including prevailing social norms, attitudes and behaviours, discrimination and social systems?
Efficiency	<ol style="list-style-type: none"> 16. Have resources (financial, human, technical support, etc.) been allocated between the implementing partners strategically to achieve the programme outcomes? 17. Has there been effective leadership and management of the programme including the structuring of management and administration roles to maximize results? Where does the accountability lie? 18. Have the outputs been delivered in a timely manner? 19. To what extent has the GRB Regional Programme management structure facilitated (or hindered) good results and efficient delivery?
Sustainability	<ol style="list-style-type: none"> 20. What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time after the programme phase out? 21. How effectively has the programme generated national ownership of the results achieved, the establishment of partnerships with relevant stakeholders and the development of in-country capacities to ensure sustainability of efforts and benefits? 22. To what extent did the GR Regional Programme foster the participation of relevant CSOs and women’s organizations in the target countries? 23. To what extent has the programme been successful in making the linkages and agreements that would ensure the continuation of work on GRB? What factors are/will be critical to sustainability? 24. To what extent has the programme been able to promote replication and/or upscaling of successful practices?

2.5 EVALUATION PROCESS AND ETHICAL CONSIDERATIONS

The approach of the Evaluation Team has been participatory and collaborative. We have sought to foster credibility with stakeholders and donors through our positive approach and to ensure an open dialogue with partners, donors and the Programme team throughout the evaluation period. Attention was paid to ensuring that interviewees understood the process and were comfortable speaking to us. Responses have not been directly attributed to any interviewees, except where clear consent was obtained.

We have worked to ensure the transparency of our process, through all reports and clear communication about the process with UN Women, partners, donors and interviewees. In each country, we conducted meetings with both the leaders and staff of the Country Office and the members of the Evaluation Reference Group to review our process and our preliminary observations and allow for questions, comments and corrections. We have maintained records of our process throughout.

Responses to the specific questions posed in the TOR have been grouped into assessment areas (design, management, achievement and GEWE), evaluated against indicators and triangulated and cross-checked using multiple data points, where possible.

An overall score has been assigned to each category (evaluation criteria + assessment area) and tabulated. The value and impact of a complex development program such as the GRB Programme is multi-faceted and the scoring methodology is used as a component of the overall evaluation conclusions and recommendations as a tool to highlight successes and challenges at a glance.

Both the quantitative and qualitative assessment components of the evaluation are considered across each of the evaluation criteria. Assessment of the Programme activities, outputs and outcomes on the evaluation criteria are done as an aggregate, given the regional structure of the program. However, some country-specific elements, including both findings and recommendations, are called out in the main body of the evaluation and given more detail in the At-A-Glance section.

2.6 DATA TRIANGULATION, QUALITY CONTROL AND EVALUATION RISKS

In order to ensure that the evaluation is as free as possible from bias or influence, both data triangulation and quality control have been built into the evaluation methodology.

With respect to the data, there is a reasonable mix of sources and types of information gathered as part of this Programme, including Programme documents, independent assessments of prior Programmes, and Programme deliverables including policy and legislation, knowledge and training documents and other products. While there is limited counterfactual data available, there is a significant set of previous Programmes and activities, in the target countries and in the region, that can form a basis for comparison. In addition, each of the Programme outcomes and outputs had baselines already developed. These data points, obtained from document review of Programme artifacts and from first-hand assessment of the Programme deliverables, combined with the Evaluation team's in-country interviews and focus group discussions and the use of an online survey of beneficiaries form the varied components of information that were used to verify and substantiate the assessment.

With respect to quality control, the evaluation model set out in the TOR and the Inception Report has a number of strong controls built in. The Evaluator and the National Experts are independent and experienced, with knowledge of international best practices and practical realities of the development and implementation of GRB, programme management and the context of the target countries. There is a mix of deliverables, data points and beneficiaries, ensuring that the analysis does not rest on only one source or activity. The evaluation governance structure, including the Regional Evaluation Manager and the Evaluation Reference Group, are also a critical element of quality assurance for the evaluation.

There are some risks to quality control that were identified in the Inception Report. These risks were mitigated throughout the Evaluation process and the Evaluator's final response to the risks is set out below.

BOX 3:
RISK LOG

Risk (from Inception Report)	Response
<p>Translation: This Programme takes place across four different target countries, with four different languages, with all final evaluation products occurring in a fifth language (English). The Lead Evaluator does not speak the languages of the four target countries and, indeed, there is no one on the evaluation team who speaks all 5 of the languages. There is a risk that some nuances may be lost in the translation. However, this risk is assessed as low as the Programme documents are all in English, the National Experts each speak English and the language of their target country, and there is a high level of English spoken across all four countries.</p>	<p>This risk was not encountered in the evaluation process and is assessed as very low.</p>
<p>Timing: The Programme ends on January 31, 2019, after the start of the Evaluation Period. It is acknowledged in the TOR and mentioned here for clear understanding, that the full impact of activities and the measure of sustainability may not yet be known or ascertainable at the time of the evaluation. Where this is obviously the case, it will be noted in the Evaluation Report. This risk is assessed as low-medium in terms of understanding impact and sustainability as most of the activities will be complete and there will be some ability to predict long term success.</p>	<p>This risk was encountered in the evaluation process and is assessed as a medium risk. As expected, the full impact of Programme activities was not yet evident, and will not be for some time. However, the Evaluation Team has been able to make reasonable assumptions or predictions about the long-term impact and sustainability of Programme gains based on current status and these are identified throughout the Report. This Evaluation Report makes some recommendations on this issue for future Programmes.</p>
<p>Consistency of Measurement between target countries: The activities that took place in the Programme across the four different target countries are not consistent between countries. Rather, they were intentionally country-specific and targeted at identified needs in those locations. While this is unquestionably a Programme strength, it is mentioned here just to ensure a common understanding that while the impact of the Programme will be evaluated holistically and in each country, between-country comparative analysis will be used to inform formative recommendations and assess best practices across the region but will not be used extensively in the summative component of the analysis, where such analysis would create a misleading comparison. This risk is assessed as low as care will be given across the evaluation to conduct comparative analysis only where it adds value to the evaluation.</p>	<p>This risk was encountered in the evaluation process and is assessed as a low risk. Given the contextual disparity across the countries and the differing choices of activities, it remains difficult to conduct an “apples to apples” analysis across all four target countries. However, the mitigation strategy identified in the Inception Report, has been employed in this Report.</p>

3. FINDINGS

The findings below cover the analysis of the theory of change and intervention logic model as it was applied to the Programme, and findings under each of the evaluation criteria (relevance, effectiveness, impact, efficiency and sustainability).

3.1 THEORY OF CHANGE AND THE INTERVENTION LOGIC MODEL

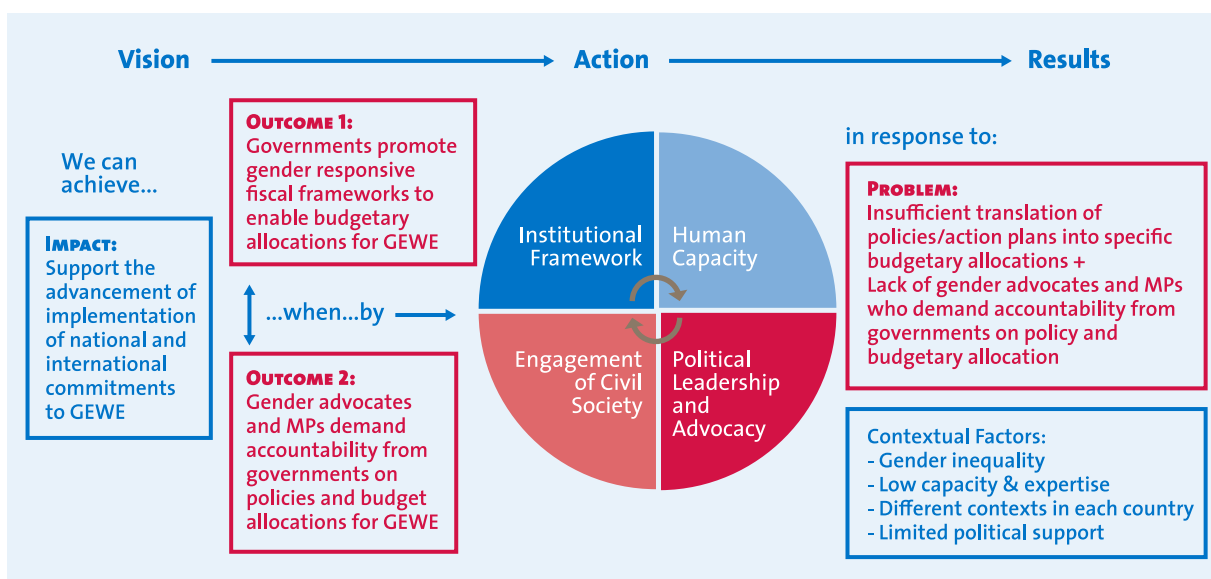
The relevant phase of the Programme is now closed with significant progress having been made against the Programme plan. The progress of the Programme and its outcomes will be assessed in other sections of this report. This section will consider the Programme’s theory of change and intervention logic model, as set out in the Programme documents.⁷ The assessment methodology is based on four quality control criteria: plausibility, feasibility, testability and scope.

Building on the results and evaluation findings and recommendations from the first two phases of the

GRB Regional Programme, this phase has identified the primary problems to target in this phase as: 1) the insufficient translation of policies and action plans into specific budgetary allocation and 2) the lack of gender advocates and MPs who demand accountability from national and local governments on policy and budgetary allocation. This problem identification has informed the overarching Programme design for the third phase, which focuses on implementation of the government legislation and policies introduced under the previous phases and on greater advocacy by civil society and elected officials.

Both of the previous evaluations have created visual representations of the Theories of Change, that seek to capture both the results frameworks for the Programmes as well as the approaches, strategies and influencing factors. Each of these reconstructions is valid, effective and responsive and the Evaluator is grateful to the previous Evaluation Teams for the care given to this modelling. The representation below seeks to simplify and visually reconstruct the Theory of Change set out in the current Programme documents, aided by the work of the previous evaluations.

BOX 4: RECONSTRUCTED THEORY OF CHANGE



⁷ Programme documents are: Programme document “Annex 3_Programme_Document_UNW_GRB_regional_SEE_Final18Jan2017_ADA_ref_8181-00/2017” and Logframe “update Annex 1 Logframe_Matrix_ADA with indicators”

In addition to preparing the visual reconstruction of the Theory of Change, this evaluation has sought to include an analysis of the soundness of the intervention logic. Given that this is the third evaluation in this Programme and two previous evaluations have already worked with the Theory of Change, reviewing the Theory itself as a means of ensuring sustainability in future Programmes is warranted.

FINDING 1

The challenge for a GRB Programme, is that GRB is a tool that operates inside the complex fiscal systems of governments, with a web of interdependencies that are outside the control of the Programme team and partners, and outcomes may not realized for a number of years after the activities. In this context, this short-term Programme, despite its evident successes, struggled to prepare a meaningful intervention logic – in essence the activities do not necessarily lead to the impact and the indicators and targets chosen do not support adequate measurement.

Establishing a logic framework for a Programme as complex and long-term as the implementation of gender-responsive budgeting into four countries is a challenge. Inevitably, the feasibility and testability of the logic pathways will struggle as the outcomes are dependent on a large range of uncontrollable external variables and the impact cannot be realized within the Programme timeframe. These concerns were called out in the past evaluations and remain real concerns for this Programme.

Overall, the theory of change is reasonably sound when tested against the quality control criteria of plausibility, feasibility, testability and scope (explained in section 2.3 above). The logic pathways reflect the most direct and appropriate steps for UN Women to take to solve the problems and achieve the desired outcomes. The anticipated outputs are reasonable and the activities are well within the scope of UN Women's expertise and country capabilities. However, in the context of the external factors such as the political climate, leadership readiness and technical capacity of the target countries, it is not clear that all of the anticipated outcomes are feasible. The same can be said of the chosen indicators. While some outcomes and indicators are quite reasonable and can be foreseen at the outset of the Programme as a direct result of the activities, some of them can only be met if the political and leadership climates existing at the time of the Programme are changed. The ultimate impact appears quite remote from the Programme activities.

Frequently, a response to this concern is that a programme such as this one only need guarantee the outputs and offer a contribution to the outcomes. However, the partners and countries engaged in such a programme may not fully appreciate this distinction, as the end benefit for them only occurs when the outcomes are realized. Consequently, a GRB programme theory of change and logic framework should more clearly call out the output and outcome expectations and include indicators and targets for both. For example, it is surprising that there is no indicator in this programme that requires the actual counting of dollars affected by the work done in this programme, such as a counting of the number of dollars allocated in a gender-responsive manner.

Plausibility

The logic of the outcomes pathway is sound and orderly – a combination of governmental proactivity to conduct gender-responsive budgeting with a strengthened accountability mechanism outside the government should lead to an increase in gender-responsive fiscal policies and, therefore to the advancement of gender equality and women's empowerment. The activities identified under each output are specific to each of the four target countries. While this a strength of the Programme – contextualized approaches for each of the target countries – it is unclear whether, individually, each country's activities are sufficient to meet the outcomes and therefore the impact.

Feasibility

There are a number of inherent dependencies that impact the feasibility of the outcomes. The Programme is entirely dependent on the actions of external actors – including governments and parliaments – and on a system of financial management in each country that is capable of including GRB as a component (e.g. Program-based budgeting, rather than line budgeting). The implementing partner organizations are resource-challenged, with each organization having a different level of staffing, skill and capacity, particularly with respect to the combined technical skillsets of gender equality principles and budgeting. The scope is quite ambitious and includes legislative changes, multiple levels of government, training across government ministries and the engagement of civil society and elected officials in four countries. It is not clear that this is feasible within the Programme timeline. Having said that, this is the third phase of a Programme that has been introducing these concepts for almost 6 years. Within that time frame, these concerns are somewhat abated in that the foundational work has already presumably been laid. The activities are heavily weighted towards capacity building, which is feasible in the time period, but the outcomes remain dependent on significant action by system actors.

Testability

The outcomes and impact identified in the theory of change will not be fully realized within the allotted Programme cycle. While the outputs of the activities can be understood, counted and measured, in order to assess whether the Programme has been successful at an outcome and impact level, a full budget cycle, including planning, budgeting, monitoring and evaluation, will have to occur in each of the target countries, following the introduction of the changes expected during the Programme. Given this, while the indicators and targets accurately lead to the stated outcomes, they may not be countable during the period of the Programme. The targets assigned to the indicators for the outcomes do not support adequate measurement of the impact, including actually knowing whether and how much money has been allocated in budgets using a gender lens.

Scope

As noted, the scope is challenging in a Programme that aims to impact a normative fiscal framework. In this case, the scope of the Programme is appropriate to achieve the activities and outputs given the resources, but the accountability for the outcomes and impact rest entirely with the governments of the target countries and some of the pre-conditions required to achieve the impact are outside the scope of the Programme (i.e. Program-based budgeting in place in each country is necessary for GRB).

3.2

SCORING MATRIX (EVALUATION CRITERIA AND ASSESSMENT AREAS)

In evaluating this Programme, the Evaluation Team assessed Programme performance through answering a series of evaluation questions. Each evaluation question was categorized using the OECD-DAC criteria of relevance, effectiveness, impact, efficiency and sustainability under the assessment areas of design, management, achievement and GEWE. The analysis and findings for each of the criteria is set out below but for ease of understanding, the categories were each given a numeric score. While these scores are helpful, they are only intended as a tool to support a visualization of the overarching assessment, areas of success and areas for improvement. The substantive analysis follows.

BOX 5: SCORING MATRIX

	Design	Management	Achievement	GEWE	Total
Relevance	3	4	4	4	15
Effectiveness	3	4	4	4	15
Impact	3	3	4	4	14
Efficiency	2	1	2	3	8
Sustainability	3	3	4	3	13

Evaluation scoring:

- 1 – Does not meet basic expectations*
- 2 – Meets basic expectations but improvement required
- 3 – Fully meets expectations
- 4 – Exceeds expectations

* Expectations were based on meeting the indicators and targets set out in the Programme planning document and evaluation planning matrix as well as the Evaluation Team's overall assessment of Programme outcomes.

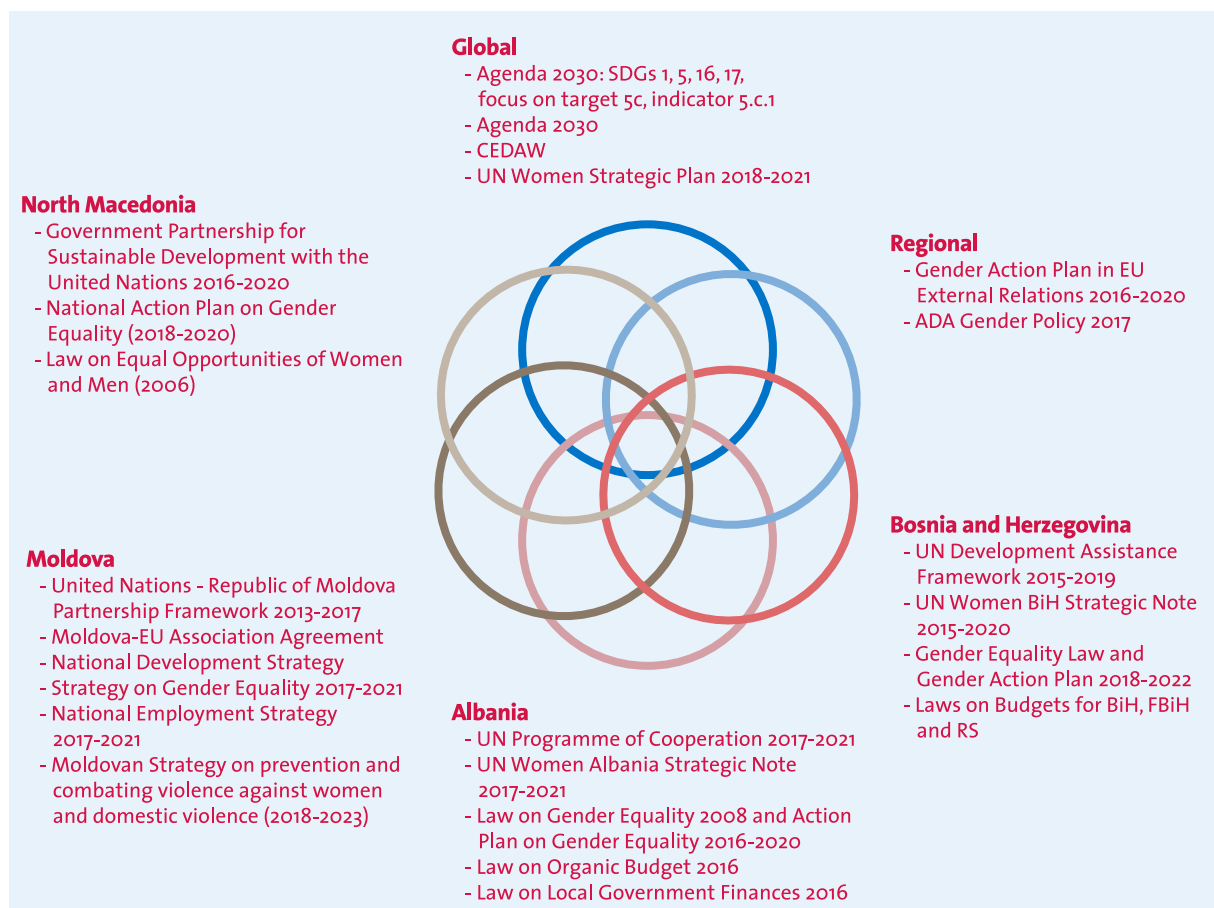
3.3 RELEVANCE (EVALUATION QUESTIONS 1-7)

FINDING 2

The Programme's relevance is undisputed, supporting the achievement of key mandates and strategies across the target countries and the region. The Programme is to be commended for its efforts to strengthen its relevance inside the target countries by drilling down, past national strategies, to ensure partners understand the relevance of GRB in achieving their own mandates.

The value of a GRB Programme is undisputed and can be directly linked to international, regional and national GEWE goals and mandates. It is directly responsive to SDG 5, the priorities of UN Women, to the EU requirements for GEWE, and to the national commitments and policies already in place in each target country. Ensuring systemic normative frameworks have embedded gender-responsive tools is critical to long-term societal GEWE and this Programme is directly targeted at one of the most fundamental frameworks – fiscal allocation. Box 5 illustrates the relevance of the Programme to key strategies, action plans and policy frameworks globally, regionally and in the target countries.

BOX 6: THE GRB PROGRAMME LINKS TO KEY GLOBAL, REGIONAL AND NATIONAL GEWE STRATEGIES



In addition to the above linkages, the Programme also made significant efforts to be relevant to the Programme partners working inside their systems. Inside the budget system, the Programme was most clearly relevant by linking GRB to sectoral strategies and programs across governments nationally and locally. Beyond the budget system, the Programme linked to the extensive network of gender mechanisms and civil society organizations to ensure linkages directly to programming. The work across different sectors, including sports, EVAW, human rights, rural and agriculture and entrepreneurship, ensured that the principles of the Programme were relevant and supported achieving highly impactful interventions.

The Programme management structure worked well to support the ongoing relevance of the Programme, engaging key partners in design and ownership and maintaining a Project Advisory Board with an appropriate cross-section of representation from

across sectors and target countries. The intervention builds on the results of three previous Programmes, “Gender Responsive Budgeting (GRB) in South East Europe (SEE): Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability in Albania, BiH, North Macedonia and Serbia (2006-2010), the first phase of the Programme “Promoting Gender Responsive Policies and Budgets in South-East Europe” (2011-2013) (PGRP-SEE) in Albania, BiH and North Macedonia; and Promoting Gender Responsive Policies and Budgets in South-East Europe Phase I” (2011-2013) (PGRP-SEE) in Albania, BiH, North Macedonia and Moldova Phase II (2013-2016).

The Programme design considered the feedback of the previous evaluations to ensure it maintained a relevant focus, in particular incorporating recommendations to engage more directly with Ministries of Finance and working to strengthen the regional networks.

BOX 7:

SPOTLIGHT ON BIH: GRB IN THE MINISTRY OF CIVIL AFFAIRS

Spotlight on BiH: GRB in the Ministry of Civil Affairs

In 2017, only 4.6% of the funding for sports clubs by the Ministry was granted to women’s sports clubs. A gender analysis conducted as part of the Programme and with the Agency for Gender Equality of BiH concluded that grants criteria for sports were gender blind and were made without gender disaggregated data. It was not possible to understand how many women and men were the end beneficiaries of the grants. Through technical assistance from the Programme, the Department of Sports revised its reporting to track how mixed clubs spent their money in terms of financing women and men, their participation and achievements in competitions. The statistics will be used as a part of the 2019 grant criteria. *“We are making first steps to have evidence based planning and gender responsive criteria for grants awarding. It is easier to debate the importance of the affirmation of women’s sports in the Ministry and with the Ministry of Finance if there is clear evidence of the problem.”* Mirela Mandal, Head, Department of Sports, Ministry of Civil Affairs

UN Women are viewed as the right choice by partners for this Programme. UN Women is perceived by partners and stakeholders to have a comparative advantage in the field of GRB as follows:

- Ability to bring governments to the table and to work inside government institutions
- Demonstrated long-term commitment in the region and inside the target countries perceived by both the institutional and the civil society organizations
- Recognized technical expertise on GEWE and specifically in GRB
- Regional presence broadens pool of expertise
- Has understanding and experience with specific issues relevant to marginalized groups of women and girls (victims of conflict, SGBV, rural women, women with disabilities, etc.)
- Ability to bring global expertise to the region
- Considered neutral and generally trusted by donors

However, this comparative advantage is not absolute. There are other organizations introducing GRB into the region and into the target countries. These are chiefly organizations that are focused on governance and accountability mechanisms rather than on gender equality. Concerns about UN Women’s approach were raised, including the perception that UN Women prefers to retain the expertise in-house rather than transfer it more broadly in the country, and concerns about lack of financial and reporting clarity. Some suggestion was made that, while UN Women are a good place to start a GRB-focussed approach, the follow-up could be done by other institutions that might be lower cost options. It was also suggested that UN Women could strengthen their advantage by partnering with other UN agencies working on governance in the target countries.

FINDING 3

By creating one-size-fits-all expectations/outcomes, the Programme struggled to maintain relevance in some of the target countries where external factors such as election cycles or institutional and legislative readiness for program-based budgeting were certain to prevent success.

While the Programme goals and desired outcomes have clear relevance and tie directly to the goals of UN agencies, including UN Women, to SDG 5, to the goals of other international bodies and to the goals and mandates of the target countries and their constituents, there are certain practical challenges with the relevance of the activities and expectations in the context of the target countries.

This phase of the Programme witnessed a positive shift in overall government commitment to prioritize gender equality. There can be no doubt that engaging elected officials and members of Parliament in support for GRB is a critical component. However, all of the target countries experienced elections and a variety of political upheaval during the period of the Programme and overall political attention and government leadership was not able to be focused on GRB. Individuals in leadership positions changed, sometimes more than once, during the period of the Programme and government ministries and organizations changed structure and mandate. Much of this was foreseeable at the start of the Programme but was not particularly incorporated into the planning process, making part of Outcome 2 less relevant and certainly less feasible.

The existing style of the budgeting process in the target countries is also a factor in influencing the level of relevance of Programme activities. While Albania and BiH have introduced program-based budgeting at the higher levels⁸ and in Albania and North Macedonia at the local level, at the administrative level in BiH, the national level in North Macedonia, and across Moldova, they are still using line budgets. Even in the jurisdictions that have introduced program-based budgeting, it has not yet been fully realized across all sectors. This may limit the amount of immediate influence that the Programme activities can have in the lives of women and girls. However, it is not a complete lack of relevance. Strategically, the Programme has positioned GRB in those countries as an element

⁸ In Albania, this is a reference to the national level and in BiH, a reference to the BiH level and entity levels of RS and FBiH. It is also noted that in BiH, while there is program-based budgeting, the budgets remain presented/adopted in line budget form.

that will be included when the countries make their intended move to program-based budgeting. The challenge, of course, is that there is no guarantee that the Programme work done to increase the capacity of current staff will still be remembered when the budget systems are finally shifted. The Programme attempted to mitigate this by preparing learning modules for civil servants and future civil servants that can be delivered through their respective training programs in all four target countries as well as through a regional economics training organization (CEF).

The final challenge with respect to the relevance of the Programme is a concern that runs throughout the OECD-DAC criteria analysis in this evaluation. There are insufficient measurement, reporting and monitoring tools in place to clearly understand the impact of Programme activities across the region. The impact of this Programme will take a considerable amount of time to be fully realized, as it requires a fully functioning program-based budgeting process, a legislative and policy framework, actual gender-responsive budgeting processes to occur across governments and a full budget cycle to pass having all of that in place and functional. In order to maintain Programme relevance and credibility across such a long timeframe, ongoing analysis, consultation and refresh of the relevance is required. This cannot occur without an adequate measurement framework. Country-specific indicators make a measurement framework more relevant given the variety of jurisdictional contexts and would support more meaningful assessment.

3.4 EFFECTIVENESS (EVALUATION QUESTIONS 8-12)

FINDING 4

The Programme activities have been successful in institutionalizing GRB at some central and local levels and in increasing the capacity of public servants and civil society.

While the Programme has certainly made significant progress against its targets, it is our view that the Programme has been more effective than the numbers alone suggest. The efficacy of the Programme has been in the entrenching of the power and purpose of GRB as a tool for advancing GEWE across the target countries and in the key institutions and organizations. This work has clearly been accomplished as, in all four target countries, it is reported that the Programme

partners uniformly agree that GRB is a meaningful tool to accomplishing gender equality across sectors and different levels of government.

The Programme can claim efficacy with respect to the work done on the normative framework in the target countries although the efficacy of the Programme's work on the normative framework depends on the country's relative readiness to adopt GRB. In Albania, the Programme has achieved the passage and implementation of legislative and policy requirements on GRB and 9 out of 11 national ministries have implemented GRB. Legislation requiring GRB at the municipal level was also passed and implementation is beginning. In BiH, the normative framework has been significantly advanced and 2 ministries and 10 local governments have use GRB to identify and allocate gender-responsive funding. In Moldova, the budget system does not yet include GRB although some elements have been included in the new Methodological Guide on developing, approving and amending the budget and the annual Budget Circular with provisions related to GRB principles. In North Macedonia, Budget Circular was amended with gender specific provisions obliging line ministries/state institutions to submit gender budget statements for sectoral programmes. The new organic budget law, currently under development, aims to stipulate gender as a specific article and 17 central budget users (14 line ministries and 3 state institutions) submitted GRB statements for sectoral programs. At the municipal level, while there is not programme-based budgeting, municipalities are required by the Law of Equal Opportunities of Women and Men to include gender perspective in all stages of programme and budget planning and 19 municipalities engendered 88 local programs.

The Programme can rightly claim that its approach to capacity building through training and coaching inside institutions and with the civil society have generated a corps of individuals who are both supportive of GRB as an important concept and who are now capable of implementing GRB-related activities in their sector. Work has been done to include GRB in the training curricula for public servants. Civil society organizations have been empowered to prepare watchdog reports, and perform monitoring and advocacy functions in a

wide array of sectors.

The Programme has been less effective in a few key areas: engagement of the elected political leadership as champions and advocates in all four target countries has been extremely low and in some countries, such as BiH was abandoned as a result of political turbulence, and the effective focus on introduction and implementation of GRB in governments has not been accompanied by a monitoring and evaluation framework. In those jurisdictions without active overall budget reform, the Programme did not see full implementation of GRB practices across both central and local governments. While civil society organizations have had very successful training on the preparation of watchdog reports, in some countries such as Albania, those reports have not been released.

FINDING 5

The Programme has been successful in achieving the actual allocation of approximately USD\$326,007,550 budget funds using a gender lens for the improvement of women and girls in Albania, North Macedonia and BiH.

Most importantly, the Programme has had a significant and direct impact on the lives of women and girls through the direct reallocation of funding towards programming supporting GEWE. While tracking the actual dollar figures associated with the GRB activities was not a requirement of the Programme log frame, there are some numbers available that provide a snapshot into the clear impact this Programme has had on engendering budgets. In Albania, approximately USD\$298 million in budget dollars were allocated in the central budget using a gender-responsive approach. In North Macedonia, the efforts across the central and municipal levels impacted the allocation of approximately USD\$28million. While the number of budget programs impacted in BiH is lower, the direct impact, particularly in the Municipality of Bratunac where USD\$7550 was directly allocated towards programming for women and girls demonstrates an important impact.

BOX 8:
KNOWN BUDGET IMPACT



Data Source: UN Women Country Offices in Albania, North Macedonia and BiH, confirmed by government documents

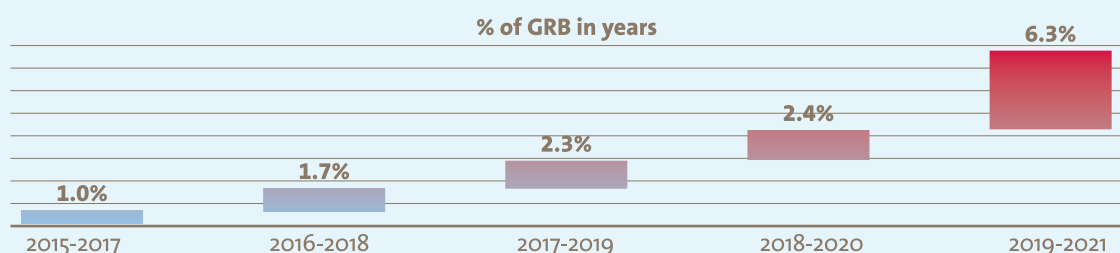
Elements of Success

Overall, the Programme has achieved the anticipated outputs. Key elements noted across all four target countries that contributed to the Programme successes include:

- Identifying key ministries as the target partner and beneficiary and involving them in planning and implementation ensured that GRB practices were systematized and therefore sustainable
- The approach to capacity building that combined training and coaching (on the job technical assistance and support) ensured that best practices in budgeting were imbued with GEWE principles and individuals were supported and empowered
- Combining support for the previously involved institutions to ensure ownership and sustainability while extending the reach of the Programme to new line ministries and civil society organizations
- Staff stability in the key partners (e.g. The Ministry of Finance in Albania) and in the Programme coordinator for UN Women was viewed as a strength, ensuring credibility for the goals of GRB
- Support for statistics gathering and the key statistics institutions in Albania, BiH and Moldova was a strength of this phase, ensuring that baseline data can be gathered to measure the impact at the end of budget cycles
- The regional approach to knowledge sharing and capacity building was a high point of the Programme, both in the government institutions and for the civil society organizations and has created a network of expertise and sharing on GRB
- Engaging the right local groups to ensure that knowledge was disseminated and that more municipalities were engaged than could have been without that partnership (e.g. Engagement with the ZELS in North Macedonia)

BOX 9:**SPOTLIGHT ON ALBANIA: GENDER-RESPONSIVE BUDGET AND PLANNING****Spotlight on Albania: Gender-responsive budget and planning**

Since the introduction of GRB into national policies and legislation in 2015, the impact of GRB has been steadily increasing in Albania. Further legislative amendments in 2016 and 2017, accompanied by intensive capacity building through the Programme, have enabled Albania to make gender responsive budgeting a reality. The number of line ministries and engendered programs increased from 2 in 2013 to 9 line ministries and one oversight institution and 33 engendered programs in 2018. 6.3% of Albania's 2019-2021 national budget has been prepared using GRB practices.

Table 1: % of GRB in Years

“At the very beginning GRB was an abstract concept and its implementation in MTPB was rendered more difficult as the latter was a relatively new process as well for the public administration. GRB is not autonomous from MTBP. Over the years as a result of continuous UN Women support we have improved our capacities both in MTBP and GRB and now we have moved to a new phase: MTBP and GRB monitoring. The role of Ministry of Finance and Economy has been key in leading and pushing the process”.

The next step for Albania is to link national development strategies and programs with gender responsive budgeting and policies. In 2018, the Ministry of Finance introduced AFMIS, which links the creation of the budget with the key performance indicators required for all government program lines. AFMIS will require at least one gender-based objective per program and a module is integrated in the system to capture gender elements at the program/objective and output level.

“With a new system in place, Albania is expected to assess the first results and impact of GRB in MTPB budget cycle on GE at central level in three years. The system will allow us to identify financial gaps and address them as well. It took us 9 years to develop a unified PFM platform with relevant interfaces in the system to enable us to capture and tell the GRB story in Albania”.

Data Source: Ministry of Finance, Government of Albania

A number of the strategies and approaches used by the Programme were highly successful in achieving the desired results, including:

- Capacity building for civil servants
 - Combined workshops/training and on the job coaching
 - Networking and workshops across the region using success stories from the target countries
- Institutional support for the regulatory framework
 - Targeting the right ministries to ensure government engagement and ability to act
 - Working with coalitions of local municipalities
- Capacity building and support for civil society organizations
 - Watchdog training combined training and coaching
 - Regional network of CSO's created

BOX 10:
SPOTLIGHT ON MOLDOVA: GENDER PULSE

Spotlight on Moldova: Gender Pulse

The first user-friendly interactive e-portal on gender statistics in Moldova – GenderPulse - was launched on 28 March 2017. This is of great importance as this e-portal presents visual sex disaggregated data in five important domains: Demography; Participation in decision-making; Education; Health and Economic empowerment. Each category is divided in subcategories related to the main area. As sex disaggregated data is now accessible openly to the policy makers and public, the use of this data in policy planning and budgeting is expected to increase in the upcoming period. The National Bureau of Statistics jointly with UN Women continues to enhance the capacity of the data user, including public officials and representatives from CSOs, to make use of gender statistics.



FOCUS ON TRAINING AND CAPACITY BUILDING ACROSS DIFFERENT SECTORS

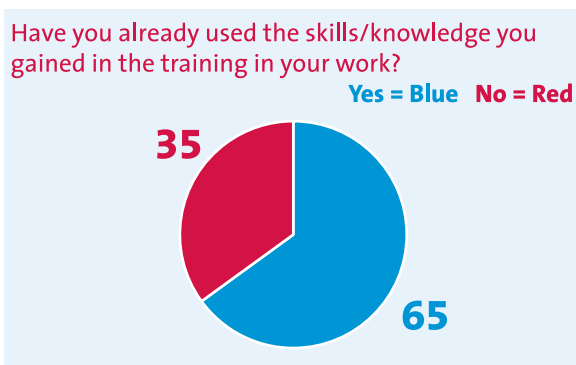
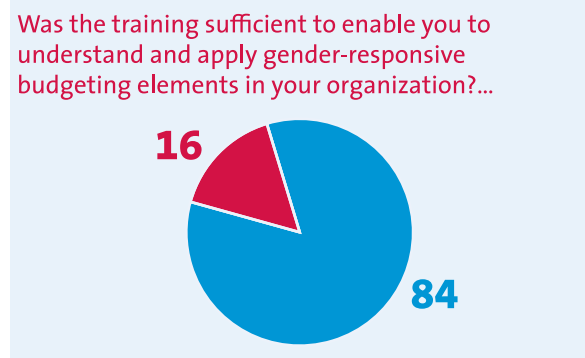
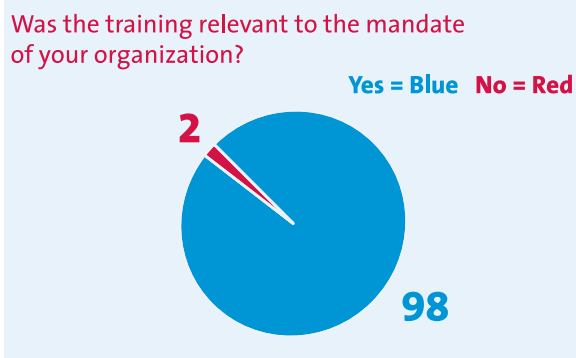
Clearly, training and capacity building have been a critical element of the Programme delivery plan and, indeed, a highly successful element. All Programme partners and interviewees reported that the capacity building approach was a significant contributor to the success, combining formal training, networking and experience sharing and on-the-job coaching by an expert. Training was done in-country, through study visits and through regional training sessions. Regionally, this was strengthened by partnerships with NALAS and CEF to develop training curricula and provide a training platform across the region. This capacity building approach spanned both the government and the civil society components of the Programme, empowering all aspects of society to advocate and implement GRB. It also enabled the Programme to make the greatest impact with a limited number of experts and trainers. Approximately 860 public servants and 105 representatives of civil society organizations were trained during the Programme period.

The impact of the capacity building was tested in this Programme throughout the interview process and through an online survey sent to participants in training activities in Albania, BiH and North Macedonia. The online survey was sent to 115 individuals and 52

responses were received. A number of questions were posed that spoke to the relevance, adequacy and use of the training content, in order to gauge the impact of the training. The responses were extremely supportive of the impact of the training with 84% of respondents indicating that they felt the training was sufficient to enable them to apply GRB in their organization and 65% of respondents indicating that they already had applied the skills in their work.

Results from the training, as reported by the participants included:

- Tax breaks at 20% for women businesses in Berat municipality (Albania)
- Rent bonus program for women heads of households (Albania)
- Preparation for the Council of Ministers of BiH (BiH)
- Development of gender-responsive criteria for agricultural incentives in municipal administration (BiH)
- Proposed employment of female controllers at parking spaces and male caregivers in the kindergartens in the Municipality of Center (Skopje) (North Macedonia)

BOX 11:**TRAINING SURVEY RESULTS**

FINDING 6

All Programme results were not met and each country has areas in which more activities and effort will be required. The legislative, policy and implementation of GRB inside governments at central and local levels is incomplete in all four target countries. Political leadership and advocacy remain low. The civil society and gender machinery in each country will require strengthening to continue to advocate for gender-responsive budgets, as they act on the training they received under the Programme.

The Programme faced challenges and both internal and external barriers to success, including:

- The political climate in all four target countries was in flux at some point during the life of the Programme. This distracted the relevant individuals in the Ministries and resulted in organizational and staffing changes in key positions. In addition, it meant that the goal of influencing through elected officials was difficult to achieve as was the full passage and implementation of legislative changes.

- Staffing changes inside UN Women were also noted as a concern in some countries. In BiH, there were two Programme coordinators over the two-year period, resulting in extra effort for the Regional Programme Manager to ensure continuity and institutional memory.
- Both of the above challenges resulted in some lack of institutional memory about the Programme at the country level and a lack of ongoing technical expertise, requiring a fresh start on multiple occasions and heavy reliance on the Regional Programme Manager. It also resulted in an overall lack of in-country expertise.
- A lack of clarity at the government and institutional levels about roles and responsibilities is an external barrier that could be addressed in future Programme planning. Frequently, the responsibility for gender responsiveness is not placed in the same hands as the responsibility for budgeting. Alternately, expectations with respect to which entity will implement recommendations (rather than simply receiving recommendations) was also a challenge. This issue is particularly challenging with respect to convincing leaders to adopt, model and champion GRB.

- A need for more system-wide platforms – budgeting, e-learning, etc. – is also an external barrier to success in some of the activities of the Programme.
- The overall dependence on external technical advice from UN Women, rather than an increase in in-country expertise was seen as a barrier to sustainability.
- The long-term benefits/the impact of the GRB Programme is not yet visible. This creates an additional pressure on individuals working to promote GRB inside their organizations, as they have limited data or ‘stories’ of success to share with leaders.
- Failing to engage early and effectively with Ministries of Finance in BiH and North Macedonia was a missed opportunity
- While the approach to engaging and upskilling CSO’s in watchdog monitoring and report-writing was a well-received approach and a good model, it is incomplete across the region. CSOs in some of the target countries were not able to fully use the skills they acquired in actual advocacy with governments. Across all target countries the gender machinery was found to be ill-equipped to take on advocacy through GRB and to lead the country’s approach to GRB.

Programme approaches that were less successful included:

- Using the government and regional public training institutes – while aligned to the theory of change, these efforts have not yet been realized sufficiently, either because programs have not been launched or the institutes have limited capacity or engagement
- Empowering MP’s to advocate for GRB – this approach was also well-aligned to the theory of change but was not feasible given the political instability in the target countries in the Programme period
- Seeking to make policy changes in government institutions that were not yet ready

By the Numbers

This Programme has achieved remarkable results in the short two-year span by capitalizing on the momentum of the previous phases and by empowering champions inside the countries to achieve implementation. In addition to the qualitative results described above, there are some significant numbers achieved as well. Not all of the numbers can be clearly captured, as a result of the long-term nature of the Programme and as a result of an inadequate system for measuring results. While, those that are evident are impressive, the Programme does not meet all of the qualitative expectations set in the Programme plan.

BOX 12: **RESULTS BY THE NUMBERS**

Result	Number
Central government ministries allocating budgets on GE	12
Local government units allocating budgets on GE	34
Amendments or new GRB elements in legal and operational frameworks	8
GRB interventions by local government units	25
Public officials at the central and local level trained on GRB	781
Monitoring reports produced by central and local governments on budget allocations for GE	10
Government institutions that implement participatory planning and budgeting	78
Initiatives taken by CSOs and MPs to demand accountability from governments	49
Monitoring reports produced by gender advocates	43
Gender issues raised by MPs on government expenditures in specific sectors on GEWE	6
New good practices replicated by stakeholders in the Programme countries as a result of regional exchange	5
# of national/regional associations and experts/institutions who exchange their experiences on GRB with others	10 associations 100 people

Data Source: Annex A – Table with progress against all Programme indicators_all Programme countries

A full analysis of the achievements of the Programme against the indicators and targets set out in the Programme document is attached at Annex B.

3.5

IMPACT (EVALUATION QUESTIONS 13-18)

Evaluation of the long-term impact of this Programme is complicated. Actual full implementation of GRB in the target countries will not be realized for a number of years, following necessary budget reform, implementation of policies and then monitoring across an entire budget cycle. Additionally, the Programme was preceded by 3 previous Programmes and by the efforts of national and local governments, as well as other multi-lateral/international organizations working on both fiscal governance and gender equality reforms. Understanding exactly what impact this particular phase of the Programme will have made in that larger context is difficult. The analysis is further hindered by a lack of meaningful data collection or in-country measures that would support a predictive analysis.

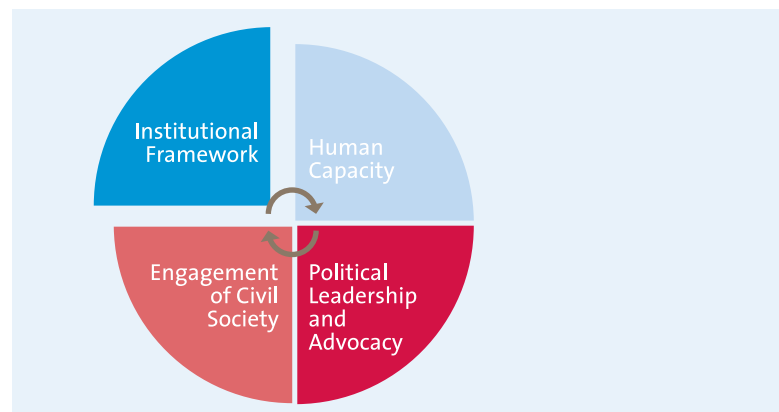
However, it is not impossible. Some of the Programme outputs, such as legislative and policy changes, have immediate and lasting consequences. Some of the Programme outputs, such as the development of training materials and networks, have the potential for lasting consequences if they are continued. Overall, it is our view that the Programme has already made significant short-term impact, achieving the implementation of GRB to varying degrees both centrally and locally in the target countries. There is a strong likelihood that the Programme will have positive long-term impact as well.

FINDING 7

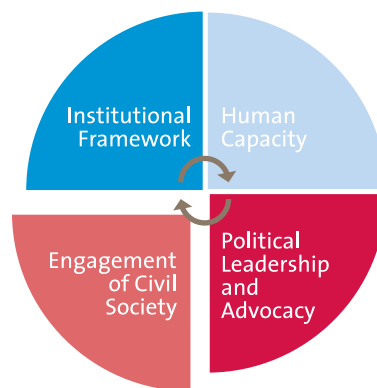
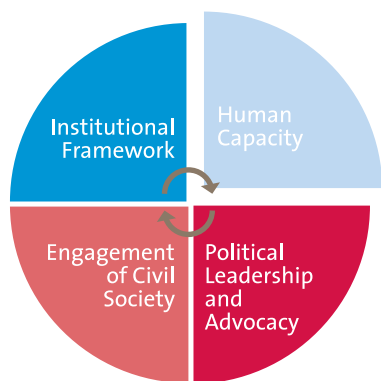
It is clear that the work of the Programme will have lasting impact across the target countries. Sufficient 'institutionalization' of GRB principles and practices has occurred and can be sustained by trained officials in Albania, BiH and North Macedonia. In Moldova, the Programme's impact is in jeopardy without government advancement on program-based budgeting and support for GEWE.

The Theory of Change, as visualized above, includes four components required to achieve the full implementation of GRB: institutional framework, human capacity, civil society engagement, and political leadership and advocacy. The impact of the Programme in each of these areas is set out below.

The work on the institutional framework is a hallmark of this Programme. In each of the target countries the Programme has worked to ensure that, to the extent possible in the political and budgetary context of the country, the GRB is enshrined in the legislation, policies and processes at national and local levels. Programme partners benefited from the expertise and experience of Austria, as well as from each other during regional networking events. Both Albania and BiH have GRB-inclusive program-based budgeting legislation in place, with Albania already successfully implementing at the central level. At the local level in Albania and across BiH, there is more work to be done to ensure adoption and implementation provides strength to the legislative framework. North Macedonia has already seen adoption of GRB principles at the local level but the legislative and central institutional framework is not yet adopted. In Moldova, the institutional framework is not yet in place although some elements, including gender disaggregated data collection and statistical analysis have been strengthened.



The Programme wisely invested significant time and resources in the capacity building across the Programme partners. The Programme used an array of approaches from individual, hands-on coaching to group training sessions to the development of on-line modules for future use. Capacity building was viewed by the Programme partners as critical to the success to GRB in tandem with the institutional framework. Smart use was made of in-country training facilities, including ASPA (Albania), the MoF platform (BiH), the Ministry for Information, Society and Administration (North Macedonia) and ASEM (Moldova). While the Programme encountered some hiccups with respect to increasing the skills of the sector, including ongoing staff turnover in key departments and inadequate training facilities such as a lack of an online training program in some countries, overall 859 public officials were trained in GRB. The Programme partners were especially happy with the combined training/coaching approach and it clearly had the most significant impact on the individuals who received it. Regional meetings provided opportunities to share success stories and offer support to colleagues.



FINDING 8

While the impact of the activities under Outcome 1 is clear, the impact of the activities under Outcome 2 is at risk. The civil society organizations have received strong training but have not seen the results of their work to date. This may act as a disincentive to future watchdog monitoring and reporting. There is a lack of political will and leadership across all four target countries and so impact may be dependent on those areas in which a politician chooses to engage in GRB advocacy.

This is a significant element of ensuring monitoring and advocacy for gender-responsive budgeting. The Programme approach combining training and coaching and creating a regional network of expertise and sharing was successful with CSOs in all four target countries engaged and actively using their regional network to support each other. The ultimate impact is mixed across the four countries, with some exciting impacts in which the watchdog reporting and advocacy can be directly tied to changes in budgetary allocations in favour of women and girls in BiH and in North Macedonia. In Moldova, watchdog reports were presented to public officials and, in the Balti municipality, one report was discussed with the public. In Albania, although watchdog reports were produced, only one had been shared or acted upon by the close of the Programme. However, CSOs reported that the training had been impactful and that they were continuing to use the training to further advocacy in their sector.

BOX 13:

SPOTLIGHT ON NORTH MACEDONIA: BRINGING WOMEN'S VOICES TO THE FOREFRONT

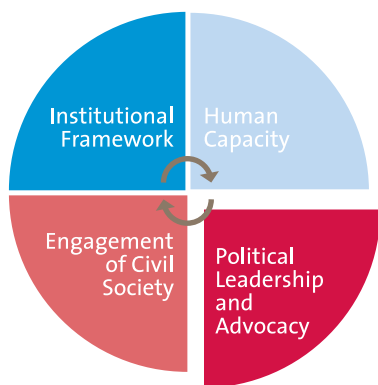
Spotlight on North Macedonia: Bringing Women's Voices to the Forefront of Local Budget Debates

Irina Pockova is a renowned gender equality advocate in the Municipality of Sveti Nikole. She has been working with women from urban and rural areas for more than 18 years.

"Frequent visits of rural areas and listening to women helps you understand their problems and concerns. As a person working in the field for so many years, I believe that the best way to address rural women's needs is to make them visible to local authorities. Therefore, we invited the Mayor of Sveti Nikole to the rural areas and organized meetings with women. In the beginning, they were reluctant to speak in front of the Mayor, namely because they were never asked by local authorities to speak up about their needs and mostly because they were not aware they can influence the way local decisions are made.. As the discussion evolved, they spoke about issues related to transportation from/to Sveti Nikole, how to improve mobility of the bridge and the lack of childcare services in rural areas. In December 2018, we mobilized women from rural areas to participate in the municipal public hearing for the preparation of the budget".

For over 15 years, the organization Civic Initiative of Women, has worked in the area of strengthening women's economic position, leadership and participation at local level. The municipality of Sveti Nikole has 33 villages and none of the villages has a public kindergarten, while public transportation of women from surrounding villages to the town was always an obstacle for accessing public services or labor market opportunities.

"We lobbied for building a kindergarten in the Erdgelija village and reconstruction of a kindergarten in the Gorobinci village. In addition, under mentorship of the NGO Akcija Zdruzenska and Strategic Development Consulting, supported by UN Women, we organized a petition to demand provision of public transportation from/to villages of Sveti Nikole. Before, rural women had to use taxis to reach Sveti Nikole and had to pay from their own pockets. As of 2019, public transport will be provided by the municipality, with licensed transportation vehicles", says Irina.



This is the weakest component of the Programme, with very limited impact overall or in any of the target countries. There has not yet been any advocacy by MPs for GRB in particular program items. In large part, this can be attributed to the unfortunate coincidence of the Programme with election cycles and other political turbulence in the target countries. Political leadership and support for GRB can best be described as spotty, with some high-level support but overall insufficient leadership in key positions across line ministries. In general, while there is principled support for GRB, there is limited active support, creating the perception that there are more pressing issues than gender. Local political leadership and advocacy has played a more impactful role in BiH, North Macedonia and Moldova. There is a direct correlation between political leadership and the actual implementation of gender-responsive budgets and, unfortunately, the Programme has not been regionally successful in this component.

A detailed description of the impact components in each country can be found in the Annex A.

3.6 EFFICIENCY (EVALUATION QUESTIONS 16-19)

“We have been consulted since the inception of GRB in Albania and have embraced it without hesitation. It has been a continuous cooperation with UN Women how to implement it and mainstream GRB in all line ministries and local level”.

[Ministry of Finance representative, Albania]

The Programme has a high value for money proposition, operated a large number of activities on a very small budget and with a minimal number of staff. UN Women staff are viewed by the partners as reliable, responsive and expert. Programme partners feel included and supported by the Programme team. However, the small number of staff on the team, combined with inadequate reporting structures in the Programme design, meant that telling the story of

success through data and evaluation was not as rich as it could be, creating concern from a Programme management best practices perspective and from an overall regional understanding of success and expectation in the Programme. Programme financial tracking and reporting was complicated and unwieldy in the UN Women system, making it more difficult to understand how Programme resources had been allocated. However, it appears that the resources were allocated and used in a manner consistent with the intended program activities and without going past the allocated amounts given by the donors.

3.6.1 RESOURCE ALLOCATION

FINDING 9

The Programme has a high value for money proposition. Greater focus on financial benefit, including more easily accessible financial reporting by UN Women and data collection by partners, would support a deeper analysis of the financial benefits of the Programme.

FINANCIAL

While this Evaluation is not a financial audit or a value for money audit, the Evaluation Team attempted to review the resource allocation in this Programme to assess the efficiency and strategic use of the resources. Overall, it is clear that the Programme has achieved value for money, given the relatively small Programme budget and large effect already experienced in the budgets of the target countries. As noted above, a greater attention to these direct financial outcomes, through more/different data collection by partners and a clearer set of financial reporting documents, would better tell the story of this success and would provide future target countries with a clear sense of how much can be achieved for the relatively small investment.

With respect to the financial allocation within the Programme itself, it appears that money was used wisely towards the intended activities. It should be noted that financial tracking in this Programme was done using existing UN Women tracking systems, which do not seem to produce easily accessible financial reports or reports that are consistent between target countries. Some money was redirected, for example in BiH where money was reallocated away from activities with politicians when that stream of activities was interrupted by elections and political upheaval. This reallocation was done with sufficient time to capitalize on the investment of the donor. The table below outlines the financial information the Evaluation Team was given as the final version of Programme budget and spending. It does not include the spending on a regional level.

BOX 14:
BUDGET AND EXPENDITURES BY COUNTRY

Country	Budget (n USD)	Expenditures (in USD)
Albania	266,117.99	243,674.01
Bosnia and Herzegovina	259,723.67	246,952.19
North Macedonia (ADA)	572,645.87	574,745.29
North Macedonia (SDC)*	757,800.50	754,579.89
Moldova	127,991.46	128,342.02

*The Austrian Development Agency funded the Programme across all four target countries. In North Macedonia, the Swiss Development Corporation provided additional funding.

Data Source: UN Women, April 26, 2019

FINDING 10

The Programme team was expert, dedicated and had the confidence of the partners. However, the team was too small, straining the staff and increasing reliance on outside experts.

HUMAN RESOURCES

From a human resources perspective, the Programme was extremely lean. The Moldova and BiH offices had less than a full-time resource attached to the Programme, while the Albania office had one Programme Officer and the North Macedonia office had two Programme coordinators, one finance and administration officer and 50% of a communications officer. The Regional Programme Coordinator was stationed in the North Macedonia office, rather than in the Regional Office in Istanbul. It is likely that this positioning has contributed to the Programme's success, particularly in North Macedonia which has a relatively small UN Women presence overall. All of the Programme partners across all four target countries reported confidence in the expertise and support provided by the Programme staff. It is noted that all of the UN Women Programme staff appear dedicated and work well as a team to deliver this Programme. While there has been some staff turnover on the Programme, particularly in Albania and BiH in during this phase of the Programme, Programme partners noted that there was minimal disruption and new staff were able to provide expert advice on the Programme quickly and effectively. This is a credit to the Regional Programme Coordinator and her team. Given the number of activities relative to the number of staff, the team members are stretched to their capacity.

Given the small number of UN Women staff assigned to the Programme, a heavy reliance was placed on the use of outside experts in order to deliver the activities of the Programme. Some typical challenges occurred, such as issues with the contract with Innova in BiH, but overall, the Programme partners reported satisfaction and confidence in the work of the contracted experts. In some cases, such as in Albania, the expert is so heavily relied upon that the Country Office is willing to use core funding to continue their contract if there is no future Programme funding. While it is good news for the Programme across the region that it was able to secure experts to support the delivery of activities and the experts chosen are notable for their expertise and credibility with Programme partners, there are some criticisms to be noted. First, the nature of the approach has not resulted in a significant use of a train-the-trainer (TOT) model. In other words, the Programme has not focused on ensuring that countries have sufficient GRB expertise developed so that they are able to sustainably train themselves as required. Programme partners view this as a failing of the Programme. Second, and related, is that the failure to develop sufficient in-country expertise means that the activities are not scalable or replicable in the future. Third, activities in any project model that are highly dependent on one person over a longer period of time are risky and not sustainable. This is a flaw in the Programme design but it may also be a result of the unique combination of skills required to create GRB expertise. Knowledge and experience in both budgeting and gender is not a typical combination of skills and it is understandable that the Programme struggled to find experts to perform the work. A greater focus on finding ways to have the limited number of experts quickly create more training experts within the countries should be a focus in future projects.

3.6.2 PROGRAMME MANAGEMENT AND OVERSIGHT

FINDING 11

Programme management was hampered by the Programme design and implementation, including insufficient measurement and monitoring tools. The Project Advisory Board could have been used to greater effect to drive measurement and reporting. The Programme team would have benefitted from an additional resource dedicated to Programme management.

As noted above, the Programme team was dedicated and expert. Programme partners had confidence in the team members and universally commented on their knowledge and responsiveness. The Programme team presents as 'hands-on', engaged in the work, and caring about the success of the partners. However, as also noted, the Programme team is stretched to support all of the activities of the Partners. This has not left sufficient time for the Programme management elements of the Programme, some of which have been underserved. In this regard, it is noted that the role of the Regional Programme Coordinator as both primary expert on GRB for the region and sole Programme manager for a large regional Programme is perhaps asking too much. She would benefit from some support to manage the Programme elements so that she can more effectively meet the partner needs for her expertise.

This challenge is, of course, hampered by the design issues inherent in the Programme. As noted above, the design of the Programme does not include sufficient monitoring, measurement frameworks (both in-country and regionally) and reporting tools. Consequently, the capture and measure of the results achieved is not uniform across the target countries. This lack of uniformity is not merely a 'paperwork' issue. The Evaluation Team understands that the Programme used the expected and pre-existing templates to monitor progress. Rather, it means that target countries and Programme partners do not have a big picture view of the results and how the work fits together across the region. It also means that success in the Programme is not clearly defined for the partners. The Programme updates to the donors did not clearly tie to each other or to the Programme document. Programme reporting challenges also increased the reliance on the UN Women team to act as knowledge keepers and to define success in their own country.

However, despite these challenges, the Programme has managed to maintain its frenetic pace in the target countries, keeping Programme partners on side, following through on activities and working towards the outcomes. There is a vast record of documents

in each target country and regional knowledge management on the Programme, while less organized than optimal, is present.

3.7 SUSTAINABILITY (EVALUATION QUESTIONS 20-24)

Gender equality and women's empowerment tends to be an area that leaders view as 'optional' and as something that can be dealt with on a Programme-by-Programme basis, rather than as an element of the larger institutional and normative framework. It is against this daunting ongoing backdrop that the Programme must achieve sustainable gains. It has. The Programme has created elements of the institutionalization of GRB that will withstand political ambivalence, including legislative and policy provisions, knowledge products, actual budgetary reallocation, and partner ownership and enthusiasm for the value of GRB. However, there are some factors that threaten the sustainability of the Programme as well and the choices made by UN Women in the next phase should include consideration of these issues.

FINDING 12

The sustainability of the Programme's impact is supported by the institutional frameworks and strong human capacity put in place by target countries. Where the institutional frameworks are already in place, the impact is more likely to withstand a lack of political engagement. However, in countries where the framework is still tenuous or not yet entrenched, the sustainability of the effort is at risk.

Partners: Overall, the Programme has made good choices in its partnerships. The regional partnerships with NALAS and CEF have ensured a multi-national approach to learning and knowledge products. In each country, the lead ministries with the responsibility for gender have proven to be strong partners. The Ministry of Finance is critical to the success of GRB and in Albania and BiH, the Programme ensured that they were brought in as a key partner. This focus will need strengthening in North Macedonia and Moldova to ensure sustainability. The partner gender mechanisms across the target countries will require continual support in order to maintain a focus on GRB. All in all, the Programme partners reported a sense of ownership of the outcome and dedication to achieving GRB in their home country.

Legislative and policy framework: The Programme has made excellent progress in nesting GRB inside budget

legislation and policy across all four countries. The passage and implementation of legislation in Albania and BiH supporting both program based budgeting and GRB at all levels is a strong indicator of sustainability. In North Macedonia, the legislation awaits passage but the policy foundation there is strong. In Moldova, there remains significant work to do to effect legislative change that includes GRB. However, the Programme has made in-roads in drafting policy documents for budgeting that include GRB principles.

Municipalities: It was recognized by all partners that the greatest direct impact of GRB can be felt at the municipal level. In North Macedonia, the Programme had tremendous impact at the municipal level, with millions of dollars reallocated to the direct benefit of women and girls. In BiH, while the approach was not systematic across municipalities, the Programme achieved the reallocation of funds in two municipalities. In Albania, work is in progress with the municipalities, with participatory budgeting underway and work between the central and local level happening to support program-based budgeting and GRB. In Moldova, the municipalities demonstrated willingness to engage with GRB, training 86 women mayors. Maintaining the momentum across municipalities will be challenging without ongoing support from the central level in the target countries.

Civil Society Organizations: Fewer resources were allocated to the civil society in this Programme and it shows in the outcomes. The training/coaching/networking approach to the civil societies was a true success and the CSOs produced watchdog reports and advise that they feel competent to continue. The Programme was wise to target CSOs that go beyond the traditional GEWE sector. However, in each country, the results of their work have not yet been felt in a meaningful way. In some countries, their reports have not even been shared. In order to maintain the enthusiasm and expertise of the civil society organizations, a deeper link between their effort and the reward will need to be established.

Political leadership: There remains a lack of a critical mass of political support for GRB. This can be attributed to a number of factors, including election cycles and political turbulence during the life of the Programme, an overall regional attitude that gender is not a key political area of focus, and a paucity of resources. Regardless, without meaningful political support for the inclusion of GRB as a tool for gender equality, the sustainability of the Programme is in jeopardy. Political priorities drive bureaucratic action and Ministries will not be willing to dedicate their own scarce resources to GRB if they do not receive political support, or if they are expected to use those resources for other work. This can be mitigated with a strong legislative and

policy framework in place, and by proving to politicians that GRB achieves results on their commitments.

FINDING 13

In-country capacity and expertise are risks to the sustainability of the Programme efforts. While there are dedicated people working on GRB, capacity building is highly dependent on UN Women and a small number of outside experts.

Knowledge products: The Programme has done a remarkable job of capacity building for individuals who will play a role in GRB, both public servants and CSOs. Sustainability is challenged when there is ongoing staff turnover in the institutions and/or functions are moved between people and divisions, and the people who received the in-depth training/coaching are no longer responsible for the work. However, the Programme has attempted to mitigate this by developing training curricula and nesting it in the public service training entity, in schools that train future public servants, and in regional training institutions (CEF, NALAS, ASPA, ASEM). The impact of this will be felt most where the training is mandatory for public servants and where it can be accessed by the greatest number of public servants, for example where it is online. While this model of training cannot replicate the in-depth experience of the training/coaching model, it can ensure that all public servants understand the principles behind GEWE and GRB, creating momentum across sectors.

Local experts: As noted above, the Programme relied heavily on the expertise of the UN Women staff and the experts hired as a part of the Programme. There was limited attention paid to creating local capacity and training expertise. This criticism was noted across all four target countries as a threat to sustainability. Reliance on a few experts is not scalable, presents continuity problems if the expert leaves, and does not create a local sense of ownership. The converse can be seen in North Macedonia where the Programme employed a municipal train the trainers model for Gender Expert Trainers. These trainers have already begun training beyond their own municipal borders.

Linkages to other Programmes and country mandates: The Programme did a good job of identifying the linkages of GRB to the key mandates and commitments of each target country. In some of the activities the Programme also linked with other ongoing Programmes to create synergies. For example, the Programme worked with CARE International in BiH to support advocacy training for budgetary reallocation

related to Roma women and girls. However, some of these linkages were made informally, rather than systematically and did not appear to take advantage of other Programmes working in the country or the region where possible. This is not necessarily solely the failing of the Programme, but rather an overall tendency of the international community, which does not coordinate well to combine efforts and maximize impact. However, with respect to GRB, which seeks to impact institutional governance frameworks, the Programme would be well-advised to explore relationships with other governance Programmes in the region in the

future. This would serve to enhance UN Women’s competitive advantage and expertise in the topic area. With respect to linkages inside UN Women, the Programme made some use of its own Programme areas and networks, such as Women’s Participation in Politics, to find audiences for the GRB training with MPs and locally elected officials. However, again, a more systematic linking between this Programme and other UN Women focus areas may lead to other ways to engage partners, particularly the CSOs.

3.8 SUMMARY OF FINDINGS

The findings above are set out here for ease of reference:

BOX 15:
SUMMARY OF FINDINGS

Findings		
1	Theory of Change	The challenge for a GRB Programme, is that GRB is a tool that operates inside the complex fiscal systems of governments, with a web of interdependencies that are outside the control of the Programme team and partners, and outcomes may not realized for a number of years after the activities. In this context, this short-term Programme, despite its evident successes, struggled to prepare a meaningful intervention logic – in essence the activities do not necessarily lead to the impact and the indicators and targets chosen do not support adequate measurement.
2	Relevance	The Programme’s relevance is undisputed, supporting the achievement of key mandates and strategies across the target countries and the region. The Programme is to be commended for its efforts to strengthen its relevance inside the target countries by drilling down, past national strategies, to ensure partners understand the relevance of GRB in achieving their own mandates.
3	Relevance	By creating one-size-fits-all expectations/outcomes, the Programme struggled to maintain relevance in some of the target countries where external factors such as election cycles or institutional and legislative readiness for program-based budgeting were certain to prevent success.
Relevance Score: 15/16		
4	Effectiveness	The Programme activities have been successful in institutionalizing GRB at some central and local levels and in increasing the capacity of public servants and civil society.
5	Effectiveness	The Programme has been successful in achieving the actual allocation of approximately USD\$326,007,550 budget funds using a gender lens for the improvement of women and girls in Albania, North Macedonia and BiH.
6	Effectiveness	All Programme results were not met and each country has areas in which more activities and effort will be required. The legislative, policy and implementation of GRB inside governments at central and local levels is incomplete in all four target countries. Political leadership and advocacy remain low. The civil society and gender machinery in each country will require strengthening to continue to advocate for gender-responsive budgets, as they act on the training they received under the Programme.
Effectiveness Score: 15/16		

7	Impact	It is clear that the work of the Programme will have lasting impact across the target countries. Sufficient 'institutionalization' of GRB principles and practices has occurred and can be sustained by trained officials in Albania, BiH and North Macedonia. In Moldova, the Programme's impact is in jeopardy without government advancement on program-based budgeting and support for GEWE.
8	Impact	While the impact of the activities under Outcome 1 is clear, the impact of the activities under Outcome 2 is at risk. The civil society organizations have received strong training but have not seen the results of their work to date. This may act as a disincentive to future watchdog monitoring and reporting. There is a lack of political will and leadership across all four target countries and so impact may be dependent on those areas in which a politician chooses to engage in GRB advocacy.
Impact Score: 14/16		
9	Efficiency	The Programme has a high value for money proposition. Greater focus on financial benefit, including more easily accessible financial reporting by UN Women and data collection by partners, would support a deeper analysis of the financial benefits of the Programme.
10	Efficiency	The Programme team was expert, dedicated and had the confidence of the partners. However, the team was too small, straining the staff and increasing reliance on outside experts.
11	Efficiency	Programme management was hampered by the Programme design and implementation, including insufficient measurement and monitoring tools. The Project Advisory Board could have been used to greater effect to drive measurement and reporting. The Programme team would have benefitted from an additional resource dedicated to Programme management.
Efficiency Score: 8/16		
12	Sustainability	The sustainability of the Programme's impact is supported by the institutional frameworks and strong human capacity put in place by target countries. Where the institutional frameworks are already in place, the impact is more likely to withstand a lack of political engagement. However, in countries where the framework is still tenuous or not yet entrenched, the sustainability of the effort is at risk.
13	Sustainability	In-country capacity and expertise are risks to the sustainability of the Programme efforts. While there are dedicated people working on GRB, capacity building is highly dependent on UN Women and a small number of outside experts.
Sustainability Score: 13/16		

4. CONCLUSIONS

The value of this work is undisputed. Gender-responsive budgeting creates a means for countries to support the standardization of gender equality principles into the institutional framework across sectors. This is a significant advancement as gender equality in the target countries has typically been excluded from systemic initiatives and typically located in sector-specific Programmes. GRB supports the advancement of global, regional and country-specific commitments and, when implemented, directly impacts the lives of women and girls. This Programme has made great strides in the implementation of GRB in the target countries, building on the work of the first two phases and previous efforts, with some direct impact to women and girls already achieved in Albania, BiH and North Macedonia. The Programme partners clearly articulated the value of the Programme to their own country. [Findings 2, 4, 5, 7]

The activities of the Programme have been strategic, thoughtful, well-executed and effective in strengthening the foundation of GRB. Achieving GRB can be viewed as a series of “building blocks” – components in a number of sectors that must all come together. The Programme activities were targeted at these blocks in each country, utilizing country-specific strengths and realities to create the most optimal environment for success. [Finding 2, 9, 12]

UN Women’s technical expertise is understood and appreciated, as is its ability to interact with governments and donors. The Programme Coordinator and Officers are highly regarded by the Programme partners, who relied heavily on UN Women for support in this very “hands-on” Programme model. The regional nature of the Programme created a number of key synergies and a supportive network between the target countries. [Finding 10]

GRB is a challenging concept and a long-term effort, with some external conditions that influence the ease of implementation, such as the existence of an overall program-based budgeting approach and sustained political support, that are outside the control of UN Women and its Programme Partners. Realizing the full benefit and impact of GRB takes years. It is difficult to structure a short-term Programme in these conditions and maintain the momentum – partner stability, donor support, leadership attention – when the impact may not be felt during the life of the

Programme. The design of this Programme, including its outcomes and ultimate impact expectation, means that the same problems that were identified at the outset of the Programme still exist at the end. Inroads have definitely been made and the environment is definitely improved – but the problem remains. This is not unexpected, given the conditions described above. Re-framing GRB as a long-term effort, instead of an unknown number of short Programmes, with clearly laid out steps and progress markers would help sustain momentum and reinforce the value of UN Women’s contribution at each step. A long-term view would also mitigate against some of the challenges faced in this phase of the Programme, including election cycles and lack of institutional readiness. [Findings 1, 3, 6, 8, 11, 13]

4.1 PROGRAMME STRENGTHS

Regional impact: Community development, knowledge and knowledge product sharing, strengthened civil society networks that continue post-Programme period, trans-national training curricula permitted differing expertise to be built and tested in particular countries and then shared across the region. Key examples of this include the civil society watchdog report training format in North Macedonia, the approach of the Ministry of Finance in Albania and the training module at CEF in Slovenia.

Civil society: The focus on civil society organizations not limited to those that are traditionally associated with GEWE, combined with the capacity building model of training and coaching on the creation of watchdog reports, was highly successful across all target countries. It is critical to portray GRB as a tool for advocacy and program improvement across all sectors.

UN Women’s contribution: UN Women demonstrated a competitive advantage and strong leadership in the area, building important relationships and empowering key partners. The Programme team is viewed as highly expert and gained credibility in the field. The experts introduced by UN Women were also viewed as credible and helpful by the Programme partners. It will be noted below that the inverse of this is that in some cases it created a high degree of dependency on UN Women and its experts.

Outputs: There are demonstrable outputs in each country that respond to the problem identified at the outset of the Programme. While GRB is not fully in place in any of the target countries, the Programme has created a sustainable base in Albania, North Macedonia and BiH and laid the foundation for GRB in Moldova. The Programme's influence has resulted in the reallocation of funds based on gender equality principles in a number of jurisdictions, with direct linkages to improvement in the lives of women and girls in the region.

Country ownership and champions: This phase of the Programme has cemented the momentum and willingness of the Programme partners and ensured that strong champions in each country are supported and empowered inside their own organizations and in the broader effort in their country and in the region.

4.2 PROGRAMME CHALLENGES

The Theory of Change: Establishing a logic framework for a Programme as complex and long-term as the implementation of gender-responsive budgeting into four countries is a challenge. Inevitably, the feasibility and testability of the logic pathways will struggle as the outcomes are dependent on a large range of uncontrollable external variables and the impact cannot be realized within the Programme timeframe. These concerns were called out in the past evaluations and remain real concerns for this Programme. While the activities and outputs for the Programme are logical and achievable in the time period, the outcomes are difficult to fully realize – something that was foreseeable at the outset of the Programme.

Heavy reliance on experts: Overall in the region and in UN Women, there is a limited number of experts in the field of GRB – an area that requires both technical budgetary and gender equality skills. The challenge for the Programme is that it was heavily reliant on experts for the training and coaching model, stretching the chosen experts and limiting the Programme's ability to scale up. There is evidence of a mitigation strategy for this approach, such as a train-the-trainers model in North Macedonia, but the overall ongoing reliance on UN Women and the experts threatens the sustainability and replicability of the Programme achievements.

External factors: Turnover of staff inside Programme partners, political cycles and the structure and influence of the existing gender mechanisms inside the target countries each created delays or inefficiencies in the Programme. While these factors are unavoidable, they are also foreseeable and a greater mitigation strategy may have saved some wasted time and effort or achieved greater results.

Imbalanced focus: The Programme activities in this phase were weighted more towards the achievement of Outcome 1 than Outcome 2 and, naturally, the bulk of the success is found under Outcome 1.

Insufficient measurement: There are insufficient measurement, reporting and monitoring tools in place to clearly understand the impact of Programme activities across the region. In order to maintain Programme relevance and credibility across such a long timeframe, ongoing analysis, consultation and refresh of the relevance is required. This cannot occur without an adequate measurement framework.

5. LESSONS LEARNED

1. In-country expertise, both on the implementation of GRB and on training, is a critical leave-behind for projects with outcomes that will require evergreen skillsets.

The Programme relied heavily on contracted training and coaching resources, who were charged with oversight and delivery of capacity building activities for government and civil society employees. While there is no question that these resources were skilled and capable of the work, the model has created sustainability challenges.

There is an inherent risk in a programme model that limits expertise to a small number of individuals. The programme is over-reliant on the individuals and therefore exposed to the foreseeable risks that they may leave for other jobs or illness, become fatigued, or otherwise fail to meet expectations. Some of these risks occurred in the course of this Programme, for example in BiH where the existing experts left for other jobs, exposing the Programme to delays and an urgent search for resources.

In addition, and more concerning, is that this model cannot be sustained over long periods of time or easily scaled to broaden Programme impact. As a result, at the end of this Project, all countries reported that there are an insufficient number of in-country GRB experts to broaden the scope or independently continue the activities. Conversely, in Macedonia where a train-the-trainer model was employed, local government units were able to scale up and impact a larger number of municipal programs.

Capacity building for GRB must be structured to create both individual GRB expertise and training expertise inside the country.

2. Project Management requires dedicated focus and adequate resources to ensure that Programme Partners have a clear understanding of the goals and expectations.

One of the Programme's challenges was in maintaining best practices in project management in such a complex project, including financial oversight and reporting, in-country and regional reporting, and monitoring structures. This resulted in an inability to adequately count and measure successes, ensure sound fiscal management and a limited engagement with the Programme Project Advisory Board.

This challenge was evident in the Programme design and in the ongoing project management process. As a result, there was inconsistent and/or inadequate reporting on the Programme activities inside and between countries, financial reporting is murky, and the measures of success have been differently interpreted across the Programme.

Project management is critical to ensuring that the expectations and outcomes of a Programme can be meaningfully understood by partners and donors. Project management can be time-consuming and requires dedicated focus. It should be an explicit expectation of Programme team members.

3. The Regional approach adds value to long-term projects by creating efficiencies, regional collegiality and best practice approaches.

The vast majority of this Programme was conducted as four separate projects in four separate countries. However, where a trans-national/regional approach was taken, it was successful. Bringing sectors together for experience-sharing and capacity building created a larger community that continues to engage, including the CSO community that continues to talk regionally about watchdog reporting and the government community that shares resources and experiences.

Building a common training platform using regional education organizations, such as CEF, helps to ensure best practices are built regionally. While this platform has yet to be widely used, it holds promise for the scalability of capacity building.

The regional approach also created economies of scale, where one country was able to develop and test an approach and then share the created model with the other countries. This can be seen for example in the CSO training approach built in Macedonia. This was motivating for Macedonia and beneficial to the other countries.

The regional approach was, perhaps, not as well-developed as it could have been in this Programme. However, where it was used, it created the effect of having a sum greater than its parts. The regional possibilities should be exploited for greater impact in future GRB programmes.

4. Country readiness must be clearly understood at the outset of Programme planning to ensure appropriate and contextual project design.

The four target countries chosen for this Programme were, and remain, at different stages of readiness for the implementation of GRB. However, the outcomes and outputs for the Regional Programme were not particularly tailored to respond to these different stages. In some cases, the result of this is that activities and funding had to be diverted during the course of the Programme to adjust for in-country realities and, in most cases, the overall outcomes were not fully met as a result.

In particular, country readiness depended on:

- election cycles and other forms of political upheaval in the countries that diverted the attention and capacity of both the political and the bureaucratic leadership,
- the overall budgetary functionality of the country, including line vs program-based budgeting and whether there is an adequate online budgeting system, and
- the strength and capacity of the gender machinery inside national and local governments to effectively influence the conduct of the government.

A country readiness assessment could be developed at the outset of future GRB programmes to support a more responsive programme design and focus resources appropriately.

5. GRB skills are a subset of Program-based budgeting skills and an approach to capacity building that recognizes this complexity will be the most successful.

In the four target countries in the Programme, program-based budgeting is relatively new, incoming immediately or planned for the future. As a result, civil servants across most of the governments do not have experience or expertise in the application of program-based budgeting. As GRB is a subset of program-based budgeting, information and training on GRB will not be meaningful unless it is given as a part of a larger skill-enhancement plan for budgeting.

This was evident for example at the central level in Albania where the UN Women GRB trainer/coach was a budget expert. Her highly successful training approach was focused on increasing program-based budgeting skills across the government with GRB as an element of the overall approach.

This reality – that civil servants required upskilling on program-based budgeting overall - was also the reason why a combined training/coaching method was the most successful approach to capacity building. It was clear that info sessions or time-limited training sessions focused on GRB exclusively were not as effective as coaching through the actual budgeting process.

6. Both central and local governments should be engaged in order to maximize impact at the policy and service delivery levels.

It was clear that Ministries of Finance are critical partners in the success of GRB and should be engaged at the earliest possible time as active owners in the outcomes. Countries that had strong Ministry of Finance partners for this phase, such as Albania and BiH, found a faster route to implementation and a stronger institutional framework. The engagement of the central level of government is critical to the legislative, policy and leadership adoption of GRB, as well as the state-level tools, such as statistics and online training platforms. Line ministries are, of course, also key targets for the improvement of GEWE through GRB. In Albania, the impact of the central level success was evident in the interviews and in the ultimate amount of money reallocated through GRB.

However, it was also clear that local governments can more easily implement GRB and its related program and policy approaches, and can have a significant impact on GEWE. Local governments, while sometimes under-resourced in comparison to their central counterparts, may be able to be more nimble and find faster routes to implementation. They can more easily consult with their constituents, conduct participatory budgeting and respond to advocacy from CSOs. In countries with significant focus on the local level, such as Macedonia, impact was spread widely across the country.

Using a country readiness assessment, future GRB programmes can tailor the activities to ensure both the local and the central levels of government can take advantage of the programme.

7. Gender-disaggregated statistics are critical tools for advocacy and should be a dedicated outcome in programmes that aim to alter the normative and institutional framework.

Program-based budgeting, including GRB, is most successful when the outcomes can be tangibly measured. This requires an understood baseline with respect to the position of women and girls in key sectors and social circumstances across society, as well as the ability to capture changes to those positions in an ongoing fashion. With adequate statistics, government employees are able to plan programming in a GEWE-responsive fashion and CSOs are able to effectively advocate for change.

In some of the target countries, including Albania and Moldova, the Programme included dedicated activities that strengthened national statistics development, collection and analysis of gender-disaggregated statistics. These statistics are publicly reported and available to elected officials, government employees and CSOs.

As a part of strengthening the institutional framework for GRB, as well as supporting advocacy, future GRB programmes should include dedicated activities on gender-disaggregated statistics collection, analysis and dissemination.

6. RECOMMENDATIONS

The recommendations made here build on the recommendations made in past evaluations and on the successes of the Programme, and provide best practice and innovative solutions for the challenges experienced. They are intended to be used to inform future UN Women GRB Programmes, the efforts of the in-country partners and future regional Programme design. The evaluation, including the Recommendations have been validated through the UN Women Programme Team and with the Evaluation Reference Group and ECA RO Evaluation Specialist. Recommendations include:

- key deliverables,
- first steps,
- a time priority (start now, within 6 months, within one year),
- an assignment of responsibility (Regional Office, Programme Team, Country Office), and
- a high-level assessment of the degree of difficulty, time and resources to implement the recommendation.

Country-specific recommendations can be found in Annex A.

Key deliverables:

- A campaign with donors, the international community and regional partners to ensure that UN Women remains a trusted partner for GRB and that UN Women’s competitive advantage is clearly understood

First Steps:

- Assess competition and differentiate UN Women expertise and offering
- Leverage previous and current work in the area to develop regional champions for UN Women
- Consider the ECA’s expertise relative to other UN Women regions

Priority:	Start now
Responsibility:	Regional Office
Degree of Difficulty/ Time/Resources:	Limited and existing
Corresponds to:	Findings: 2, 7, 10, 13 Lessons Learned: 3

➔ RECOMMENDATION 1:

UN Women ECA should actively assert its competitive advantage in GRB

Other international organizations are working in the region and including GRB as an element of overall governance reform. However, none of them brings the depth of expertise or experience in the translation of policy into direct improvement in the lives of women and girls in the way that UN Women does. Without this expertise, a critical strategic program element of GRB is unfulfilled and it risks becoming a mere technical governance process. In addition, UN Women has credibility in the region and with the country partners as an organization that can influence government and achieve results. The team is now regarded as expert in GRB and should be promoted as such. GRB should remain a core offering of UN Women, Europe and Central Asia Region.

➔ RECOMMENDATION 2:

Develop a big-picture and long-term approach to the GRB Programme model

A big-picture approach to GRB that shows the full path to achievement of GRB, combined with country-specific indicators and targets, will help to ensure that future Programmes focus on activities that are relevant and contextualized to the partners and to the achievement of the goal. Development of a clear pathway to success that articulates the long-term goal and the intermediate signals of success along the way in combination with a package of offerings from UN Women will help to articulate the specific advantages and expertise that UN Women brings, create confidence in donors, and allow countries at different stages of readiness to find themselves on the path. This would allow decision-making about the length of Programmes and nature of engagements with reasonable expectations of outcomes. The intervention logic of a short-term

Programme would be nested inside the wider Theory of Change. Measures and indicators of success would need to be adjusted to match the pathway created and support contextual application to the target country.

Key deliverables:

- Re-focused program documents with long-term goals and pathways to success that can be contextualized for country recipients and for individual projects
- A country-readiness assessment
- Indicators of success that correspond both to the long-term and the contextualized approach
- Data gathering tools, expectations and reporting methods
- A variety of planned means of showcasing success and garnering ongoing political and leadership support

First Steps:

- Consultations with Programme partners and program design experts
- Re-conceptualize the overarching vision of GRB as fully functioning across an environment
- Explore best practices and options for identifying success, measuring, evaluating and communicating as a region and during programming

Priority:	Start now
Responsibility:	Regional Office, Programme Team
Degree of Difficulty/ Time/Resources:	Intensive but short-term to develop, ongoing as a part of Programming
Corresponds to:	Findings: 1, 2, 3, 6, 11 Lessons Learned: 2, 3

 **RECOMMENDATION 3:**

Complete and Close the Current Programme

This Programme has been the third phase of an ongoing GRB Programme. While this approach has served UN Women and the target countries well to date, there is a danger of fatigue by past donors or wariness by new donors, and a diminished enthusiasm inside target countries. It is recommended, subject to the wrap-up of ongoing activities from this phase, that an entirely new Programme be commenced. While it will undoubtedly build on

this and previous Programmes, it will give UN Women a chance to redesign the Programme approach as recommended above, create excitement in the target countries and highlight its competitive advantage. It should be noted that this recommendation is not intended to be read as introducing delay in the process of GRB implementation. The recommendations above should not take a significant amount of time to conceptualize. If necessary, small bridging activities could occur to sustain momentum in a critical moment.

Key deliverables:

- Final Programme reporting
- Final meeting of Programme Project Advisory Board and any other required close-out activities with Partners
- Bridging activities as needed

First Steps:

- Formally close current Programme, including with communications to partners
- Identify any elements of current Programme that require bridging or a short continuation; differentiate between these and items that are new activities, even if they are natural continuations of current activities

Priority:	Within 6 months
Responsibility:	Programme Team
Degree of Difficulty/ Time/Resources:	Limited to current activities and resources
Corresponds to:	Findings: 1, 2, 10, 11, 12 Lessons Learned: 2, 4

 **RECOMMENDATION 4:**

Ensure Programme Resourcing for Project Management and manage the risk that comes from Reliance on a limited number of Contracted Experts

In order to respond to the findings above with respect to the need for greater project management, reporting and data analysis, project management expectations should be increased in the Programme team. This increase in expectations should also support the requirements in Recommendation 2.

Programme-specific resources should be considered in light of a need to have reduced dependence on contracted experts. In-country team support should be sufficient to match

the contextualized program plan for the target country.

It should be noted that this resourcing recommendation does not necessarily require the addition of more resources. Rather, it requires a mindful matching of needs, skills and performance expectations inside the Programme team and within specific projects. It may or may not lead to additional resources, which may also be task-specific and time-limited.

Key deliverables:

- Task and skill assessment set against revitalized Programme needs from Recommendation 2
- Contextualized Programme planning with clear human resources plans

First Steps:

- Develop expectations and tasks for project management resources
- Consider staffing options, including existing resources, reallocating tasks within Programme team, acquiring new resource

Priority:	Within one year
Responsibility:	Regional Office, Programme Team, Country Office
Degree of Difficulty/ Time/Resources:	Ongoing, depends on human resources assessment
Corresponds to:	Findings: 10, 11, 13 Lessons Learned: 2

 **RECOMMENDATION 5:**

Ensure Country Capability is Enhanced and Independent

A core focus of future GRB Programmes must be on creating leave-behind capability and expertise in the target country. Conventional approaches such as train-the-trainer models can be combined with more innovative user-centric workshops and cross-sectoral discussions to create more local talent. This will support continuing the highly effective but difficult to sustain training/coaching approach used in this phase of the Programme.

Key deliverables:

- New activity models for the development of in-country expertise and training facility
- Contextualized offerings inside Programme plans

First Steps:

- As part of the development of a new approach under recommendation 2, explore new models and best practices for creating leave behind capacity.
- Ensure appropriate resourcing in Programme planning.

Priority:	Within one year
Responsibility:	Programme Team, Country Office
Degree of Difficulty/ Time/Resources:	Programme resources
Corresponds to:	Findings: 13 Lessons Learned: 1, 6

 **RECOMMENDATION 6:**

Continue to use a Regional Programme Model

There are many opportunities with a Regional Programme to take advantage of economies of scale in capacity building, networking, political advocacy, donor attraction and retention, etc. While they were tested in this Programme in a limited way, they should be pursued and formalized in future Programmes as an important element of the 'big picture'. They should also be measured and assigned indicators of success as with any other Programme activity.

Key deliverables:

- An articulated model of a Regional GRB Programme with regional focus and clear measures of success against regional activities, with a governance model adopted by the countries of the region

First Steps:

- Review and assess regional elements of current Programme
- Consult with partners, donors, in concert with Recommendation 2
- Explore additional options for regional engagement and review best practices in other regions

Priority:	Start now
Responsibility:	Regional Office, Programme Team
Degree of Difficulty/ Time/Resources:	Some intensity at the outset but should result in increased efficiencies
Corresponds to:	Findings: 2, 3, 4, 5, 7 Lessons Learned: 3

RECOMMENDATION 7:

Find Partnerships and Linking Opportunities with other Projects and Organizations

Partners in all four target countries recommended linking GRB efforts with other Programmes underway or proposed. While this is admittedly difficult inside the bureaucracy of international institutions, UN Women should openly search for partnerships that will permit it to emphasize its expertise but share the Programme burden. This could reduce confusion for partners who may have multiple governance Programmes underway simultaneously.

Key deliverables:

- An articulated model of a UN Women ECARO partnership option

First Steps:

- Clearly define, as a part of Recommendations 1 and 2, how UN Women could work with other partners
- Canvass regional environment for potential partnership options, including communication to potential partners seeking future collaboration

Priority:	Within one year
Responsibility:	Programme Team
Degree of Difficulty/ Time/Resources:	Limited
Corresponds to:	Findings: 1, 10, 12, 13 Lessons Learned: 2, 3, 5

RECOMMENDATION 8:

Prioritize the increased capacity of data users

Clear, current and trustworthy gender-disaggregated statistics on the impact of funding for different kinds of programs is an essential component of a GRB programme as a part of the development of the institutional framework. This information is critical to advocacy, program design and allocation of funds. Increased capacity of data users with respect to the use of gender disaggregated statistics should be a defined program outcome for UN Women and contextualized for each country.

Key deliverables:

- An articulated model of data analysis required to support GRB

First Steps:

- Develop clear set of required data analysis best practices, as a part of the UN Women GRB Programme offering under recommendation 2
- As a part of Programme development, include a separate outcome for the increased capacity of data users
- Country level analysis, including data collection under SDGs

Priority:	Within one year
Responsibility:	Programme Team, Country Office
Degree of Difficulty/ Time/Resources:	Ongoing as part of Programme resources
Corresponds to:	Findings: 1, 8, 9, 12 Lessons Learned: 7

ANNEX A:

COUNTRY-SPECIFIC INSIGHTS

While the evaluation took place at a regional level and does not provide a separated analysis by country, a significant amount of information was provided to the Evaluation Team at the country level. The following “At-A-Glance” pages are intended to provide a synthesis of country-specific insights and recommendations, distilled from our desk review, interviews and our overarching findings and conclusions.

AT-A-GLANCE: GRB IN ALBANIA PROGRAMME OVERVIEW

Albania has embraced GRB as a means of increasing gender equality and strengthening program delivery at the central level. A strong institutional framework is in place, including legislation that applies to all central line ministries and agencies and a separate legislation applicable to local government units. That legislation is supported at the central level by policies, processes and tools. At the local level, the policies, processes and tools are not yet fully in place. The Ministry of Finance is a critical partner, playing a leadership role and acting as a champion for Albania’s progress.

There is more work to do across Albania, ensuring that the local levels of government are able to adopt GRB and working with governments and civil society to ensure an appropriate monitoring and advocacy system is in place. While civil society was effectively engaged in the Programme, they were not able to capitalize fully on their training in the Programme period to use watchdog reporting for advocacy across Albania. A greater engagement with the political leadership at the central and local levels will be required.

Albania should be celebrated as a model of GRB implementation at the central level, and the resulting impact of the efforts is impressive, with 33 national programs allocating funding through GRB, for a total of 6.3% of the national budget and USD\$298million.

Programme Strengths in Albania:

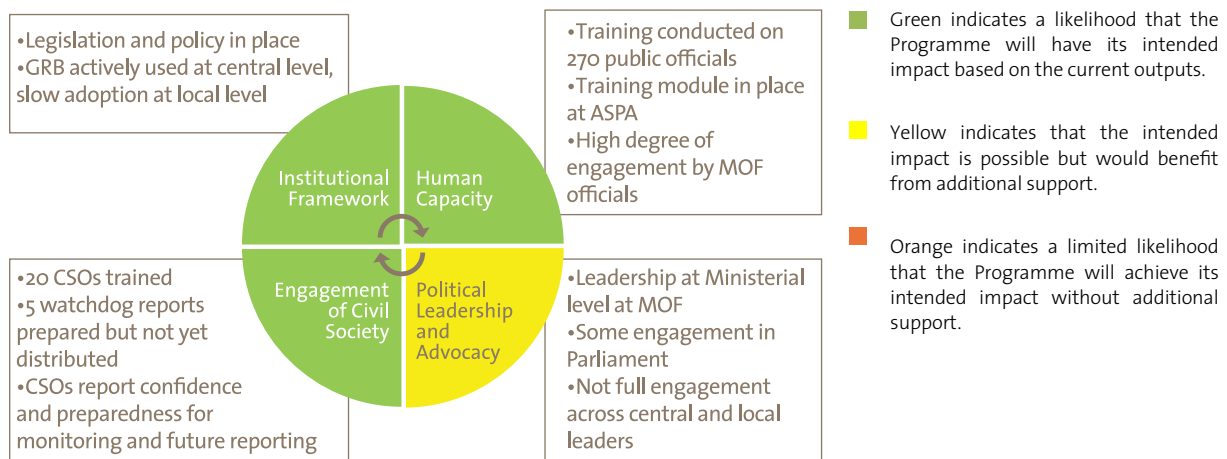
- Committed and stable staff
- Strong management support from UN Women Country Office which has adopted GRB as a “brand”

- Solid GRB legal framework making GRB mandatory in MTBP at central and local level
- Improvements in the system (AFMIS and IPSIS) which link GRB with main strategies and indicators with tracking tools to monitor progress and expenditures on GE
- A critical mass of awareness raised on GE and GRB at line ministries
- Improved availability of disaggregated data for gender gap analysis
- Improved capacity of CSOs’ watchdog role, advocacy and monitoring on GRB and transparency for governmental institutions

Programme Challenges in Albania

- Lack of a critical mass of political support
- Lack of evidence on the effectiveness/efficiency/ impact of GRB in the life of final beneficiaries and use of the evidence as advocacy for GRB support
- Staff retention of individuals trained in GRB and data literacy (both budget staff and GEE/ GFPs) and resulting lack of a critical mass of civil servants and experts with GRB and GE expertise
- Limited human resources at MOFE and MHS (GE section) to provide step-by step support and follow up to line ministries in GRB planning/ programming and monitoring
- Availability of (standardized) gender disaggregated data at line ministries, national and local level to enable gender gap policy analysis

PROGRAMME IMPACT IN ALBANIA



Institutional Framework: Albania is a clear champion of GRB at the institutional level. It has passed legislation at both the central and local levels requiring gender-responsive budgeting, gender equality considerations in program plans and participatory budgeting. It has introduced an online budgeting tool that requires gender considerations and is currently building a tool that will link the strategic documents and program plans to the budgeting framework. The Ministry of Finance has played a leadership role in the introduction of GRB, along with the Ministry of Health and Social Policy which has the accountability for gender. At the central level in 2018, 9 of 11 ministries and one state institution have introduced GRB into 33 programs. In addition to the direct work at the Ministry level, the Programme continued to support the national statistics institution, INSTAT, to refine their statistics gathering and analysis related to gender. INSTAT's publication, *Women and Men in Albania*, is relied upon by Ministries and civil society to understand the gender realities in Albania. At the local level, progress is slower. This Programme did not have a strong focus on the local level, conducting four 1-day information sessions for 120 officials in local finance departments. While the law on local program-based budgeting including GRB is in place, it is not yet implemented. Overall, the institutional framework for GRB in Albania is strong and sustainable, with legislative, regulatory and policy tools in place and active leadership inside government.

Capacity of Public Servants: The Programme in Albania invested in an expert employed by UN Women who was nested in the central level Ministries to train and coach those staff who were most directly engaged in the program planning and budgeting. Her expertise in both budgeting and gender meant that she was highly relevant and credible to the partners and she is significantly responsible for the success of GRB at the central level. The Programme also invested in an outside expert developed curriculum for public servants through ASPA, the Albanian School for Public Administration. 150 public servants have already been

trained using this curriculum but roll-out is hampered by ASPA's lack of an online training platform.

Engagement of Civil Society: The engagement of the civil society in Albania was a relatively smaller component of the Programme focus. Using the North Macedonian model, the Programme in Albania combined a one-day training session for 20 civil society organizations with a more intensive coaching and networking model, including a regional meeting in North Macedonia, for 5 CSOs that agreed to produce watchdog reports in different sectors, including women in science, women in the labour market, the domestic violence referral mechanism in Durres, the economic empowerment of rural women, and child care and secondary education. While all five CSOs produced reports, only one had been shared or used for advocacy purposes. This effort has been successful in that the CSOs report that they feel confident to continue to produce watchdog reports in the future across the wide array of their focus. However, it is not yet clear whether this work will actually occur.

Political Leadership and Advocacy: There has been more central-level political activity in this phase of the Programme in Albania than in the other target countries, due in part to the Programme's ability to attract the attention of important women politicians outside of the election cycle. Information sessions were organized with MPs in the Parliamentary Sub-Commission of Gender Equality to support their discussions and advocacy on the annual budget. The Head of this Sub-Commission gave the first ever speech on the budget using a gender lens. However, this support has not translated widely to the support of other Ministers and Deputy Ministers. At the local level, there are five municipalities already engaged in participatory budgeting with a gender lens supported by their leadership, supported by the UN Joint Programme, including the municipality of Tirana.

RECOMMENDATIONS FOR GRB IN ALBANIA

Recommendation	Start Year 1, 2, 3	Small, Medium, Large Investment of Resources	Programme Partner
<i>At the central level:</i>			
A1. Continue technical advice/coaching (i) to expand GRB to new programs, other line ministries and independent institutions (CPAD, Ombudsman, Supreme State Audit, Albanian Development Fund, etc.) in partnership with ASPA and (ii) monitoring, impact assessment and reporting on GRB at programme/policy level.	1	Medium	Central line ministries, ASPA
A2. Continue technical advice/coaching on more in-depth gender gap analysis, KPIs and data literacy in partnership with ASPA on new programs and review of existing policy framework (15 strategies subject to review).	1	Medium	Central line ministries, ASPA
A3. Continue support to INSTAT, line ministries and local government units on standardized disaggregated data.	1	Medium	INSTAT, central line ministries, local governments
A4. Design a GRB checklist/booklet to be used by public institutions.	1	Small	Ministry of Finance
<i>At the local level:</i>			
A5. Provide technical advice to MOFE on complementing legal framework to implement GRB + on-line system to integrate GRB.	1	Small	MOFE
A6. Capacity building of local government staff and municipal councilors on GRB, KPIs, budget and data literacy and budget participatory processes in partnership with ASPA.	1	Medium	Local governments, ASPA
A7. Coaching to selected local governments to pilot GRB at local level based on political willingness, resources. Consider those municipalities currently in the participatory budgeting UN Joint Programme.	1	Medium	Selected local governments
A8. Design a GRB checklist/booklet to be used by public institutions/municipalities.	1	Small	Ministry of Finance
A9. Support grass root CSOs at local level to monitor budget participatory processes and play GRB watchdog role. The five CSOs which prepared the first 5 GRB watchdog reports can be used as resources/partners. Templates for monitoring GRB implementation and indicators should be drafted.	1	Medium	CSOs
<i>Advocacy:</i>			
A10. Advocacy at central level/Parliament/donors to support GRB and cover the funding gaps at programme/policy level	2	Small	MPs, Ministers, donors
A11. Promote GRB success stories, best practices through dissemination at local, national, regional level, including using media	2	Small	Communications networks, media
<i>Academia:</i>			
A12. Introduce GRB in the curricula in the Economics faculty	3	Medium	Economics faculty

AT-A-GLANCE: GRB IN BOSNIA AND HERZEGOVINA

PROGRAMME OVERVIEW

Bosnia and Herzegovina has modelled the value of GRB and participatory budgeting at the national level (state and two entities) and particularly at the local level with targeted activities for rural women, women victims of war and Roma women. These targeted actions have demonstrated that the combination of government engagement and advocacy by civil society to use the budget as a means to alter the impact of programming on women and girls can be directly impactful.

In this phase of the Programme, the Ministries of Finance were more successfully engaged in partnership and the institutional framework across the levels of government was strengthened through the efforts of individual ministries. Civil society was engaged as a part of the target actions. Political leadership had a very limited interaction with GRB, owing largely to the political election cycle and other political level distractions.

GRB in Bosnia and Herzegovina would benefit from a more systematic approach to the ‘institutionalizing’ of GRB – both across the levels of government and in the civil society. The Programme was able to demonstrate the value of GRB to citizens and the next step is to capitalize on this demonstration. This will require a meaningful assessment of the available resources for GRB in BiH.

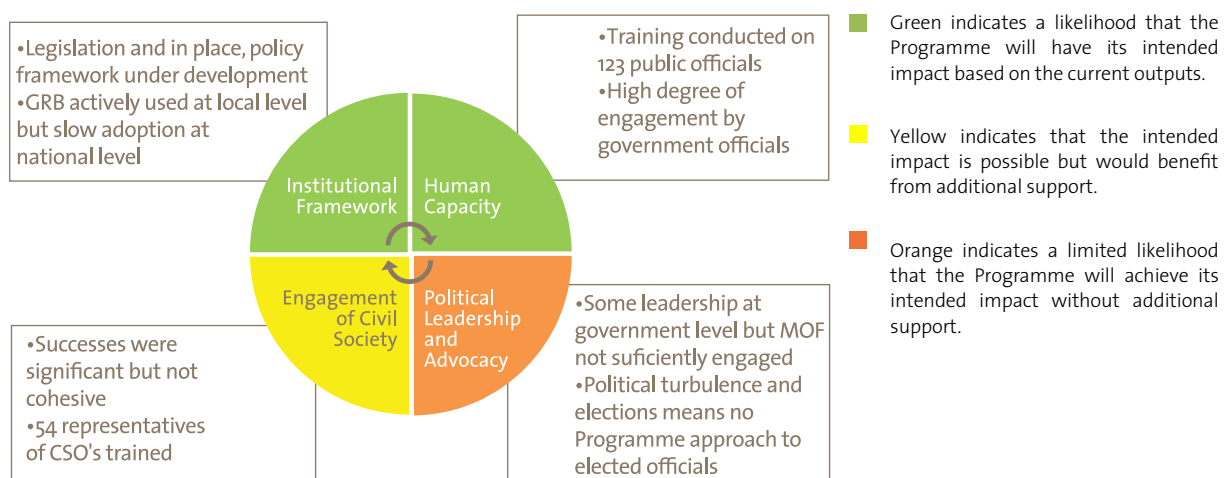
Programme Strengths in Bosnia and Herzegovina:

- Increased engagement of Ministries of Finance
- Good use of the existing channels of civil servant training in order to institutionalize the GRB e-module in the CSAs and ensure sustainable and accessible training
- Municipal reallocation of funds to support rural women and women victims of war
- E-learning module on GRB will be available to all civil servants at all levels through the institutional training organizations (CSAs)

Programme Challenges in Bosnia and Herzegovina:

- GRB is not mandatory, posing a significant risk to the sustainability of Programme efforts
- The assignment of only a 60% Programme coordinator was insufficient
- Lack of organized monitoring, evaluation and impact assessment
- There is a serious shortage of GRB experts in the country
- The election and limited engagement by parliamentarians meant low political attention
- The extensive network of gender mechanisms requires support and increased capacity to achieve greater ability to provide in-depth gender analysis. There are confused expectation of roles and responsibilities between the gender mechanisms at the national level.

PROGRAMME IMPACT IN BOSNIA AND HERZEGOVINA



Institutional Framework: BiH is experiencing a relatively slow implementation of GRB across government levels. This phase of the Programme focused on engaging more with the Ministries of Finance, key actors that were not as actively engaged as they could have been at earlier points. At the BiH level, the Ministry of Civil Affairs was able to harmonize their records, provide gender disaggregated data on grantees and Programmes and, consequently, make gender-responsive budgeting decisions. At the entity level, the Ministries of Tourism and Environment in the Federation of BiH and the Ministry of Agriculture, Forestry and Water-management of RS have integrated gender-responsive programming, budget planning and distribution of grants. The municipal level has shown greater results with this phase of the Programme resulting in the gender responsive criteria and allocation of funding for rural women in 9 of 11 municipalities involved and two gender responsive budget lines for women victims of war-related violence in the Municipality of Bratunac. While there was not an overall approach towards improving gender-related data collection, the Ministry of Civil Affairs BiH used data on women in sports, female and male clubs, and individuals to influence programming and grant criteria in the 2019 cycle, the Ministry of Tourism and Environment in FBiH will acknowledge gender sensitive indicators in scoring of the applications for incentives in 2019 and the Ministry of Agriculture, Forestry and Water Management tracks on gender disaggregated data on the incentives for agriculture.

Human Capacity: The Programme subcontracted capacity building work to a third-party company Innova at BiH and FBiH levels, while in RS it was implemented by the subgrantees (Ministry of Forestry, Agriculture and Water Management and 2 local civil society organizations in the Municipality of Bratunac. Multiple training modules were held for about 100 trainees from different sectors (over 62 municipal and government officials trained by the Ministry of Agriculture, Forestry and Water Management of RS, 8 officials of the Ministry of Civil Affairs of BiH and 14

trainees of the municipal institutions and civil society in the Municipality of Bratunac). Other promotional events, roundtable discussions, exhibitions involved 155 public officials, civil society representatives and producers from rural areas in RS. Media efforts reached at least 600 people and social media efforts reached approximately 18500 people. An e-course for public servants was developed as a part of the Programme and is still awaiting approval by the Ministry of Finance. It is expected to roll out in April 2019.

Engagement of Civil Society: Focus on the engagement of civil society was limited and not as systematic as the focus on the government engagement, due to a decrease of available funds for the Programme from the SDC. However, there are small but important outcomes. A subgrant was provided by the Gender Centre of RS to two CSOs in the Municipality of Bratunac to support the empowerment of women victims of war through GRB at the municipal level. This work has resulted in the reallocation of funding in support of women victims of war via two budget lines dedicated to GEWE (equaling a total of 6650 EUR), including a grant to support the regional Association of Women Victims of War and a general budget line for individual women victims of war. In cooperation with CARE International, a training event was organized in the Tuzla Canton focused on GRB and the impacts on the Roma community. However, no follow up with CARE occurred in order to understand the results of this training.

Political Leadership and Advocacy: The component focused on parliamentarians (planned on BiH and FBiH levels only), has been just partly implemented through thematic meetings with relevant parliamentary commissions and delivery of a manual for GRB for parliamentarians. However, 2018 was an election year in BiH and a turbulent political year in FBiH and there was limited ability to work with elected officials. This part of the grant was reallocated by the UN Women to other activities.

RECOMMENDATIONS FOR GRB IN BOSNIA AND HERZEGOVINA

Recommendation	Start Year 1, 2, 3	Small, Medium, Large Investment of Resources	Programme Partner
<i>Role of UN Women and Programme Partners:</i>			
B1. Full time human resources allocated to the program in BiH, especially given the potential for impactful activity in the coming years.	1	Medium	Country Office
B2. Continue strengthening direct role of the Ministries of Finance in the process, including a role on regional Programme boards and support for the introduction of GRB into the overall budget reform. Based on the example of the Ministry of Civil Affairs, involvement of other line ministries that were not 'traditionally' affected in earlier GRB efforts would be welcome as well.	1	Medium	Ministries of Finance, line ministries
B3. Perform functional analysis of institutional gender mechanisms to strengthen their ability to support and lead on GRB issues and ensure capacity. This work could include research on the value of a sustainable partnership with MOF and whether gender focal points connect with resources when planning and reflecting gender issues in ministry priorities.	1	Medium	Institutional Gender Mechanisms
<i>Strengthening Programme Elements:</i>			
B4. More effective in-country exchange between institutions (including decentralized approach in the organization of the events) and regional exchange to increase the number of individuals who receive shared information and to ensure that exchange events are practically focused.	1	Small	Programme Partners
B5. Invest in systematization of the Programme-related data and building capacities for monitoring, evaluation and impact assessment in all partner institutions.	1	Medium/Large	Programme Partners
B6. Invest in development of a pool of new GRB trainers/specialists to address the in-country shortage of expertise and to expand the number of people who are trained on GRB.	1	Medium	Programme Partners
B7. Engagement of CSOs, particularly those with capacities for policy advocacy, monitoring and evaluation should be deeper, tailored and practical.	1	Medium	CSOs
B8. Ensure training for civil servants on program-based budgeting and GRB is mandatory at Civil Service Agencies and relevant to their work to increase interest and attendance. Ministries of Finance should be involved in design and delivery. Differences in training budgets of Civil Service Agencies and legal limitation for the civil servants in RS to be paid for training delivery should be taken into consideration.	2	Medium	Ministry of Finance, CSAs
B9. Establish synergy with key development Programmes that may integrate GRB, including the EU IPA program-based budgeting Programme, initiatives related to the reforms related to integrated development planning on entity, cantonal and municipal levels and the UNDP Integrated Local Development Planning Programme (ILDPP). UN Women expertise may be particularly welcome in the development of the manual for integrated development planning and methodology that is to be standardized in the country, providing expertise and tools for GRB in the process of planning and implementation of future development strategies and reviving of parliamentary and gender commissions to become an effective gender lens over the documents and budgets that are passed to parliamentarians/local councilors.	2	Medium	Other international organizations

AT-A-GLANCE: GRB IN THE REPUBLIC OF NORTH MACEDONIA

PROGRAMME OVERVIEW

North Macedonia was a flagship for many elements of the GRB Regional Programme. The breadth of its reach particularly into the local level is impressive, with over 88 municipal programs and 8 state programs allocating approximately USD\$28million in budget funding as a result of the Programme. North Macedonia has had the benefit of political engagement, leadership and support for GRB at the highest levels.

In addition, North Macedonia developed and implemented a number of best practice capacity building approaches including the training and coaching model for CSOs that were shared and replicated across the region. A train-the-trainer model in the municipalities permitted upscaling of the Programme's activities.

There is still more work to be done in North Macedonia, including the finalization of the legislative framework that introduces program-based budgeting, including GRB. The capacity, including workload and resourcing of Equal Opportunities Coordinators, who bear a significant responsibility for the adoption of GRB across governments, will need to be assessed.

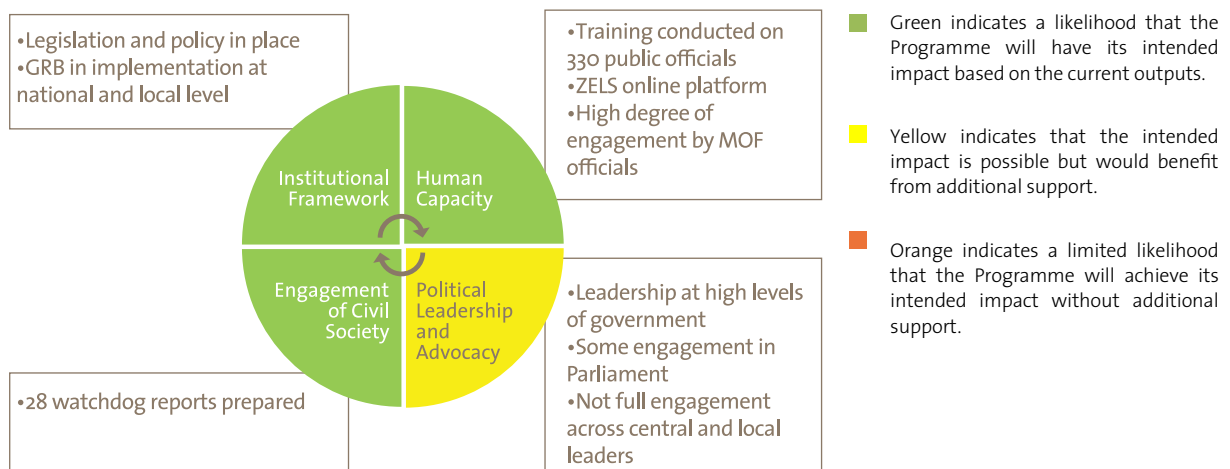
Programme Strengths in North Macedonia:

- Political backing has been consistent and pronounced, including at the highest levels
- The e-learning course provides a sustainable model of training
- The capacity building of gender advocates in North Macedonia resulted in 28 watchdog reports and the model was replicated in Albania and Moldova, with regional networking and sharing occurring in North Macedonia
- Engagement of the Association of Municipalities (ZELS) has strengthened municipal engagement, created a working group on GE, upgraded its online platform on GE and introduced a gender chapter in the Manual on Municipal Competencies for Newly Elected Officials
- Train-the-trainer model effective in increasing expertise in the municipalities

Programme Challenges in North Macedonia:

- The legislative framework requiring program-based budgeting including GRB is not in place
- Frequent staff turnover, particularly of the Equal Opportunities Coordinators causes delay and compromises institutional skill and memory
- Inconsistent gender disaggregated statistics prevent meaningful analysis and the Programme did not work to improve this in North Macedonia

PROGRAMME IMPACT IN NORTH MACEDONIA



Institutional Framework: North Macedonia is in the midst of a transition to program-based budgeting at the central level. This Programme has supported the inclusion of GRB in the drafting of the central level legislation – the Law on Organic Budgeting – that will move the country at a national level to program-based budgeting. The Programme also supported the drafting of the budget instructions circular requiring central budget users to submit gendered budget statements. At the central level, the government also inserted gender assessment requirements into the Strategic Planning Methodology and the National Action Plan on Gender Equality. At the local level where program-based budgeting is already in place, GRB has become much more entrenched with 19 of local governments engendering 88 programs. The Programme was extremely active at the municipal level, supporting the normalization of GRB into local level processes with important results. Disaggregated statistics are limited in North Macedonia – a gap in the Programme’s North Macedonia focus.

Human Capacity: The Programme supported the development of e-learning modules on GRB and GEWE, placed on the electronic platform of the Ministry for Information, Society and Administration, which became mandatory for all levels of the public administration. Training was conducted for 330 public officials and the capacity building model built by North Macedonia was replicated across the region. Equal Opportunities Coordinators, the gender focal points,

conducted training at the local level. For example, the Gender Equality Trainer in Delchevo was able to provide capacity building training on GRB in the municipalities of Berovo and Pehcevo as well.

Engagement of Civil Society: The Programme built capacity of 13 CSOs to use GRB tools for producing gender budget watchdog reports and hold government accountable on local level on how it distributes public finances to satisfy the needs of citizens. The program resulted in 13 gender budget watchdog reports in 2016 and another 15 in 2018. The training and coaching model developed in North Macedonia was replicated across the region and representatives from all four countries met in North Macedonia for a workshop.

Political Leadership and Advocacy: There were three activities initiated by the Club of Women MPs, including a public hearing on the implementation of the National Strategy on Gender Equality, a public hearing on the NAP for implementation of Istanbul Convention, and a public hearing on the Law on Labour relations (organized by the Parliamentary Commission on Equal Opportunities). In addition, there were three strategic planning sessions organized by Club of Women MPs. Political support for the Programme was expressed at the highest levels of government, including the Prime Minister. While political support for the Programme appears high, until legislation including GRB is passed, the political support is less effective.

RECOMMENDATIONS FOR GRB IN NORTH MACEDONIA

Recommendation	Start Year 1, 2, 3	Small, Medium, Large Investment of Resources	Programme Partner
<i>Institutional Framework:</i>			
MA1. Support the passage of the draft Law on Organic Budgeting.	1	Small	Parliament
MA2. While awaiting passage of the legislation, pilot GRB practices in government programs.	1	Medium	Ministry of Finance, line ministries
MA3. Ensure mandatory generation and use of gender disaggregated data and statistics in program areas.	1	Medium	Line Ministries, local government units, statistics agency
<i>Strengthening Programme Elements:</i>			
MA4. Upgrade information systems to generate reports that include gender specific data.	1	Medium/Large	Programme Partners
MA5. Consider an evaluation of the effectiveness and potential impact of gender-related policies.	2	Medium	Programme Partners
MA6. Reallocate the workload of Equal Opportunities Coordinators to ensure they are able to adequately perform their duties.	1	Medium	Equal Opportunities Coordinators, local government units
<i>Capacity Building Across Sectors:</i>			
MA7. Conduct another round of training and mentorship for central and local governments where there are newly appointed EO coordinators or new inter-sectoral working groups are established.	1	Medium	Central and local governments
MA8. Consider developing online modules for training that are free of charge and publicly available so everyone that wants to use gender budget watchdog reporting as an approach to monitoring government performance from a gender perspective can do so.	3	Medium	CSOs
MA9. Undertake consultative processes with citizens to ensure more widespread appreciation for the value of GRB and GEWE.	3	Medium	Ministry of Finance, CSOs

AT-A-GLANCE: GRB IN THE REPUBLIC OF MOLDOVA

PROGRAMME OVERVIEW

The Programme in Moldova was largely focused on creating the building blocks for GRB in the country. This included creating a framework for capacity building, with areas of focus including building sustainable training modules, engaging governments and CSOs at the local level, and producing and sharing gender disaggregated statistics.

Highlights from the capacity building work in Moldova include the development of the university level curriculum for future civil servants and the training of 86 women mayors – a significant level of political engagement at the local level.

However, Moldova remains a distance away from the actual implementation of GRB. There is no impending legislative or institutional framework for program-based budgeting and no political priority has yet been placed on the inclusion of GRB. Significant progress on GRB does not appear possible in the current institutional climate. Perhaps following the upheaval that is always present in the aftermath of an election, there will be a window in which the government is able to focus on program-based budgeting, including GRB.

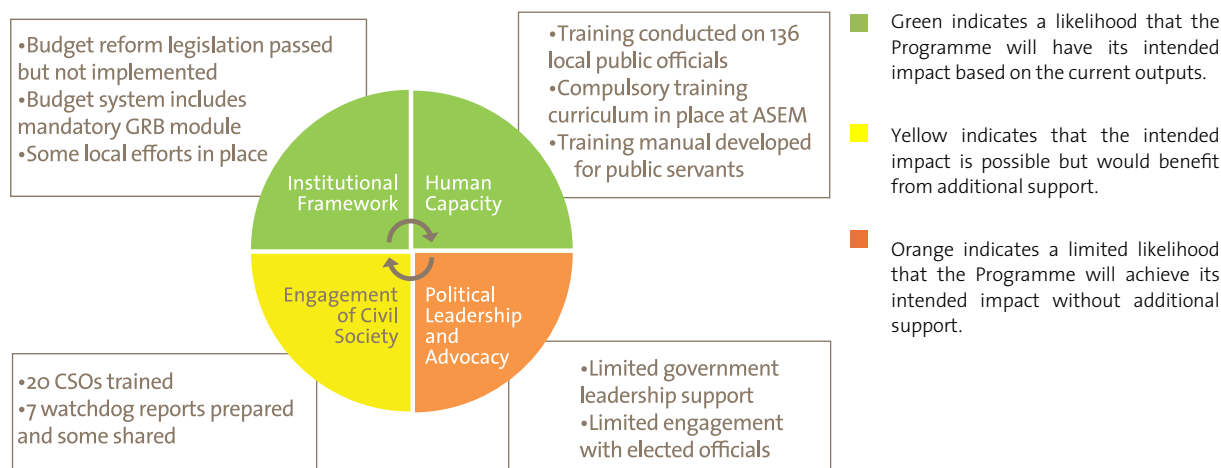
Programme Strengths in Moldova:

- Political support at the local level and 86 women mayors trained on GRB
- GRB training module for civil servants developed
- Compulsory training curriculum on GRB at ASEM
- CSOs engaged in North Macedonia watchdog report training and 7 reports produced
- Gender Pulse – e-portal on gender disaggregated statistics launched in 2017

Programme Challenges in Moldova

- The government is not yet ready to implement program-based budgeting, including GRB
- There has been an overall lack of interest by the political leadership, in part due to the election cycle and in part due to low interest in a gender equality agenda
- There are limited resources at the national, local and CSO level to advocate for gender equality

PROGRAMME IMPACT IN MOLDOVA



Institutional Framework: Program-based budgeting is not yet in place in Moldova. The Programme has laid the foundation for GRB once the government transitions from line budgets by working to include a specific mandatory GRB module in the Budget Management Information System, along with changes in the budget circular and instructions. However, limited implementation of these changes has occurred. Through the work of the Programme, the first user-friendly interactive e-portal on gender statistics in Moldova – GenderPulse – was launched on March 28, 2017. The e-portal provides sex-disaggregated data in the areas of demography, participation in decision-making, education, health, and economic empowerment. The Programme supported the introduction of gender analysis into the Multidimensional Poverty Index. These critical foundations pieces will provide support for GRB advocates when Moldova moves to program-based budgeting.

Human Capacity: Capacity building was a key focus of the Programme in Moldova. Given that the government is not yet ready to adopt GRB from a number of key standpoints, the Programme focused on preparing and training future economists and public servants. Academic experts were engaged by the Programme to develop curriculum for ASEM, the educational

institution that prepares economists for work in the public service. This curriculum is now a mandatory course. In addition, 86 women mayors received training on GEWE and GRB. Ten Gender Equality Trainers received specific GRB training and, during the life of the Programme, were able to train employees within their municipality, as well as, in some instances, training staff from neighbouring municipalities as well. The trainer in Balti was able to provide capacity building training on GRB in the municipality.

Engagement of Civil Society: In Moldova, 20 CSOs, of which 12 were from the capital city of Chisinau and 8 from outside rayons received monitoring and watchdog report training, using the North Macedonian model. Representatives from the CSOs took part in the regional training and form part of the ongoing CSO network. Seven watchdog reports were prepared and shared by the CSOs.

Political Leadership and Advocacy: The Programme had limited ability to interact with Parliamentarians in this phase, as a result of the election cycle. However, engagement was had through local political leadership, including through the training of 86 women mayors

RECOMMENDATIONS FOR GRB IN MOLDOVA

Recommendation	Start Year 1, 2, 3	Small, Medium, Large Investment of Resources	Programme Partner
<i>Institutional Framework:</i>			
MDA1. Enlarge the portfolio of the Programme in Moldova to include GRB for climate change, agriculture and energy and for public services (education, health, sport, labour market, etc.).	1	Medium	Line Ministries
MDA2. Introduce GRB in the national programs and budgets of the line ministries and local government units, exploring use of pilot projects and willing partners.	1	Large	Ministry of Finance, line ministries, local government units
MDA3. Assist the line ministries to prepare a draft law to include GRB in the national legislative budgetary framework, including mandatory responsibilities of ministries.	1	Large	Line Ministries
<i>Capacity Building Across Sectors:</i>			
MDA4. Focus on research and innovation based on GRB at the national level.	2	Medium	Programme Partners
MDA5. Develop peer education programs in schools to build early understanding for the values underlying gender budgeting.	3	Medium	Local School Board, CSOs
MDA6. Build capacity for civil servants to conduct gender analysis and develop gender indicators to measure the progress on GRB at the local and national level.	1	Medium	Central and local governments
MDA7. Support the integration of the GRB course on the e-platform at the Academy of Public Administration and the overall digitization of GRB training.	2	Small	Academy of Public Administration
MDA8. Build capacity for civil society organizations to advocate for GRB with government and local authorities	1	Medium	CSOs

AT-A-GLANCE: GRB IN THE REGION

PROGRAMME OVERVIEW

The regional aspect of the Programme was perhaps under-exploited. There was limited monitoring and data collection related to this aspect and no specific measures related to gauging the success of regional activities. However, despite these drawbacks, there are clear highlights of the regional approaches. Cross-jurisdictional training sessions, activities and networks, as well as regional training at NALAS and CEF, created sustainable regional expertise. Models developed in countries were shared and replicated across the region, such as the training/coaching for CSOs. Funding was reallocated for the direct improvement of the lives of women and girls as a result of Programme activities.

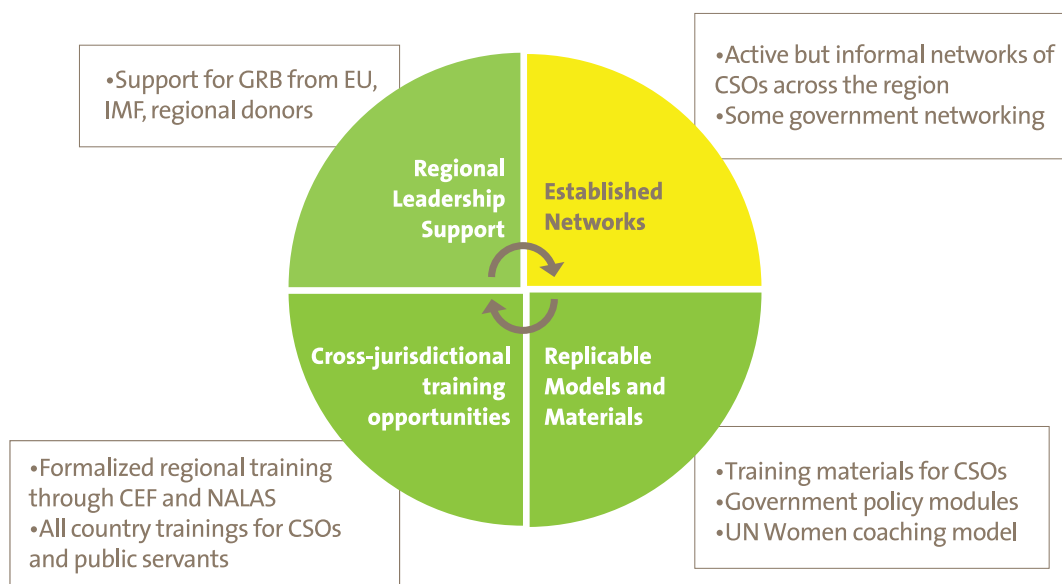
Regional Strengths of the Programme:

- Replicable models included the coaching model for CSOs (North Macedonia) and government policy modules (Albania)
- Networks of CSOs and public servants were created and remain active
- Regional Programme provides impetus and peer support for leaders in target countries to engage
- UN Women has credibility in the region as a trusted partner and as a technical expert

Regional Challenges of the Programme:

- Insufficient monitoring, data collection, metrics and reporting in target countries and regionally led to a lack of cohesion and varied definitions of success
- Small UN Women staff contingent stretched quite thin by ambitious nature of activities and too much reliance on hired expertise
- Regional Programme approach meant some outcomes not feasible for target countries

REGIONAL PROGRAMME IMPACT



ANNEX B:

RESULTS AGAINST INDICATORS AND TARGETS

On a regional aggregate, the Programme has mostly met or is on target to meet the quantitative outcome and output targets. Although very few of the targets have been fully met, it is clear from these numbers that the Programme has already had a substantial impact on the advancement of GRB in the target countries. As noted above, there are evident areas in which the Programme struggled, such as the engagement of MPs. In addition, there are clear areas in which significant progress was made although the numbers do not yet reflect the full extent of the effort, such as the actualization of GRB by line ministries.

In the tables below, the Programme progress is measured against the indicators and targets set by the Programme at the outset. We have assessed the progress on a 3-part scale:

- Green indicates that the targets have been fully met.
- Yellow indicates that the targets have not been fully met but that there is substantial progress towards the targets.
- Red indicates that the targets have not been met and that there is limited progress towards the targets.

The section below reviews the overall progress against the indicators.

Programme Impact:

The overall goal of the Programme is to support the advancement of implementation of national (laws and strategies) and international commitments (CEDAW, BPfA, SDGs and EU) to gender equality and women's empowerment in line with national SDG priority targets.

Indicator	Target	Achievement
1. # of reports per country showing progress in advancing gender equality	2 reports per country showing progress in advancing gender equality	NOT CALCULATED*
2. # of gender SDG targets adopted in each country	At least 3 targets from SDG 5 and at least 10 gender targets from other SDG goals in each country	NOT CALCULATED*

*These findings have not formed part of the analysis of this evaluation and are not assessed by the Programme team in the Programme logic framework or in the reporting documents.

OUTCOME 1:**GOVERNMENTS IN TARGETED COUNTRIES PROMOTE GENDER RESPONSIVE FISCAL LAWS, POLITIES AND NATIONAL ACTION PLANS TO ENABLE SPECIFIC BUDGETARY ALLOCATIONS FOR GENDER EQUALITY**

Indicator	Target	Achievement
1.1 # of a) line ministries and b) local government units allocating budgets on GE in specific sectors	a) 25 Ministries allocate budgets on GE in specific sectors b) 30 local government units allocating budgets on GE in specific sectors	a) 12 ministries b) 34 local governments Source: evaluation findings

OUTPUT 1.1:**PUBLIC OFFICIALS IN NATIONAL AND LOCAL GOVERNMENTS TAKE INITIATIVES TO APPLY GRB IN PUBLIC FINANCE MANAGEMENT DUE TO INCREASED CAPACITIES**

Indicator	Target	Achievement
1.1.1 # of amendments and/or new GRB criteria/elements adopted in the legal and operational frameworks by the governments/ Ministries of Finance	11 new interventions in the legal and operational frameworks by the Governments/Ministries of Finance	8 interventions Source: "Annex A – Table with progress against all Programme indicators_all Programme countries"
1.1.2 # of GRB interventions introduced by local government units to apply GRB in public finance management	25 GRB interventions introduced by local government units	25 interventions Source: "Annex A – Table with progress against all Programme indicators_all Programme countries"
1.1.3 # of public officials at central and local level that complete tailored training on GRB	Albania: 120 public officials at central BiH: 120 public officials North Macedonia: 100 public officials at central and 300 local administration Moldova: 100 public officials at central and 50 municipal staff	Albania: 81 central + 110 local BiH: 123 public officials North Macedonia: 80 central + 250 local Moldova: 116 local + 21 central Source: "Annex A – Table with progress against all Programme indicators_all Programme countries" and Evaluation Findings for BiH

OUTPUT 1.2:**NATIONAL AND LOCAL GOVERNMENTS PRIORITIZE BUDGETARY ALLOCATIONS FOR GE THROUGH PARTICIPATORY PROCESSES AND MAKE MONITORING REPORTS OF POLICIES AND BUDGETS AVAILABLE TO CITIZENS**

Indicator	Target	Achievement
1.2.1 # of monitoring reports produced by central and local governments on budget allocations for GE	19 monitoring reports at central level, 17 monitoring reports at local level	10 reports Source: "Annex A – Table with progress against all Programme indicators_all Programme countries"
1.2.2 # of government institutions (ministries and municipalities) that implement participatory planning and budgeting to address identified needs and priorities of women and men	21 ministries implement participatory planning and budgeting to address identified needs and priorities of women and men 30 municipalities implement participatory planning and budgeting to address identified needs and priorities of women and men	Albania: 2 ministries + 61 municipalities BiH: 4 ministries and 1 municipality North Macedonia: 10 municipalities Source: "Annex A – Table with progress against all Programme indicators_all Programme countries"

OUTCOME 2:**GENDER ADVOCATES AND MPS DEMAND ACCOUNTABILITY FROM NATIONAL AND LOCAL GOVERNMENTS ON POLICIES AND BUDGETARY ALLOCATIONS FOR GEWE.**

Indicator	Target	Achievement
2.1 # of initiatives taken by CSOs and MPs to demand accountability from national and local governments on policies and budgetary allocations for GEWE	13 initiatives taken by MPs 23 initiatives taken by CSOs at central and local level	6 43

OUTPUT 2.1:**GENDER ADVOCATES MONITOR AND REPORT ON GOVERNMENT'S COMMITMENTS ON GEWE**

Indicator	Target	Achievement
2.1.1 # of monitoring reports produced by gender advocates at the central and local levels to monitor government's commitments on GEWE	7 monitoring reports produced by gender advocates at the central levels to monitor government's commitments on GEWE 19 monitoring reports produced by gender advocates at local levels to monitor government's commitments on GEWE	Albania: 4 local + 5 central North Macedonia: 27 local Moldova: 7 local Source: "Annex A – Table with progress against all Programme indicators_all Programme countries"

OUTPUT 2.2:**PARLIAMENTARIANS RAISE GENDER ISSUES AND MONITOR GOVERNMENT'S EXPENDITURES IN SPECIFIC SECTORS ON GEWE**

Indicator	Target	Achievement
2.2.1 # of gender issues raised by MPs on government's expenditures in specific sectors on GEWE	20 gender issues raised by MPs on government's expenditures in specific sectors on GEWE	6 initiatives Source: "Annex A – Table with progress against all Programme indicators_all Programme countries"

OUTPUT 2.3:**NATIONAL AND REGIONAL ASSOCIATIONS AND EXPERT GROUPS/INSTITUTIONS EXCHANGE EXPERIENCE AND REPLICATE GOOD PRACTICES ON GRB**

Indicator	Target	Achievement
2.3.1 # of new good practices replicated by stakeholders (Programme implementing partners and national institutions) in the Programme countries as a result of regional exchange	4 new good practices replicated by stakeholders	5 good practices Source: "Annex A – Table with progress against all Programme indicators_all Programme countries"
2.3.2 # of national/regional associations and experts/institutions who exchange their experiences on GRB with others	3 national/regional associations and 100 experts/institutions	10 different exchange initiatives involving more than 100 people Source: "Annex A – Table with progress against all Programme indicators_all Programme countries"

ANNEX C:

EVALUATION QUESTIONS

This annex contains responses to all of the evaluation questions set out in the inception report. These answers form the basis of the overall evaluation.

Relevance

1. To what extent was the design of the intervention and its results relevant to achieving the goals and outcomes set out in SDG 5 and the UN Women mandate and objectives?

Assessment Areas: Design/GEWE	Sub-Questions:
<p>Indicators:</p> <ul style="list-style-type: none"> • Programme design effectiveness • Respondent Perceptions • Level of achievement of objectives and outcomes • # of activities directly responsive to SDG5c1 indicators 	<p>(a) How were the results of the previous Programmes and evaluations taken into account in designing the intervention?</p> <p>(b) Which previous Programmes were considered in the development of this Programme? How were lessons from those Programmes ascertained and incorporated?</p> <p>(c) Are there measurable causal links between the desired results and the activities?</p>
<p>Data Points:</p> <ul style="list-style-type: none"> • Programme Documents • Interviews • Un Women and other international organization documents 	

The design of the Programme and its activities are directly relevant to achieving the outcomes and targets for SDG5 and for meeting the mandate of UN Women. Embedding gender into the institutional monetary framework of a country is a critical element in ensuring that the lives of women and girls are supported and improved. The Programme document clearly outlines the extensive array of global, regional and national strategic linkages.

The Programme is a direct contributor to the “Leave No One Behind” principle and to SDG5 and is specifically responsive to target 5.c: Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels and indicator 5.c.1: Proportion of countries with systems to track and make public allocations for gender equality and women’s empowerment. The Programme is responsive to the UN Women Strategic Plan 2018-2021 and gender-responsive budgeting and fiscal policies are in the country office strategic notes for each of the four target countries.

In addition to supporting country-responsiveness to global measures, this Programme is responsive to the requirements expected by the EU in the Gender Action Plan, EU External Relations 2016-2020, a critical relationship for the target countries.

This Programme has aligned with the laws, policies and gender equality strategies in each of the target countries ⁹ and supported the development and adoption of gender-responsive budgeting legislation and policies across all 4 target countries, with definitive legislative systems now enacted in Albania and North Macedonia and policies and strategic documents in place in BiH and Moldova.

9 BiH: The Programme aligns with the One UN Programme and Common Budgetary Framework for BiH 2015-2019 (Focus Area 4 and outcome 12) and the UN Women BiH Strategic Note 2015-2020.

Albania: The Programme aligns with the UN Joint Programme 2017-2021 (Outcome 1) and the UN Women Albania Strategic Note 2017-2021

Moldova: National Development Strategy implementing Agenda 2030 and the Moldova-EU Association Agreement

The intervention builds on the results of three previous Programmes, “Gender Responsive Budgeting (GRB) in South East Europe (SEE): Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability in Albania, BiH, North Macedonia and Serbia (2006-2010), the first phase of the Programme “Promoting Gender Responsive Policies and Budgets in South-East Europe” (2011-2013) (PGRP-SEE) in Albania, BiH and North Macedonia; and Promoting Gender Responsive Policies and Budgets in South-East Europe Phase I” (2011-2013) (PGRP-SEE) in Albania, BiH, North Macedonia and Moldova Phase II (2013-2016).

Some of the recommendations in the previous evaluations for these Programmes are evidently incorporated into this Programme, including maintaining and strengthening the regional focus as a means of sharing expertise, greater focus on embedding capacity and ownership in country institutions and in particular in Ministries of Finance and in strengthening the Programme framework of indicators.

As discussed in the theory of change analysis, while the activities in the Programme do contribute causally and logically to the desired outcomes, they are heavily dependent on past Programmes, external conditions and actors and so are difficult to attribute directly.

2. To what extent is the intervention consistent with the national/subnational priorities and commitments on GRB?

Assessment Areas: Design/GEWE

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Demonstrable correlation to national commitments
- # of activities directly responsive to national/subnational priorities in target country
- Continued involvement of government actors in Programme activities

Data Points:

- Programme Documents
- Interviews
- Legal and Policy Frameworks in Target Countries

Sub-Questions:

(a) Has there been any change to the mandate of the partners or current situation that alters the validity/relevance of this Programme to them?

In all four target countries, the Programme is consistent with the relevant policy frameworks. There has been no change to the mandate of the partners that alters the validity of the Programme, although during the life of the Programme, all four countries have had significant political change, including election cycles and change of political leadership.

BOSNIA AND HERZEGOVINA

On the national level, GRB is one of the key measures crosscutting all programs in the implementation of the Gender Equality Law and Gender Action Plan (GAP) of BiH 2013-2017 (Official Gazette of BiH, no.98/13) and the new GAP for the period 2018-2022. The Programme is aligned to the overall budget system reform and relevant laws, including the Law on the Budget of Institutions of BiH and International Obligations of BiH, Law of the Budget

of FBiH, Law on the Budget System of RS. Although the budgets in BiH are still presented as line budgets at all administrative levels, many institutions use programme budgeting principles (linking them to sectoral or integral strategies and programmes).

Ministries of Finance (MFs) at all levels require all institutions to prepare gender responsive budgets in the budget planning process, indicating in the narrative effects on women and men and in the budget planning software BPMIS whether the budget affects women/men/both. They require gender segregated data and develop gender sensitive indicators. However, there is no mechanism to check whether this process actually occurs, including whether objectively measurable gender responsive indicators really exist. Narrative explanations on GEWE are rarely seen in the budget narratives.

Furthermore, specific activities designed to reach the Programme outcomes, were aligned to various sectoral policies (e.g. human rights, sports, employment, empowerment of rural women, protection of women victims of war etc.). Key such policies that were taken into consideration in design of Programmes sub granted by UN Women were:

- Law on sports on Bosnia and Herzegovina (Official Gazette of BIH, no 27/08, 102/09 and 66/16);
- Strategic plan of agriculture and development of rural areas of Republika Srpska (2016-2020)
- Law on victims of war torture of Republika Srpska (Official Gazette of RS, 90/18)

Relevance of the outcome 2, segment focused on empowerment of parliamentarians can be questioned due to the fact 2018 was the general election year and there was a lack of interest for this process. All interviewees agree this could have been better linked to the country's context and better timing could have been planned. The other sectors, such as CSOs and academia, were not in primary focus of the Programme as this component was to large extent removed from the country Programmes in Bosnia and Herzegovina due to limited funding and decision of SDC not to support the Programme in this country. Therefore, it relied only on the funding from ADA.

ALBANIA

Gender equality is a key requirement for EU membership and the Government of Albania has made important progress in establishing relevant policy and institutional frameworks for achieving gender equality. A series of policies and action plans with a specific focus on gender equality have been adopted in several areas. Gender equality is a core principle of the Law on Organic Budget in 2016 and the Law on Local Government Finances, both of which paved the way for gender responsive budgeting (GRB) in annual and mid-term budgetary processes at central and local level. These are a part of the Public Finance Management (PFM) Strategy in Albania (2015-2020). The rest of the legislative and policy gender framework includes (i) Law on Gender Equality (2008), (ii) ratification in 2013 of the Council of Europe's Convention on Preventing and Combating Violence against Women and Domestic Violence (the "Istanbul Convention" and aligning the national framework to its principles, (iii) the National Strategy and Action Plan on Gender Equality 2016-2020 (iv) the National Action Plan on Involvement of Men and Boys as Partners to Women and Girls in Challenging Gender Stereotypes and Combating Gender Based Violence (GBV), (v) the National Action Plan for Women's Entrepreneurship 2014-2020, (vi), (vii) introduction of 30% gender quota in national elections and 50% gender quota

in local elections (2013 and 2015), (viii) adoption of the Resolution on the Fight against Gender-based Violence by the Parliament in 2017 and setting up a parliamentary sub-committee on gender equality which cooperates closely with the Alliance of Women MP's. Programme activities were tied directly to the Law on Organic Budgeting and supported a number of the core commitments of the gender framework.

MOLDOVA

In Moldova, Gender Responsive Budgeting (GRB) has been embedded for the second time into the *National Strategy on Gender Equality (NSGE) for 2017-2021* as one of ten priority areas. The National Action Programme for Gender Equality (2010-2015) also covered GRB. It included two objectives and 4 activities, of which one activity was implemented (GRB Concept drafted), 1 activity was implemented partially (GRB course institutionalization by the Academy of Economic Studies of Moldova/ASEM) and 2 activities have not been implemented (GRB training for Gender Focal Points and Gender Analysis of the National Development Strategy). The activities that have not been implemented in 2010-2015 have been included and are successfully implemented under the current NSGE (2017-2021).

The second National Strategy on Gender Equality (NSGE) for 2017-2021 and its associated Action Plan now articulates GRB as one of ten priority areas for the Country. The Strategy indicates that the focus will be on 1) developing, piloting and institutionalizing of GRB tools (gender sensitive indicators, expenditure strategies and concepts), 2) building the capacity of relevant central and local government staff on gender equality and 3) support for the development of ministries' gender sensitive sectorial action plans. The Ministry of Health, Labour and Social Protection lead the NSGE drafting process in 2016-2017. The Strategy was adopted on 28.04.2017 through the Government Decision No. 259 following an extensive process of Strategy development and consultation which involved various government institutions, civil society organizations and development partners. UN Women contributed to this achievement via national consultants who provided expert support to the Ministry of Health, Labour and Social Protection.

In addition, *the Strategy on the prevention and combating violence against women and domestic violence (2018-2023) and its Action Plan for 2018-2020* has been developed taking gender-responsive budgeting perspective into account. The results of the *Study on Costing of Violence against Women* carried out in 2014 under the GRB Programme have been used as an important knowledge resource in the process of Strategy development (2016-2017) and contributed to increasing and better targeting of the public and

donors' contributions for its implementation. The Government allocated 2.3 million lei for the new hotline for 24-hour victims' assistance, while donors contribute to the implementation of 28 of 65 activities included in the above Strategy amounts to 8.5 million lei. Moreover, from the normative perspective, as a follow up of the Study on Costing of Violence against Women, the responsible ministries, under the leadership of the Ministry of Health, Labour and Social Protection, reviewed the sectoral guidelines for police, health and social workers in cases of domestic violence, to ensure provision of adequate services. The Strategy is based on the four-pillar approach of the Istanbul Convention and covers the areas of prevention, protection, punishment and integrated policies. UN Women as well as UNFPA contributed to the development of the Strategy and advocated for its adoption.

NORTH MACEDONIA

The Intervention is fully in line with legal, policy and institutional priorities and commitments at national and sub-national level of governance structures mandated for formulation, coordination and gradual implementation of the gender responsive budgeting and the pilot Programme, supported by UN Women, for introducing GRB into mainstream policies and budgetary processes. Below is chronological overview of the steps of gradual alignment of the GRB with the national and sub-national legal and institutional framework:

- Law on equal opportunities of women and men (2006), with major amendments, inclusion of two new articles related to the central and local level (2012), introducing new obligation for central government (art. 11) and local governments (art.14) to incorporate the principle

of equal opportunities of women and men in the strategic plans and budgets and follow the effects and impact of their programs; these two articles were the basis for the Government to develop the first Strategy on GRB (mentioned below in the chronological order)

- First gender analysis of a government program (Active labor market policies-self-employment program)
- Strategy for introducing of gender-responsive budgeting (2012-2017), adopted by the Government (2012)
- Budget instructions/circular which introduces gender provision (2013)
- Methodology for GRB adopted by the Government (2014), followed by a pilot phase when the line ministries develop first gender responsive budget statements
- Handbook on Gender Responsive Budgeting for civil servants (including gender sensitive analysis of different sector policies and budget holders, gender sensitive analysis of adequacy of budget allocations/public expenditures, tax policies and incentives and how they reflect on male and female tax payers, gender sensitive analysis of time use with implications on child care support, care giver status, paid parental leave, health prevention and age related issues, gender sensitive analysis in digital sector, etc.
- Budget circular which instructs all line ministries to mandatorily submit GRB statements (2017)
- E-learning modules for gender equality, placed on the electronic platform of Ministry for Information Society and Administration, become mandatory for public administration at all levels (GRB module) (2018)

3.To what extent was the design of the intervention and its results relevant to the needs and priorities of the beneficiaries?

Assessment Areas: Design/GEWE	
Indicators:	
<ul style="list-style-type: none"> • Programme design effectiveness • Respondent Perceptions • Level of achievement of objectives and outcomes • Results of any surveys/impact studies conducted on beneficiaries 	
Data Points:	
<ul style="list-style-type: none"> • Previous Evaluations • Programme Documents • Interviews 	

Sub-Questions:
(a) How were the results of the previous Programmes and evaluations taken into account in designing the intervention?
(b) How were the needs of the beneficiaries ascertained?

The Programme was designed to engage the institutions that have the power to directly affect the lives of women and girls. Those institutions were consulted during the design phase of the Programme and were part of the Programme management process, through representation on the Programme Project Advisory Board. Both government institutions, such as line ministries, and civil society organizations were part of Programme activities. For example, in Albania, civil society organizations that focus on entrepreneurship and education in STEM were given GEWE and watchdog training. In BiH, institutions/departments disbursing grants for sports, human rights, agriculture and rural development, women victims of war, and employment were part of the Programme activities. Organizations of women farmers and individual producers were empowered

and linked them to decision-makers on municipal budgets. In Moldova, representatives from all line ministries and the State Chancellery were engaged in workshops and experience-sharing activities to strengthen the acceptance of gender equality in policy and budget planning. In North Macedonia, local government units and locally focused civil society organizations were engaged in capacity building, coaching and implementation activities.

The Programme was able to rely on its partners and their knowledge of the end beneficiaries, as well as past Programmes and evaluations and UN Women’s extensive network in the region to ensure it was focused on activities that support the needs of women and girls. A specific survey of the end beneficiaries was not conducted to support Programme design.

4. To what extent were key national partners involved in the programme’s conceptualization and design process?

Assessment Areas: Design

Indicators:

- Programme design effectiveness
- Respondent Perceptions

Data Points:

- Interviews
- Programme document

Sub-Questions:

- How were the countries engaged in the development of the Programme concept and plan?
- Do the country representatives express a sense of ownership in the Programme?

The Programme team engaged institutional gender mechanisms in each target country in Programme planning and design as formal partners. Other institutions were involved in the design of specific Programme activities, such as the development of training modules.

Overall, key national partners expressed a sense of ownership in the Programme, although this varies across countries and institutions. In BiH, the Agency for Gender Equality and two Gender Centres were highly engaged and active in the Programme. However, the Ministry of Finance was not as strongly engaged in Programme planning and this has been identified as an area of consideration for a next phase. In Albania, the Ministry of Finance reported a strong sense of engagement and ownership in both the process and the outcomes of the Programme. It has assumed a leadership role in the conduct of the Programme at the national level of the government. In Moldova, the Ministry of Health, Labour and Social Protection was the strategic Programme partner and was active in the

Programme Project Advisory Board. It is noted that the Programme key successes are with those partners who were engaged at the outset in Programme design. In North Macedonia, the Ministry of Labour and Social Policy was the strategic Programme Partner and the highest country representatives, including the Prime Minister, the Minister of Agriculture and the Minister of Labour and Social Policy have expressed ownership and ensured accountability for the institutionalization of GRB. The Ministry of Finance was not as strongly engaged in the Programme planning and activities and this has been identified as an area of consideration for a next phase.

“We have been consulted since the inception of GRB in Albania and have embraced it without hesitation. It has been a continuous cooperation with UN Women how to implement it and mainstream GRB in all line ministries and local level”. [Ministry of Finance representative, Albania]

5. To what extent have gender and human rights principles and strategies been integrated into the programme design and implementation?

Assessment Areas: Design/Management/GEWE

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Direct correlation between Programme design elements and GEWE best practices

Data Points:

- Programme Reports
- Interviews

Sub-Questions:

(a) What specific GEWE principles were included in program design, implementation and measurement?

Overall, the Programme has integrated GEWE principles relying on normative instruments promoting international and national commitments on gender equality.

In its implementation in Bosnia and Herzegovina, it additionally targeted specific human rights issues and empowerment of multiple marginalised women (e.g. providing gender analysis of the grant programmes of the Ministry of Human Rights and Refugees, capacity building of the Ministry of Agriculture, Forestry and Water Management, local governments and agricultural cooperatives – rural women), capacity building of municipality of Bratunac and association of women victims of war and introducing the gender sensitive budget line for the association of women victims and implementation of their local action plan.

There is a potential in other beneficiaries as well, e.g. Ministry of Civil Affairs in Bosnia and Herzegovina, Department of Sports – which has made initial steps

to make the 2019 grant programme gender sensitive and require their grant recipients to keep and report gender sensitive statistics. There is a potential to tackle the empowerment of women with disabilities in sports as well.

In Albania, more than 33 engendered programs with KPI and budgetary allocations in 9 line ministries are good evidence of this, as are the participatory budget processes initiated at both the central and local level.

In Moldova, the Programme reinforced these principles by supporting the introduction of gender analysis into the Multidimensional Poverty Index.

In North Macedonia, the principle related to increasing family labour market participation was a key focus of the Programme component “Measuring GEWE in Agriculture with survey-based and experimental economics methods” seeking to increase the formal (rather than informal) engagement of women farmers.

6. To what extent does UN Women possess the comparative advantage in the programme’s area of work in comparison with other UN entities and key partners in the Western Balkans?

Assessment Areas: Design/Management

Indicators:

- Programme design effectiveness
- Respondent Perceptions

Data Points:

- Interviews
- Other evaluations

Sub-Questions:

(a) What were the key skills/benefits that UN Women provided to the Programme partners and activities?

UN Women is perceived by partners and stakeholders to have a comparative advantage in the field of GRB as follows:

- Ability to bring governments to the table and to work inside government institutions
- Demonstrated long-term commitment in the region and inside the target countries perceived by both the institutional and the civil society organizations
- Recognized technical expertise on GEWE and specifically in GRB
- Regional presence broadens pool of expertise
- Has understanding and experience with specific issues relevant to marginalized groups of women and girls (victims of conflict, SGBV, rural women, women with disabilities, etc.)
- Ability to bring global expertise to the region
- Considered neutral and generally trusted by donors

However, this comparative advantage is not absolute. There are other organizations introducing GRB into the region and into the target countries. Concerns about UN Women’s approach were raised, including the perception that UN Women prefers to retain the expertise in-house rather than transfer it more broadly in the country, and concerns about lack of financial and reporting clarity. Some suggestion was made that, while UN Women are a good place to start a GRB-focused approach, the follow-up could be done by other institutions that might be lower cost options. It was also noted that further linkages with other UN agency Programmes in the countries, such as with UNDP on governance Programmes, would strengthen the reputation and impact of UN Women on this topic.

7. To what extent has the GRB regional Programme been aligned to other strategies and policies on gender mainstreaming in the target countries, in particular on budgeting at the central and local levels?

Assessment Areas: Design/GEWE	Sub-Questions:
<p>Indicators:</p> <ul style="list-style-type: none"> • Programme design effectiveness • Respondent Perceptions • Demonstrable correlation to national policies • # of activities directly tied to national/ subnational budgeting policy in target country • Continued involvement of government actors in Programme activities 	<p>(a) How was the Programme aligned to government budgeting policy?</p> <p>(b) If not aligned, what was the strategy to ensure GRB was introduced?</p>
<p>Data Points:</p> <ul style="list-style-type: none"> • Programme Documents • Interviews 	

BOSNIA AND HERZEGOVINA

Most objectives, outcomes and outputs of the regional Programme were relevant for BiH. Unfortunately, some of the regional components, including work with civil society organizations, were not involved in the BiH country Programme due to limitations in funding. The Programme supported implementation of the Gender Equality Law and Gender Action Plan of BiH 2013-2017 (Official Gazette of BiH, no.98/13) as well as the new Plan for the period 2018-2022, where GRB is one of the key measures crosscutting all programmes of the plan. Although programme budgeting has not been

fully introduced yet, efforts were made to harmonise existing budget legislation with the gender equality law. There is an overall legal framework related to budget system that is inclusive of gender equality principles, including the strategic plan for introducing gender responsive budgeting in FBiH 2013-2015 and Decision of the Government of FBiH V no 547/2016, (“Official Gazette of F BiH”, no: 19/16), Decision of the Ministry of Finance and Treasury of BiH on application of the Gender Equality Law of Bosnia and Herzegovina, Dec 6th 2013; all Ministry of Finance budgetary instructions give guidelines for GRB approach in preparation of institutional budgets.

All 3 MFs recognised relevance of the Programme and alignments with the current trends in programme and gender responsive budgeting. They are committed to take even stronger role in potential next phase of the Programme, particularly as the EU IPA Programme on programme budgeting will be tendered and awarded in 2019 and systemic efforts will start to finally introduce programme budgeting in the country. Their estimation is that in the period of next 3-5 years BiH will have fully adopted and functional programme budgeting. Therefore it is of high importance to provide functional position for the MFs in this Programme as well and link GRB with overall programme budgeting processes.

ALBANIA

The Programme was well timed and aligned with the Public Finance Reform which has introduced programme based budgeting in Albania, called the Public Finance Management (PFM) Strategy in Albania (2015-2020). Gender equality is a core principle of the Law on Organic Budget in 2016 and the Law on Local Government Finances 2016 and both laws require GRB in annual and mid-term budgetary processes at central and local level.

MOLDOVA

In Moldova, GRB has been embedded for the second time into the NSGE for 2017-2021, as one of ten priority areas. The Strategy indicates that the focus will be on: 1) developing, piloting and institutionalizing GRB tools (gender sensitive indicators, expenditure strategies and concepts), 2) building capacity of relevant central and local government staff on gender equality and 3) support for development of gender sensitive sectorial action plans of the respective ministries.

The Ministry of Health, Labour and Social Protection lead the NSGE drafting process in 2016-2017. The Strategy was adopted on 28.04.2017 through the Government Decision No. 259 following extensive process of Strategy development and consultation which involved various government institutions, civil society organizations and development partners. UN Women contributed to this achievement via national consultants who provided expert support to the Ministry of Health, Labour and Social Protection.

From a normative perspective, responsible ministries, under the leadership of the Ministry of Health, Labour and Social Protection (MHLSP), reviewed the sectorial guidelines for police, health and social workers in cases of domestic violence, to ensure provision of adequate services. The Strategy is based on the four-pillar approach of the Istanbul Convention and covers the areas of prevention, protection, punishment and integrated policies.

1st National Strategy on Preventing and Combating Violence against Women and Domestic Violence for 2018- 2023

Additionally, In Moldova, Strategy on prevention and combating violence against women and domestic violence (2018-2023) and its Action Plan for 2018-2020 has been developed and budget allocation in the amount of 2.3 million lei was secured from state funds for a new hot line for 24-hour victim assistance.

From a normative perspective, responsible ministries, under the leadership of the Ministry of Health, Labour and Social Protection (MHLSP), reviewed the sectorial guidelines for police, health and social workers in cases of domestic violence, to ensure provision of adequate services. The Strategy is based on the four-pillar approach of the Istanbul Convention and covers the areas of prevention, protection, punishment and integrated policies.

1st National Action on the Implementation of Security Council Resolution 1325 on Women, Peace and Security

On March 21, 2018, the government of the Republic of Moldova approved the National Programme to implement the UN Security Council Resolution 1325 on Women, Peace and Security for 2018-2021 and the National Action Plan regarding the implementation of the programme, organized also by UN Women in Moldova with the financial support of the Government of Sweden.

The Action Plan recognizes the key role women play in building peace and ensuring security, and proposes concrete actions to address barriers identified which reduce the representation and influence of women in the security sector. UN Women looks forward to continuing the partnership with the key government institutions, Ministry of Defense, Ministry of Interior, Bureau for Reintegration, and others as well as civil society organizations to ensure implementation of the Plan.

The National Employment Strategy for 2017-2021

The actions are focused on achieving the four objectives of the National Employment Strategy: creating formal, non-discriminatory and productive employment opportunities, developing human capital for increased employment opportunities, better labour market governance, capitalizing on the potential of migration for sustainable development.

Public Financial Management Strategy 2013-2020

UN Women together with the Ministry of Finance working on adopting principles of gender equality in the public finance management system, commitments

under the Public Financial Management Strategy 2013-2020 and other sectorial and cross-cutting strategies, aiming at improving gender equality of public budgeting, revenues and expenditures.

NORTH MACEDONIA

The GRB regional Programme, based on the original UN Women strategic goals and GEWE principles, is aligned to other strategies aimed at more efficient and well-structured fiscal policies and sound public finance management systems. The critical alignment has been with the national legal and regulatory framework mainstreamed with the GEWE and GRB requirements, in particular, in correlation with the Law on equal opportunities of women and men (2012), budget circulars introducing gender provisions, methodology for GRB adopted by the Government (2014), followed by a pilot phase when the line ministries develop first gender responsive budget statements, gender analysis of seven government programs (Active labor market policies-self-employment program, preventive health programs, support to the entrepreneurs, etc.), Strategy for introducing of gender-responsive budgeting (2012-2017), adopted by the Government (2012), budget circulars introducing gender provisions (2013), Handbook on Gender Responsive Budgeting for civil servants (including gender sensitive analysis of different sector policies and budget holders, gender sensitive analysis of adequacy of budget allocations/

public expenditures, tax policies and incentives and how they reflect on male and female tax payers, gender sensitive analysis of time use with implications on child care support, care giver status, paid parental leave, health prevention and age related issues, gender sensitive analysis in digital sector, etc.

Additional link of the GRB Programme with the government budgeting policy has been established with adoption of a revised Budget circular which instructs all line ministries to mandatorily submit GRB statements (2017).

Furthermore, E-learning modules on gender equality, placed on the electronic platform of the Ministry for Information Society and Administration, became mandatory for public administration at all levels (GRB module) (2018). The Programme of massive training of civil servants, an E-learning course on GE, through an electronic platform for learning – LMS (Learning Management System), was developed by the MoLSP, as the main gender mechanism in the country, with UN Women support. This E-learning module is an extremely relevant contribution to the alignment of the GRB regional Programme to other strategies and policies on gender mainstreaming in various sectors of public service both at central and local level. At the moment, there are 204 institutions including local government units registered at the LMS, with total number of 9976 users.

Effectiveness

8. To what extent have the expected results of the programme been achieved on both outcome and output levels?

Assessment Areas: Design/Achievement

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Level of achievement of objectives and outcomes
- # of targets met
- # of direct benefits tied to Programme activities

Data Points:

- Programme Documents
- Interviews

Sub-Questions:

- (a) Did the Programme meet the indicators for each output and outcome?
- (b) Do the Programme partners express that the Programme achieved the expected results?

Overall, the Programme has done well in achieving the expected outputs and Programme partners have expressed a high degree of satisfaction with the results achieved. In terms of the longer-term outcomes and the impact of the Programme, while it cannot be said that they have been fully achieved across the region, the Programme has created a strong regional foundation for future success.

It should be noted that it is difficult to isolate the impacts of this phase of the Programme and evaluate them entirely separately from the work done in the previous phases. However, it is possible to call out specific gains in a number of key areas.

BOSNIA AND HERZEGOVINA

All interviewed stakeholders express the Programme has achieved all expected results within the Outcome 1. Implementing partners are aware the Programme has invested limited efforts in the Outcome 2 due to reduced overall funding for BiH. They agree it was a bad timing for the actions related to parliamentarians, therefore the activities were not effective as expected and funding was reallocated to other activities.

Outcome 1

One of the key effects of this phase is that the Ministries of Finance were more systemically involved in the GRB programme, became aware of the process and got motivated to further support it in future. The activities focused on the line ministries and the local level were implemented as planned and mostly delivered expected results. Comparing against the outcome indicators, the situation varies across the beneficiary ministries.

On BiH level, two Ministries were provided training and technical assistance in GRB by a consulting company Innova Management Consulting (Innova). The Ministry of Civil Affairs welcomed the recommendations based on the gender analysis of its grant programmes and the budget, and started to harmonise their records and provide gender disaggregated data on grantees and Programmes. Learnings will serve for defining the criteria for the 2019 grant cycle, including a gender responsive allocation of funds. The Ministry of Human Rights and Refugees welcomed some of the recommendations, but there is some outstanding tension between the Ministry proper and the Gender Equality Alliance about responsibility for implementing the recommendations.

Consequently, on the national level, one Ministry has high potential to meet the indicator of allocating budgets for GEWE in this phase of the Programme.

At the entity level, the Ministries of Tourism and Environment in Federation of Bosnia and Herzegovina and the Ministry of Agriculture, Forestry and Water-management of RS have gone one step further, integrating gender responsive programming, planning, budget planning and distribution of grants. While the approach to the Ministry of Tourism and Environment was similar as on the BiH level, the initiative in Republika Srpska included GRB trainings for the Ministry, their regional advisors for agriculture, municipal officials and associations and cooperatives of women farmers. Gender responsive allocation of funding on RS level for agriculture continued as a result of earlier Programme phases. This 3rd phase of GRB Programme resulted in allocation of funding for rural women in 9 of 11 municipalities involved in GRB training. The Municipality of Bratunac got involved in the Programme through a grant to local CSOs and included two gender responsive budget lines for the women victims of war-related violence.

Overall, in BiH the Programme directly caused or contributed to a total of 12 institutions allocating the funds (2 Ministries, 10 local governments, while 1 Ministry has a high potential of doing it in 2019 through adapted gender responsive criteria for grant making in sports).

Development of e-learning module on GRB was few months late and awaiting final feedback from the Ministries of Finance. It is expected to be launched in April 2019.

Outcome 2

Although funding was not allocated explicitly to Outcome 2, due to decrease of available funds for the Programme in BiH as the Swiss Government stepped out from this Programme component, some achievements can be linked to it.

A subgrant was provided by the Gender centre of RS to 2 CSOs in Municipality of Bratunac to support empowerment of women victims of war and municipal GRB related to this vulnerable group. It involved GRB trainings, policy advocacy, citizens' participation and dialogue with municipal officials and members of the local council in the budget drafting process). The effects of this subgrant can clearly be linked to the 2nd outcome.

Additionally, in cooperation with CARE International, one training on GRB was organised for public officials, gender advocates and Roma CSOs in Tuzla Canton. There was no follow-up with CARE on possible effects of this event.

The Ministry of Agriculture of RS shared a vivid dialogue between women farmers, their associations and cooperatives and local governments on budget planning, which most likely resulted in allocation of municipal funding.

The component focused on parliamentarians (planned on BiH and FBiH levels only), has been just partly implemented through thematic meetings with relevant parliamentary commissions and delivery of a manual for GRB for parliamentarians. However, 2018 was an election year in BiH and a turbulent political year in FBiH and there was limited ability to work with elected officials. This part of the grant was reallocated by the UN Women to other activities.

ALBANIA

Overall it is assessed that the intervention has been effective to achieve to a large extent the expected results particularly at output level (1.1, 1.2, 2.1) and outcome level (Outcome 1, Outcome 2), and the interviewed partners expressed high level of satisfaction of achieved results particularly MOFE, MHTSP and CSOs.

Outcome 1

The most outstanding results are achieved in Outcome 1: *9 out of 11 line ministries* and one independent institution (Commissioner for Protection against Discrimination) have engendered 28 programs in MTBP 2018-2020, where GRB makes up 6.3% of the total budget. Engendered programs constitute almost 36% of total programs (84). This is a significant increase compared to MTBP 2015-2017 where 9 programs were engendered by two ministries and GRB constituted only 1% of the budget.

Five municipalities have been supported to use GRB as a gender mainstreaming tool in local government policies and budgets through participatory budget processes by building synergies with SDC program "Leave No One Behind".

Output 1.1

GRB legal framework is consolidated and Albania is the fourth country in Europe and the first non-EU member to embed gender equality into the key budget law.

Gender equality is a core principle of the Organic Budget Law (2016) which "...refers to the state of men and women having equal opportunities and equal access to the same rights and benefits". Two 2016 and 2018 Standard Budget Preparation Instructions (SBPI) have included GRB as mandatory requirement in the

Budget Programming and Implementation phases¹⁰ along with Explanatory Notes on GRB in MTBP and Participatory Budgeting Processes (Annex 5 and Annex 6).

The new law on Local Finances in 2017 has made gender equality mandatory for all local governments in the programming, monitoring and evaluation processes. The 2018 Standard Budget Preparation Instruction (SBPI local level) on local level has included GRB as mandatory requirement in the Budget Programming and Implementation phases, for local Government¹¹ along with Explanatory Note

In order to enable implementation of the legal framework on GRB at central and local level, capacity building is provided to eligible staff (GEE and budget staff). 270 officials (150 officials from line ministries and 120 officials from local governments) were trained on applying GRB in MTBP.

GRB process was supported by INSTAT "Women and Men" publication which provides gender disaggregated data for gender gap analysis to support the budgetary process. The publication includes extensive list of gender indicators in line with the SDGs and NSDIII 2015-2020.

GRB training module was updated and included as a certified mandatory training module in ASPA curricula for civil servants' training.

Output 1.2.

While the line ministries and local governments have started to conduct participatory and public consultation processes on their respective budgets, the quality, transparency and advance notification on the process needs to be improved.

The MoFE has undertaken steps with the support of the Programme to institutionalize GRB monitoring. AFMIS is a new system that is introduced by MoFE to ensure internal monitoring of the budget expenditures and include GRB as part of the Annual Report on the Budget Monitoring.

¹⁰ (i) At least one policy objective should be Gender Based and have distinct KPIs that measure gender related outcomes; Where possible, (ii) Budget Institutions (BI) should program and cost Gender Based outputs; (iii) Each BI should keep gender based, disaggregated data, during the preparation of MTBP requests and in the monitoring and evaluation of the annual budget.

¹¹ (i) At least one policy objective should be Gender Based and have distinct KPIs that measure gender related outcomes; (ii) Where possible, Budget Institutions (BI) should program and cost Gender Based outputs; (iii) Each BI should keep gender based, disaggregated data, during the preparation of MTBP requests and in the monitoring and evaluation of the annual budget.

Outcome 2

The progress is more notable in the role of CSOs to hold government accountable on budgetary allocations on GEWE.

Work with parliament focused mainly in awareness raising and generating support for GRB through info sessions and alliance building for a more active role of the parliament in the future in scrutinizing the policies, programs and budgets through gender lenses.

Output 2.1

The Programme built the capacities of 20 CSOs to hold government at central and local level accountable on budget allocations to GEWE. Five of them volunteered to prepare 5 watch dog reports in areas of their interest: i) desk research on women in science, (ii) women and men in the labour market, (iii) functioning of domestic violence referral mechanism in the municipality of Durres, (iv) economic empowerment of rural women, (v) child care and secondary education.

Output 2.2

The Programme advocated with MPs on importance of GRB in the public budgeting process. Information sessions were organized with MPS in the Parliamentary Sub-commission of Gender Equality to undertake a more effective oversight role on proposed laws, budgets and programmes and policies and how to conduct a gender analysis of budgets that helped the Parliamentary Commissions in the discussions on the annual budget. Head of the Parliamentary Sub-commission of Gender Equality held the first-time speech looking at the budget with gender lenses.

Output 2.3.

National and Regional associations and expert groups/institutions exchange experience and replicate good practices on GRB.

The Programme supported exchange experience across the beneficiary countries. The GRB training modules for CSOs developed in North Macedonia was replicated and adjusted to the Albanian context. An exchange experience of the Albanian CSOs in North Macedonia which were engaged in preparing the watchdog reports was highly valued by the Albanian CSOs in terms of guidance to improve their reports, knowledge sharing and expertise.

GRB expertise developed at ministry level (MoFE) was shared in other countries (North Macedonia), Moldova and Ukraine.

MOLDOVA

The Governmental reform in 2017 led to delays in the implementation of many initiatives. Moldova's experience on mainstreaming GRB in the academic curriculum and budgetary processes at local and central levels has been the most appropriate outcome fitting the **Output 2.3 National and Regional associations and expert groups/institutions exchange experience and replicate good practices on GRB.**

Besides, the elaboration of two key documents at national level with the embedding of the GRB - the National Strategy on Gender Equality (NSGE) for 2017-2021 as one of ten priority areas, and Moldovan Strategy on prevention and combating violence against women and domestic violence (2018-2023) can be considered as outcome for the **Output 1.1 Public officials in national and local governments take initiatives to apply GRB in public finance management due to increased capacities.**

Output 1.2.

National and local governments prioritize budgetary allocations for GE through participatory processes and make monitoring reports of policies and budgets available to citizens.

Due to limited capacities of Ministries of Finance, as well as lack of capacities by the gender mechanisms, support to Ministries of Finance to enhance their capacities for GRB monitoring and reporting. Budget Management Information System (BMIS) at the state and both entity levels was up-graded with inclusion of a specific GRB module. It is noted that the BMIS implies mandatory inclusion of specific gender indicators in the programmes of all line ministries before their submission to the MoF. This amendment was followed by changes in the budget circular and instructions, issued by the MoF to support the implement BMIS. In practice, it is identified that there is a lack of implementation or it is not at a satisfactory level. Some steps have been initiated towards including GRB in the budget instructions (especially in RS).

Output 2.1:

Gender advocates monitor and report on government's commitments on GEWE.

2.1.1 Support building capacity, coaching and training activities for parliamentary committees, women caucuses in the Parliaments on reviewing the budget wit gender lenses.

In June-November 2017, 86 women mayors at their first mandate (about 47% of total women mayors) enhanced their skills on gender equality, women's leadership and gender responsive local governance

with a focus on gender responsive budgeting. The findings of the pre- and post- training surveys reveal that the level of knowledge of participants in the studied subjects increased with 34.55%. UN Women directly contributed to this result as this capacity building program was supported by UN Women under the joint UN “Women in Politics” programme, financed by the Government of Sweden. The GRB Guide for Local Public Administration (draft), and the GRB Manual, developed under the Regional GRB Programme in Moldova, have been used at the training sessions.

Respondent Perceptions:

- Moldova has only progressed on two components: GRB inclusion in academia, the institutionalization of curricula and modules in the ASEM and APA platforms; and capacity building of civil society representatives in monitoring the planning and use of public finances by CPA and LPA.
- A major gap is the lack of sectorial studies that could highlight the problems and shortcomings in each area. Then, it is necessary to include initial and ongoing training of civil servants at different levels (central and local). The lack of gender-sensitive objectives and indicators in sectoral budget programs is also a challenge.

NORTH MACEDONIA

Based on the information gathered, the expected results of the program have been fully achieved at both outcome and output levels.

There is reasonable likelihood that in North Macedonia Outcome 1 will be fully achieved in a considerable timeframe. Namely, the reform of the public finance management system has been announced and the draft legislation on the new organic Budget, with integrated gender responsive fiscal commitments, is still under review. There is expectation that the draft will endorse the transition towards performance based budgeting as a more efficient budget model based on results, which inter alia, offers many opportunities for integrating GRB. The legislation is expected to be presented to the Parliament until the end of this year. Synergies with other structural policies are very important to consider since gender responsive policies are integral part of broader structural reforms, like the labor market reform, reforms in the pension system and care industry reforms, rural/agriculture reform, and others where gender gaps persist.

Outcome 2 refers to the oversight functions of two different categories of stakeholders, the MPs and the CSO, who should ensure the transparency and

accountability in the GRB allocations. The invigorated interest of the MPs, particularly the female MPs and their Parliamentary Club, warrants accelerated achievement of the Outcome 2.

The intervention performs really well at the output level. The output indicators show the following progress:

Indicator 1.1.1:

of amendments, and/or new GRB criteria/elements adopted in the legal and operational framework by the Government/Ministry of Finance – **on track**, due to:

In North Macedonia – three amendments/policies

- The budget instructions (circular) issued by MoF, amended and gender provision introduced, requiring central budget users (line ministries/ state institutions) to develop and submit gender budget statements;
- The General Secretariat of the Government improved the strategic planning process through mainstreaming gender within the Strategic Planning Methodology. The methodology requires line ministries to conduct a gender assessment of policy measures and their impact on gender equality when preparing their triennial strategic plans and budgets;
- GRB introduced as one of the strategic priority areas under the NAP on Gender Equality (2018-2020).

Indicator 1.1.2:

of GRB interventions introduced by local self-government units to apply GRB in public finance management.

- **Over-achieved**, due to:
- 19 municipalities engendered 88 local programs by introducing gender specific measures and allocating budgets for their implementation
- **Indicator 1.1.3.** # of public officials at central and local level that complete tailored training on GRPB; **On track**, due to:
- Over 80 representatives from 17 line ministries/ state institutions;
- +250 local administration representatives and councillors from 21 local self-government units

Indicator 1.2.1:

of monitoring reports produced by central and local governments on budget allocations for GE. - **On track**

- 9 line ministries monitored the implementation and the impact of the sectoral programmes for which gender budget statements were submitted to MoF and produced reports which are publicly available. Other line ministries continue to follow

and monitor progress of their programmes and impact of gender specific measures. Cumulative number of central budget users that submitted GRB statements for sectoral programmes is 17 (14 line ministries and 3 state institutions)

Indicator 1.2.2:

of government institutions (ministries and municipalities) that implement participatory planning and budgeting to address identified needs and priorities of women and men – On track

- 27 gender budget watchdog reports developed by CSOs focusing on local sectoral programs and budgets

Indicator 2.1.1

of monitoring reports produced by gender advocates at the central and local levels to monitor government's commitments on GEWE. **On track**

- 27 gender budget watch dog reports developed by CSOs focusing on local sectoral programs and budgets

Indicator 2.2.1:

of gender issues raised by MPs on government's expenditures in specific sectors GEWE **On track**

- 3 initiatives taken by MPs¹² under leadership of Club of Women MPs and 3 strategic planning sessions organized by Club of Women MPs.

Indicator 2.3.1:

of new good practices replicated by stakeholders (Programme implementing partners and National institutions) in the Programme countries as result of regional exchange. **On track**

- The model of gender responsive participatory processes of Albania taken as an example;
- The Albanian model of gender mainstreaming in the PFM reform presented to North Macedonian MoF and MLSP officials

¹² Public hearing on the implementation of the National Strategy on Gender Equality; one public hearing on the NAP for implementation of Istanbul Convention; one public hearing on the Law on Labour relations (organized by the Parliamentary Commission on Equal Opportunities)

Indicator 2.3.2:

Number of national/regional associations and experts /institutions who exchange their experiences on GRB with others. **Fully achieved**

- ZELS online platform features a regional blog for sharing best practices, noteworthy events and knowledge on GRB across the region;
- NALAS E-learning module on GM and GRB extends learning about GRB practical application in SEE;
- CEF specialized training of PFM and gender provided an opportunity for wide regional exchange of learning and skills development for finance practitioners and experts from countries in SEE.

The local component has been implemented in 21 municipalities. The program has in this respect exceeded the output indicators in terms of number of municipalities covered, number of mentorship visits held, number of local programs in which gender perspective has been included and the budgets allocated for gender equality policy measures. The Programme partners on local level are very much satisfied with the mentoring program. They especially value the support they got in terms of developing gender equality policy, programs and budgets. However, one might consider extending the program for beneficiaries to adopts skills for costing, and assessing benefits as well as effectiveness of programs on gender relations on local level. The program has especially strengthened the position of the coordinator for equal opportunities in the municipal administration hierarchy and increased their role in the overall operation of the municipal administration. To this end the Programme design was very effective as the mentoring program approach was flexible and was adapted to the needs of each municipality and responded to the final beneficiary perceptions.

The Association of local self-governments – ZELS received the necessary mentoring support for development of the strategy for gender equality. The program has enhanced the role of ZELS as an actor that can lobby policy change. The association was effective in persuading the Ministry of Finance to change the budget circular for local level budgeting process to include a specific, separate line for gender equality. This facilitated the gender budgeting efforts in the municipalities where the program was implemented on local level to be visible in the budget document.

9. What are the reasons for the achievement or non-achievement of the programme results? Has programme achieved any unforeseen results, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How were they overcome?

Assessment Areas: Achievement

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Level of achievement of objectives and outcomes
- # of people directly/indirectly affected
- # of policies/ programs/ government actions introduced that include GRB
- # of policies/ programs/ government actions changed to include GRB

Data Points:

- Interviews
- Programme reports

Sub-Questions:

- (a) How many people were directly/indirectly affected?
- (b) What number of programs/policies/government actions were introduced or changed to include GRB as a result of the program?

Overall, the Programme has achieved the anticipated outputs. Key elements noted across all four target countries that contributed to the Programme successes include:

- Identifying key ministries as the target partner and beneficiary and involving them in planning and implementation ensured that GRB practices were systematized and therefore sustainable
- The approach to capacity building that combined training and coaching (on the job technical assistance and support) ensured that best practices in budgeting were imbued with GEWE principles and individuals were supported and empowered
- Combining support for the previously involved institutions to ensure ownership and sustainability while extending the reach of the Programme to new line ministries and civil society organizations
- Staff stability in the key partners (e.g. The Ministry of Finance in Albania) and in the Programme coordinator for UN Women was viewed as a strength, ensuring credibility for the goals of GRB
- Support for statistics gathering and the key statistics organizations in Albania and BIH was a strength of this phase, ensuring that baseline data can be gathered to measure the impact at the end of budget cycles
- The regional approach to knowledge sharing and capacity building was a high point of the Programme, both in the government institutions

and for the civil society organizations and has created a network of expertise and sharing on GRB

- Engaging the right local groups to ensure that knowledge was disseminated and that more municipalities were engaged than could have been without that partnership (e.g. Engagement with the ZELS in North Macedonia)

The Programme faced challenges and both internal and external barriers to success, including:

- The political climate in all four target countries was in flux at some point during the life of the Programme. This distracted the relevant individuals in the Ministries, resulted in organizational and staffing changes in key positions. In addition, it meant that the goal of influencing through elected officials was difficult to achieve.
- Staffing changes inside UN Women were also noted as a concern in some countries. In BiH, there were two Programme coordinators over the two-year period, resulting in extra effort for the overall program coordinator to ensure continuity and institutional memory.
- Both of the above challenges resulted in a lack of institutional memory about the Programme and a lack of ongoing technical expertise, requiring a fresh start on multiple occasions. It also resulted in an overall lack of in-country expertise.

- A lack of clarity at the government and institutional levels about roles and responsibilities is an external barrier that could be addressed in future Programme planning. Frequently, the responsibility for gender responsiveness is not placed in the same hands as the responsibility for budgeting. Alternately, expectations with respect to which entity will implement recommendations (rather than simply receiving recommendations) was also a challenge. This issue is particularly challenging with respect to convincing leaders to adopt, model and champion GRB.
- A lack of system-wide platforms – budgeting, e-learning, etc. – is also an external barrier to success in some of the activities of the Programme.
- The overall dependence on external technical advice from UN Women, rather than an increase in in-country expertise was seen as a barrier to sustainability.
- The long-term benefits/the impact of the GRB Programme is not yet visible. This creates an additional pressure on individuals working to promote GRB inside their organizations, as they have limited data or ‘stories’ of success to share with leaders.

10. How effective have the selected strategies and approaches been in achieving programme results?

Assessment Areas: Design/Achievement

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Level of achievement of objectives and outcomes

Data Points:

- Programme Reports
- Interviews

Sub-Questions:

- (a) Are there measurable causal links between the desired results and the activities?
- (b) Did the activities completed lead to the results, as anticipated in the theory of change?
- (c) What alternatives were considered?

A number of the strategies and approaches used by the Programme were highly successful in achieving the desired results, including:

- ⊙ Capacity building for civil servants
 - ⊙ Combined workshops/training and on the job coaching
 - ⊙ Networking and workshops across the region using success stories from the target countries
- ⊙ Institutional support for the regulatory framework
 - ⊙ Targeting the right ministries to ensure government engagement and ability to act
 - ⊙ Working with coalitions of local municipalities
- ⊙ Capacity building and support for civil society organizations
 - ⊙ Watchdog training combined training and coaching
 - ⊙ Regional network of CSO’s created

Approaches that were less successful included:

- Using the government employee training schools – while aligned to the theory of change, these efforts have not yet been realized sufficiently, either because programs have not been launched or the schools have limited capacity or engagement
- Empowering MP’s to advocate for GRB – this approach was also well-aligned to the theory of change but was not feasible given the political instability in the target countries in the Programme period
- Seeking to make policy changes in government institutions that were not yet ready
- Failing to engage early and effectively with Ministries of Finance in BiH and North Macedonia was a missed opportunity

11. How well did the intervention succeed in involving and building the capacities of rights-holders (specifically women), duty-bearers (governments, institutions, CSOs), as well as the programme partners?

Assessment Areas: Design/Achievement/GEWE

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Level of achievement of objectives and outcomes
- # of activities that directly involved Programme beneficiaries

Data Points:

- Programme Reports
- Interviews

Sub-Questions:

- (a) How do the Programme partners and the beneficiaries (rights holders, duty bearers) respond to this question?
- (b) How many and what type of activities directly involved Programme beneficiaries?

The ultimate enhancement of rights-holders in this Programme is not yet known. Given the nature of GRB and budget cycles, it will take a full budget cycle in order to fully understand how the activities conducted under the Programme have resulted in gender-responsive programming and funding across the target countries. Unfortunately, the Programme does not seem to have accounted for a specific means of capturing this information in the long-term. Rather, it would appear to be left to the relevant Ministries/local governments to determine how they will capture the impacts.

There is more defined data on the engagement and enhanced capacity of the duty-bearers, who, of course, were the direct beneficiaries of the Programme activities.

BOSNIA AND HERZEGOVINA

The intervention involved 3 institutional gender mechanisms, 3 MFs at different administrative levels 4 line-ministries and 12 local governments. 2 CSOs were directly supported by Programme funding, while 9 more Roma CSOs and 3 local institutions were provided GRB training in cooperation with CARE International. Three civil service agencies were engaged to host the developed on-line GRB training module for civil servants. The Programme succeeded in reaching out to all relevant institutions in line with the institutional Programme proposals and overall country Programme. The Programme was managed on various levels and by several subgrantees and synthesis of the statistics across the institutions seems to be challenging and the same data were not provided everywhere.

Data on Programme beneficiaries are not systematised, but rather scattered in each institution or consulting company that was in charge of the activity. It is estimated

the Programme involved around 120 people in capacity building and training activities, mostly women.

Some of the available data at this point show:

- Ministry of Civil Affairs of BiH: 8 persons trained in GRB and provided technical assistance (5 women, 3 men)
- GRB training for Roma associations with CARE International 14 (12 women, 2 men)
- Ministry of Agriculture, Forestry and Water Management of RS (1st training: ? missing data, 2nd Training: 62 participants, 3rd training: 28 participants), most participants most likely overlap as they were involved in three different training modules.
- Other types of promotional events, round table discussions, exhibitions involved about 155 public officials, civil society representatives and producers from rural areas of RS (133 women, 22 men) while promotional activities directly reached more than 600 people and indirectly broader public through the media.
- CSOs in Bratunac (Priroda and Maja Kravica): 14 trained (involving mayor, head of department of economy, head of department of finances, head of section for budget, advisor for agriculture, officer for cooperation with CSOs, Social Work Centre director, municipal gender commission member, 6 CSO representatives; total 11 women, 3 men), 25 councillors informed (4 women, 21 men), 20 women victims of war trained in action planning and informed on gender responsive policies and budgeting.

Overall the Programme had numerous media reports on its specific outputs.

ALBANIA

The Programme succeeded in reaching out and building GRB capacities of duty bearers most of them women officials in MoFE, MHSP, line ministries and municipalities). In total 270 (150+120) government officials were trained, along with representatives from 20 CSOs. All interviewees appreciated the capacity building and on-job training and mentoring (CSOs) provided by UNW.

The involvement of right holders (men and women) in budget participatory processes at local level was ensured through synergies with other Programmes e.g. (SDC Leave No One Behind). There are no figures on number of women and men involved.

MOLDOVA

The Programme struggled to have meaningful impact inside the government institutions as a result of significant staff turnover and an overall lack of readiness inside the ministries for the concepts of GRB. However, outreach and capacity building did reach a large number of individuals and organizations outside the national government.

- 30 representatives of 20 CSOs trained on GRB;
- Over 50 local authorities from 20 districts of Moldova capacitated to apply GRB in the context of the performance-based budgeting reform.
- Twenty CSOs, of which 12 from Chisinau and 8 from rayons/localities, have been capacitated to serve as budget watchdogs at the local level;
- 10 Gender Equality Trainers trained using as a basis the draft Gender Equality Course for Public Servants;
- 86 women mayors had skills training on GEWE and GRB

NORTH MACEDONIA

The program has ensured building capacities of coordinators for equal opportunities at both central government level and in each municipality included in the program.

The local level program contributed to the building awareness and transferring the knowledge on basic gender concepts, on GRB concepts and tools and gender mainstreaming policies and budgets. In addition, specific municipalities that are more advanced in GRB had their capacity enhanced in terms of gender statistics and policy development on gender equality. All gender equality coordinators went through a training the trainers (TOT) program for gender responsive budgeting and some of them within the life of the Programme delivered went through a TOT program for gender responsive budgeting and some of them within the life of the Programme delivered trainings on GRB not just for their colleagues in their municipality but to other neighboring municipalities (i.e. Delchevo built capacity of Berovo and Pehcevo).

The Programme built capacity of 13 CSOs to use GRB tools for producing gender budget watchdog reports and hold government accountable on local level on how it distributes public finances to satisfy the needs of citizens. The program resulted with 15 gender budget watchdog reports in 2016 and another 15 in 2018. The number of reports exceeded the planned ones by 1/3 and have within the timeframe of the Programme the recommendations were translated into policies for which implementation sufficient budget was allocated.

12. To what extent did the programme use innovative approaches to the implementation of GRB?

Assessment Areas: Design/Achievement/GEWE

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Level of achievement of objectives and outcomes
- # of activities that are new concepts, different approaches than used in past Programmes
- # and ways that 'new' activities that can be tied to Programme results

Data Points:

- Programme document
- Programme Reports
- Interviews

Sub-Questions:

(a) How did the innovation contribute to the results?

Overall, the Programme approaches were focused on past successful methods of capacity building and institutional advocacy. Respondents perceived the e-modules and on-the-job coaching to be new to them but not particularly innovative. However, there were some unique elements introduced that are innovative in the context. For example, in BiH the approach of the local CSO "Priroda" in Bratunac to network ethnically diverse women survivors of severe war crimes including sexual crimes can be considered innovative as the intervention managed to bring these women closer based on their suffering, rather than on their ethnic background. In Albania, the watchdog training involved non-traditional CSOs (in other words, CSOs that are not typically focused only on GEWE) such as organizations focused on entrepreneurship, STEM education and rural development. In Moldova,

the future training modules were developed at the academic level and targeted at future civil servants as they studied economics in preparation for work at the Ministry of Finance. In North Macedonia, the creation of the Women Empowerment Index in Agriculture will assess the level of formal engagement and empowerment of women in the agricultural sector across different regions of the country.

It will be recommended that UN Women take a more innovative approach to the overall conceptualization of a GRB specialty, including creating user-centric pathways and success indicators that attract and support donors and partners to stay engaged for the longer-term cycle required to achieve impact in GRB and to re-invigorate interest in UN Women's engagement.

Impact

13. Have the long-term benefits from the Programme become evident?

Assessment Areas: Achievement

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Continued involvement of Programme partners and beneficiaries in Programme activities
- # of Programme activities that have permanent impact
- # of Programme activities that partners suggest will continue
- # of Programme activities that partners suggest will not continue or have challenges to continuing

Data Points:

- Programme Reports
- Interviews

Sub-Questions:

(a) If not, are they foreseeable based on currently available results?

(b) Have there been any unintended results and what are the impacts of these?

Overall, evaluation of the long-term benefits of the Programme is difficult for two reasons: (a) the horizon for the impact is substantially longer than the Programme term and (b) even when it is time for the impact, measurement and evaluation structures are not in place to capture the impact.

However, having said that, there are some short-term results that are good predictors of long-term impact, including the establishment of a legislative and policy budgetary framework that includes GRB and the recognition by leadership that GRB is a means of meeting political expectations and advancing the improvement of the lives of women and girls.

BOSNIA AND HERZEGOVINA

Evaluation and impact assessment have been identified by all the respondents as relatively weak link in the whole process. There is a lack of institutional capacities across the group of partners, and there are different perceptions about functional responsibilities. Some, more serious incentives and interests was shown in the Ministry of Civil Affairs of BiH and the Ministry of Agriculture of RS, yet they are not systemically built into the system. It can be evidenced by the BiH institutions reports to UN Women that are rather activity and output oriented, with occasional, sometimes vague statements on outcomes and impacts. In UN Women the knowledge exists, yet the coordinator engaged 60% time could not systematically perform this function in such a decentralised intervention. It was acknowledged by all respondents that many effects and impacts of the Programme might not be recognised and registered.

This challenge can also be interlinked with one of the previously mentioned, about different perceptions of mandate and different expectations in the institutions and in the Agency for Gender Equality about their role in in depth research and analyses. Functional analysis could be helpful as well as focus on CSOs in the next phase of the Programme, so with come capacity building they might perform watch-dog and impact assessment functions in their areas of interest.

The Ministry of Agriculture, Forestry and Water-management of RS has recorded some evidences of long term impact. Their approach was comprehensive, integrating gender responsive programming, planning, budget planning and distribution of grants. Monitoring function is well established. Although there is no systematic evaluation and impact assessment, they regularly contact the beneficiaries and vice versa and collect some information about the impact in the field.

In addition to build capacities of beneficiaries, the initiative resulted in 1) allocation of funding for rural

women in 9 of 11 municipalities involved in GRB training, 2) emerging of women's cooperatives and associations in the period of the Programme (baseline 0 three years ago, now 5 established, neither one closed), 3) previous indicator also speaks in favour of the fact women are getting employed and earning incomes - the ministry is aware of some individual cases but no systematic data has been collected; 4) Increase from 3% to 19% of households where women are bearers of agricultural households (these households are entitled to 5% higher incentives) and gained their right to pension and health insurance.

Federal Ministry of Environment and Tourism continued to improve their rulebooks, databases and criteria on funding for self-employment, so in the next cycle effects of affirmative measures for women applying for incentives can be expected.

Other institutions with likely impact are 1) Ministry of Civil Affairs which already started to collect data on women in sports and female and male clubs and individuals as beneficiaries of their grants, which is supposed to influence programming and grant criteria in the 2019 cycle and 2) Ministry of Tourism and Environment in FBiH will acknowledge gender sensitive indicators in scoring of the applications for incentives in 2019 and is likely to have impact on GEWE and improvement of beneficiaries' lives.

As a result of GRB training and local CSOs advocacy, Municipality of Bratunac (small underdeveloped municipality) included 2 GEWE lines in their budget, a total of c. 6650 EUR including grant to support the regional Association of Women Victims of War and general budget line for individual women victims of war. CSOs will continue to watch the implementation of the budget and potential impact can be expected in 2019. According to the municipal Head of Budget and Finances, part of the amount will be transferred to the Association, and the other part is a sort of reparation mechanism to victims who prove their status according to the Law on Victims of Torture. This is the new Law and even if there turns to be difficulties in documenting the status, the Municipality is ready to process this fund as incentives for their employment or self-employment, medical treatment or other type of support.

The Programme achieved impact in terms of empowerment of 26 women victims of war (21 survivors of sexual violence in the war) and networking of these women around their human rights issues, rather than on ethnic issues. This is one of the rare associations of victims that has been multi-ethnic. There are further opportunities to make the local budget gender responsive and achieve impact in this local community. According to head of finances, it would be easiest to start with grants to civil society (they support

associations including women's association in practice but on individual requests, rather than through public call and clear criteria), incentives for employment and self-employment etc.

MAFWM RS applied and received support from Technical Assistance and Information Exchange Instrument of the European Commission (TAIEX) to organise GRB training in Banja Luka, BiH in 2019 which is considered an indirect result of this Programme.

ALBANIA

GRB impact on the lives of final beneficiaries

While the GRB regulatory and institutional frameworks are in place and consolidated over time and there is substantial evidence of gender needs being integrated incrementally into government programmes, policies and budgets, still there is missing the data to see the full impact of GRB in the lives of women and men. *"It will take at least two years that the new system will capture the changes and make available the results"*.

GRB impact on target groups/ institutions: increased institutional capacity of line ministries to apply GRB through incremental number of engendered policies/ programs, but need to improve quality of engendered programs/KPIs and *account impact at the end of budget cycle to feed the next budget and programming cycle*.

There is strong evidence that GRB investment had produced tangible results in (i) consolidating the regulatory framework to enable GRB parallel to MTBP at central and local level (ii) setting up a critical mass of technical infrastructure to close the budget cycle from including GRB/GE in the programs/outputs/KPIs to tracking down its implementation and effects on final beneficiaries (women and men) as of 2019, (iii) creating a nuclei of reinforced GRB expertise at line ministries in programme management units in charge of MTBP where budget experts were trained in GM and GFP/ GEE in budget literacy to support the process bringing GRB in line ministry's radar, (iv) improved annual gender statistics by INSTAT to feed the gender analysis in programming phase, data literacy of programme management team and link the programming process with key gender indicators in NSDI, NSGEBV, SDGs and CEDAW.

It has strengthened the capacities of a cross-section of CSOs in budget literacy to take over the role of watchdogs in GRB monitoring and advocacy at central and local level. Interviewed CSOs demonstrated capacity to prepare 5 watchdog reports in fields of their interest and showed confidence and willingness in taking over this role in the future to hold government at central and local level accountable.

There is evidence that that the GRB capacity building activity of civil servants (budget specialists and GFP) will continue through ASPA certified and mandatory module updated by the Programme.

MOFE and MTSP (GE section) will continue to provide support and guidance on GRB and MTBP, but the process might slow down without UNW support, but the process is irreversible. It was noted a dependency on UNW technical assistance on GRB in MTBP.

MOLDOVA

Government: Since GRB is a relatively new concept even at the international level, the tools and techniques used to implement it are still evolving. The Republic of Moldova already implemented of the Medium Term Budgetary Framework (MTBF) (2019-2021), where the lines for GRB are missing. Despite that the MTBF is focused on more efficient funding and spending of capital expenditures and on an increase in the efficiency of spending in education and better performance in health care, there is no evidence for GRB elements. There is an urgent need to continue increasing the capability and capacity of the Ministry of Finance to institutionalize the integration of GRB

Within the sectoral ministries there are variations in terms of who is responsible for budgets. There can also be differences between who has responsibility in terms of compiling figures (budget analysts), developing programme (planning officers) and who has decision-making power (accounting officers). In this regard, the capacity building and awareness is expected to be achieved through a combination of instruments, including training, coaching, mentorship and methodological materials for civil servants.

Capacity development for all line ministries on how to apply the concept of GRB shall be an ongoing process.

Parliament: Parliament has an important role in gender initiatives at the national level through the Women's Parliamentarian Caucus. Parliamentary powers to amend budgets are large in scope; however, the subsequent role of parliament has been relatively weak in GRB.

Recently have been new elections which shall bring an important portfolio to gender-sensitive approach. Women in the previous parliament held about 22% seats in the Parliament which is below the average 40% recommended by the Council of Europe. Two out of five parliamentary factions are being chaired by women. In this regard, the work on GRB is to be largely performed in close synergy with the Women's Parliamentarian Caucus.

Grassroots: UN Women initiatives on GRB have succeeded in reaching the grassroots. The local authorities have been able to report on their budget

allocation for gender equality. However, it was evidence of the need for wider assessments of public finance management at the local level. The UN Women shall continue intervention in the grassroots with capacity building on gender-sensitive budget analysis.

Civil society: Civil society organizations have been involved in the monitoring of how the budgets are spent and how policies and programmes are implemented on GRB.

The Platform for Gender Responsive Budgeting was built. It has a key role in increased accountability of local and central government towards their commitments on gender equality.

The dialogue and advocacy efforts of civil society organizations are essential to gender mainstreaming in policy and programs planning at national and local levels and UN Women Moldova shall continue to provide advice and guidance.

Academia: The publication of the new textbook on gender-sensitive budgeting is certainly a welcome addition to other sources of information and best practices that Moldova academia has for preparing professionals in this area. It will contribute to the training of experts and later help them in their work to promote gender sensitive policies. This approach helps ensure Government’s capacity to respect the commitments made by ratifying international treaties in this area – and particularly the new commitments undertaken in the context of the 17 Sustainable

Development Goals, which put a particular accent on gender, including on gender-responsive budgeting.

NORTH MACEDONIA

At the central government level, the evident long term benefit is a fairly developed normative framework based on gradual alignment of the GRB with the national and sub-national legal and institutional acts and regulations. The gender budgeting efforts have been institutionalized and focused on the agreed gender sensitive goals. As a consequence of the intervention, there is gender machinery consisted of equal opportunity focal points, trained in the gender analysis and preparation of gender sensitive budget statements at the line ministries implementing the GRB methodology. In this context, an evident long-term benefit are the gender sensitive budget statements submitted by 7 line ministries and one agency in the process of budget preparation for the fiscal year 2018.

In most of the municipalities where interventions in the local programs were made the municipal councils have adopted the program and the allocated budget for their implementation as proposed. This sets a platform for engendered local governance and improvement of the gender relations based on the more equal distribution of the municipal finances. However, data on actual impact and changes of such gender relations is impossible to report as baseline data on these issues is not gathered.

14. Is there a potential measurable impact of the programme intervention on the target group across all dimensions of empowerment?

Assessment Areas: Achievement/GEWE

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Level of achievement of objectives and outcomes
- # of specific results in the Programme responsive across the spectrum of empowerment

Data Points:

- Programme Reports
- Interviews

Sub-Questions:

- (a) What approaches were built into the Programme design to respond to this? What unintended impacts are there?
- (b) What are the key measurable data points, such as budgetary allocations for gender equality and direct/ indirect benefits to end beneficiaries?

BOSNIA AND HERZEGOVINA

Impacts to women as a result of the Programme:

- empowerment of rural women for self-employment, association into CSOs or agricultural cooperatives, participate in advocacy and dialogue with decision makers and influence decision-making on local budgets and agricultural programmes;
- empowerment of women victims of war, self-confidence, trauma healing, support to association of women of different ethnic groups to advocate for their rights and budgetary allocations;
- Likely: impact on women in sports.

Key measurable data points include: 1) allocation of funding for rural women in 9 of 11 municipalities involved in GRB training (data on amounts not collected by the MAFWM RS), 2) emerging of women's cooperatives and associations in the period of the Programme (baseline 0 three years ago, now 5 established, neither one closed), 3) previous indicator also speaks in favour of the fact women are getting employed and earning incomes - the ministry is aware of some individual cases but no systematic data has been collected; 4) Increase from 3% to 19% of households where women are bearers of agricultural households (these households are entitled to 5% higher incentives) and gained their right to pension and health insurance.

Municipality of Bratunac included 2 GEWE lines in their budget, a total of c. 6650 EUR including grant to support the regional Association of Women Victims of War and general budget line for individual women victims of war. CSOs will continue to watch the implementation of the budget and potential impact can be expected in 2019. According to the municipal Head of Budget and Finances, part of the amount will be transferred to the Association, and the other part is a sort of reparation mechanism to victims who prove their status according to the Law on Victims of Torture. This is the new Law and even if there turns to be difficulties in documenting the status, the Municipality is ready to process this fund as incentives for their employment or self-employment, medical treatment or other type of support. 26 women victims of war (21 survivors of sexual violence in the war) established multi-ethnic Association of Women Victims of War.

ALBANIA

It is assessed that there is a potential measurable impact of the intervention on all target groups through the introduction of AMFIS as of 2019 as a tracking monitoring tool which will allow to measure the impact of budgetary allocations and expenditures

on men and women of 28 programs (MTBP 2018-2010) as well as generate sex-disaggregated data. While GRB has been implemented since 2013, data are missing on its impact in beneficiaries.

Consolidation of the regulatory framework where GRB is mandatory at central and local level, improved infrastructure to capture the GRB benefits, continued technical assistance and capacity building to build institutional capacity to apply GRB and advocacy with decision-makers and CSOs on importance of GRB, availability of gender statistics, and regional approach (exchanges) were the key strategies used by the Programme to address impact of intervention.

MOLDOVA

Quality factors that ensure the impact of the programme intervention:

✓ **Participation and involvement of the beneficiaries in the elaboration and development of the Programme**

- The Government of Moldova showed increased importance towards GRB implementation in the country by delegating two senior officials representing the Ministry of Finance and Ministry of Health, Labour and Social Protection for participation in the Programme Advisory Board (PAB) Meeting in October 2017. The Government officials shared Moldova's progress on using the results of the Study on Costing of Violence against Women, carried out under the GRB Programme in 2014, in developing new policy and regulatory frameworks, as well as increasing and better targeting of public funds.
- UN Women successfully advocated with the International Monetary Fund (IMF) and the Joint Vienna Institute for inclusion of the head of DEO/Ministry of Health, Labour and Social Protection and the State Secretary responsible for Programme Budgeting within the Ministry of Finance of Moldova in the Gender Budgeting Workshop, organized by the Joint Vienna Institute (JVI) and the IMF's Fiscal Affairs Department (FAD).

✓ **Providing political support from representatives of central and local authorities power**

- 86 women mayors at their first mandate (about 47% of total women mayors) enhanced their skills on gender equality, women's leadership and gender responsive local governance with a focus on gender responsive budgeting. The findings of the pre- and post- training surveys reveal that the level of knowledge of participants in the studied subjects increased with 34.55%.

✓ **Using appropriate methodology to the needs of**

each activity

- A GRB training module targeting LPAs based on national and international best practices in the context of local public finance law implementation and ongoing transition into the performance/programs-based budgeting;
 - A detailed & practical step-by-step methodological note and adjusted Action Plan on the introduction of GRB in Moldova was developed;
 - A Manual on gender responsive budgeting was updated;
- ✓ **Adapting the Programme strategy to the country's socio-political and economic aspects**
- A set of tools, to be used by the leading local CSO to be selected by UN Women, to assess the capacity and training needs of CSOs interested in Gender Watchdog Reporting was developed.
 - Training modules (for the training and workshop), including materials, handouts, a pre- and post-training evaluation tools and work plans, based on the findings of the above capacity and training needs assessment was developed.

NORTH MACEDONIA

The only measurable impact available is the number of programs and number of measures that have been engendered. Long term impact is yet to be detected and measured, evaluated.

Under the current guidelines for the preparation of the of the gender responsive statements, the budget circular requires definition of specific indicators for each government gender responsive program. The essence of the analysis performed is to identify clear links from the budget to analyzed policy and from analyzed policy to the expected outcome of the gender responsive policy/program. Hence the budget users proposing a gender responsive policy/program are required to use the output indicators linked to the policy/program outputs and outcomes, to the strategic plan and to the dynamics of the budget execution. Mandatory condition for performing gender sensitive policy analysis is to have gender segregated data. Work on improvement of the gender statistics continues.

At local level, however, each municipal program that was engendered through the Programme has an action plan with indicators that are gendered and the implementation is supposed to generate gender disaggregated data through which in two years time an evaluation of impact can be made.

15. To what extent is the programme bringing about gender transformative changes that address the root causes of gender inequalities – including prevailing social norms, attitudes and behaviours, discrimination and social systems?

Assessment Areas: Design/Achievement/GEWE

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Level of achievement of objectives and outcomes
- # of societal trends or other evidence of changing norms directly or indirectly attributable to Programme activities

Data Points:

- Programme Reports
- Interviews
- CEDAW 4th periodic review (2016)

Sub-Questions:

- (a) How do the Programme activities and outcomes contribute to the CEDAW recommendations, SDG targets and UN Women goals?

BOSNIA AND HERZEGOVINA

It is still early to speak about gender transformative changes that address the root causes of gender inequalities. When GRB is concerned it is evident there is awareness raised across the public sector about importance and benefits of GRB, although it hasn't been systemically applied everywhere. There is a rising motivation and commitment of the MFs at all levels. All respondents claim that the critical mass to support the process grows. In some line-ministries it is not about enthusiasm of individuals any more but rather about the vertical support from the level of minister to the civil servants working on specific programme (MAWMF and FMTE). Frequent changes of staff still pose a big challenge to this.

With regards to specific issues targeted by the Programme, there were evidences in the support to rural women that their living conditions are improving, self-confidence grows and they firmly engage with the decision-makers and advocate for GRB and follow up measures to secure distribution and selling of their products. The MAWMF RS fully supports their endeavours. Establishment and empowerment of multi-ethnic association of women victims of war in Bratunac and allocation of funding for this vulnerable group in municipal budget also speaks of changes in attitudes and overcoming deep-rooted divisions that the country and the targeted region is affected with.

SDG 5.c.1 related to GRB; On a micro level (municipality) the Programme contributed to CEDAW recommendations related to empowerment of women victims of sexual violence and implementation of the laws protecting victims of conflict related sexual violence and reparations and those related to employment of women and particularly women from disadvantaged groups such as rural women.

Through pilot initiatives the Programme contributed to the following outcomes of the UN Women Strategic Plan 2018-2022: Outcome 2: Women lead, participate in and benefit equally from governance

Systems and its part on women's political participation and gender responsive policy making and budgeting, Outcome 3: Women have income security, decent work, and economic autonomy and Outcome 5: Women and girls contribute to and have greater influence in building sustainable peace and resilience and benefit equally from the prevention of natural disasters and conflicts and from humanitarian action.

ALBANIA

The intervention has contributed to address gender inequalities at system level which gradually, but slowly, is changing mind-set on new public finance management, as it is a process that needs to be matured and supported by evidence which is still missing. This is taking place at central and local level, where central level is more advanced, whereas GRB at local level is still in its infancy.

Overall there is reported by interviewees that there is a critical mass of GRB awareness and capacity at institutional level particularly at mid-level management, which has led to more engendered programs, although this is not equal across LMs.

Legal framework gives the opportunity to citizens and CSOs to take part in participatory processes enabling their empowerment and accountability role, yet it is a long way to go.

This intervention in particular has contributed in refining the GRB in MTBP to address UNW's commitment to GE and GRB, SDG 5 (5c1) and CEDAW Concluding observations on the fourth periodic report of Albania (2016) which noted that *"...gender budgeting was introduced in 2012, but regrets the lack of information about the impact of the first midterm budgetary programme.... Albania has to provide, in its next periodic report, information on the implementation and impact of the first midterm gender budgeting programme, as well as detailed information on the implementation of its Strategy for Gender Equality and Reduction of Gender-based Violence and Domestic Violence 2011-2015, including information on the remaining challenges"*

MOLDOVA

By Actions:

- ✓ **Moldova's experience on mainstreaming GRB in the academic curriculum and budgetary processes at local and central levels.**
- ✓ **Gender Responsive Budgeting (GRB) has been embedded for the second time into the National Strategy on Gender Equality (NSGE) for 2017-2021 as one of ten priority areas.**
- ✓ **Moldovan Strategy on prevention and combating violence against women and domestic violence (2018-2023) that takes gender responsive budgeting perspective into account.**

By Targets to gender equality:

Target 5.6 Sexual and Reproductive Health

Target 5.4 The Value of Unpaid Care and Domestic Work

Target 10.4 Fiscal, Wage and Social Protection

Target 16.7 Inclusive Decision-Making

Target 4.4 Skills for Employment

Respondent Perceptions:

- Empowering the women and men on GRB by the outreach educational activities with the distribution of lesson learned and building a professional network of experts, consultants and academia.
- Developing the capacity building initiatives with beneficiaries on the use of indicators to monitor the progress on GRB in public policies and national programs and strategies.

As a gateway for the allocation of public resources, the budget process determines the quality of public policy.

NORTH MACEDONIA

In the North Macedonian context, the program makes an additional formative contribution and looking ahead, it opens space for the next level of gender transformative changes which need to bring about greater gender equality through structural reforms, and hence - reduce gender gaps in labor force participation, rural and agriculture, representation in the senior management in the public sector institutions, in terms of access to rights – education, healthcare, basic infrastructure, pension system, financial services, etc.

The transformative changes prompted by the GRB intervention at the local government level being closer to the citizens are reflected in each intervention in the municipal programs: the measures are designed to address the root causes of gender inequalities. Measures that support tackling gender stereotypes, attitudes and behaviors are included as well as measures that transform such attitudes, behaviors and values are also supported.

Efficiency

16. Have resources (financial, human, technical support, etc.) been allocated between the implementing partners strategically to achieve the programme outcomes?

Assessment Areas: Design/Management

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Level of achievement of objectives and outcomes
- ROI data – expenditure vs outcome, planned resource allocation vs actual
- # of Programme activities delivered on budget
- # of Programme activities requiring additional funds

Data Points:

- Programme Reports
- Interviews
- UNW financial reports 2017-2018

While this Evaluation is not a financial audit or a value for money audit, the Evaluation Team attempted to review the resource allocation in this Programme to assess the efficiency and strategic use of the resources. Overall, it is clear that the Programme has achieved value for money, given the relatively small Programme budget and large effect already experienced in the budgets of the target countries. As noted above, a greater attention to these direct financial outcomes, through more/different data collection by partners

and a clearer set of financial reporting documents, would better tell the story of this success and would provide future target countries with a clear sense of how much can be achieved for the relatively small investment.

With respect to the financial allocation within the Programme itself, it appears that money was used wisely towards the intended activities. It should be noted that financial tracking in this Programme was

done using existing UN Women tracking systems, which do not seem to produce easily accessible financial reports or reports that are consistent between target countries. Some money was redirected, for example in BiH where money was reallocated away from activities with politicians when that stream of activities was interrupted by elections and political

upheaval. This reallocation was done with sufficient time to capitalize on the investment of the donor. The table below outlines the financial information the Evaluation Team was given as the final version of Programme budget and spending. It does not include the spending on a regional level.

BOX 16:
BUDGET AND EXPENDITURES BY COUNTRY

Country	Budget (n USD)	Expenditures (in USD)
Albania	266,117.99	243,674.01
Bosnia and Herzegovina	259,723.67	246,952.19
North Macedonia (ADA)	572,645.87	574,745.29
North Macedonia (SDC)*	757,800.50	754,579.89
Moldova	127,991.46	128,342.02

*The Austrian Development Agency funded the Programme across all four target countries. In North Macedonia, the Swiss Development Corporation provided additional funding.

From a human resources perspective, the Programme was extremely lean. The Moldova and BiH offices had less than a full-time resource attached to the Programme, while the Albania office had one Programme Officer and the North Macedonia office had two Programme coordinators, one finance and administration officer and 50% of a communications officer. The Regional Programme Coordinator was stationed in the North Macedonia office, rather than in the Regional Office in Istanbul. It is likely that this positioning has contributed to the Programme's success, particularly in North Macedonia which has a relatively small UN Women presence overall. All of the Programme partners across all four target countries reported confidence in the expertise and support provided by the Programme staff. It is noted that all of the UN Women Programme staff appear dedicated and work well as a team to deliver this Programme. While there has been some staff turnover on the Programme, particularly in Albania and BiH in during this phase of the Programme, Programme partners noted that there was minimal disruption and new staff were able to provide expert advice on the Programme quickly and effectively. This is a credit to the Regional Programme Coordinator and her team. Given the number of activities relative to the number of staff, the team members are stretched to their capacity.

Given the small number of UN Women staff assigned to the Programme, a heavy reliance was placed on the use of outside experts in order to deliver the activities of the Programme. Some typical challenges occurred, such as issues with the contract with Innova in BiH, but

overall, the Programme partners reported satisfaction and confidence in the work of the contracted experts. In some cases, such as in Albania, the expert is so heavily relied upon that the Country Office is willing to use core funding to continue their contract if there is no future Programme funding. While it is good news for the Programme across the region that it was able to secure experts to support the delivery of activities and the experts chosen are notable for their expertise and credibility with Programme partners, there are some criticisms to be noted. First, the nature of the approach has not resulted in a significant use of a train-the-trainer (TOT) model. In other words, the Programme has not focused on ensuring that countries have sufficient GRB expertise developed so that they are able to sustainably train themselves as required. Programme partners view this as a failing of the Programme. Second, and related, is that the failure to develop sufficient in-country expertise means that the activities are not scalable or replicable in the future. Third, activities in any project model that are highly dependent on one person over a longer period of time are risky and not sustainable. This is a flaw in the Programme design but it may also be a result of the unique combination of skills required to create GRB expertise. Knowledge and experience in both budgeting and gender is not a typical combination of skills and it is understandable that the Programme struggled to find experts to perform the work. A greater focus on finding ways to have the limited number of experts quickly create more training experts within the countries should be a focus in future projects.

As noted above, the Programme team was dedicated and expert. Programme partners had confidence in the team members and universally commented on their knowledge and responsiveness. The Programme team presents as 'hands-on', engaged in the work, and caring about the success of the partners. However, as also noted, the Programme team is stretched to support all of the activities of the Partners. This has not left sufficient time for the Programme management elements of the Programme, some of which have been underserved. In this regard, it is noted that the role of the Regional Programme Coordinator as both primary expert on GRB for the region and sole Programme manager for a large regional Programme is perhaps asking too much. She would benefit from some support to manage the Programme elements so that she can more effectively meet the partner needs for her expertise.

This challenge is, of course, hampered by the design issues inherent in the Programme. As noted above, the design of the Programme does not include sufficient monitoring, measurement frameworks (both in-country and regionally) and reporting tools. Consequently, the capture and measure of the results

achieved is not uniform across the target countries. This lack of uniformity is not merely a 'paperwork' issue. The Evaluation Team understands that the Programme used the expected and pre-existing templates to monitor progress. Rather, it means that target countries and Programme partners do not have a big picture view of the results and how the work fits together across the region. It also means that success in the Programme is not clearly defined for the partners. The Programme updates to the donors did not clearly tie to each other or to the Programme document. Programme reporting challenges also increased the reliance on the UN Women team to act as knowledge keepers and to define success in their own country.

However, despite these challenges, the Programme has managed to maintain its frenetic pace in the target countries, keeping Programme partners on side, following through on activities and working towards the outcomes. There is a vast record of documents in each target country and regional knowledge management on the Programme, while less organized than optimal, is present.

17. Has there been effective leadership and management of the programme including the structuring of management and administration roles to maximize results? Where does the accountability lie?

Assessment Areas: Management

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Transparent and comprehensive Programme management records

Data Points:

- Programme Reports
- Interviews

Programme leadership rests primarily with the Regional Programme Manager, who is widely respected across the region and understood as a GRB expert. She has remained a consistent presence over the course of the three phases of the Programme and is well known to the partners who uniformly express confidence in her. In-country UN Women leadership in the Programme is mixed with BiH and Moldova having less than a full-time person dedicated to the Programme. While Albania and North Macedonia have had a relatively consistent full-time presence, both models have nonetheless resulted in heavy reliance on the Regional Programme Manager. Interviewees repeatedly expressed confidence in the expertise and

comfort in the relationships with the country office staff on this Programme, regardless of the particular allocation of time to the Programme.

Attendees of the Programme Project Advisory Board indicated that the meetings were well attended, engaging and provided a significant amount of information to the attendees. However, there was some concern expressed about the length of time between the meetings, the limited input requested from Project Advisory Board members, and the late sharing of the meeting report leading to a reduction in momentum.

The wide array of partners and activities was important for the organizational ownership of the outcomes. However, when combined with a lack of a rigorous monitoring and evaluation structure and a limited flow of information, synthesis of the data and analysing the impacts is made challenging.

While the Regional Programme Manager was well-associated with the Programme, the regional nature of the program has made the overall governance and administration of the Programme somewhat opaque to the country partners and indeed, inside UN Women. There is a lack of clarity about what the regional

component of the Programme means in terms of roles, responsibility and accountability.

However, regardless of the internal construct, most partners indicate a comfort level with the Programme management structure and responsiveness of UN Women. They have a great deal of confidence and trust in the Regional Programme Manager and feel that the Programme has been effective, including at the Programme management level.

“We receive a lot of technical assistance as an institution, but the most efficient is UN Women”

18. Have the outputs been delivered in a timely manner?

Assessment Areas: Achievement/Management

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Level of achievement of objectives and outcomes
- # of Programme activities completed on time
- # of Programme activities with delayed completion
- # of Programme activities left incomplete

Data Points:

- Programme Reports
- Interviews
- UNW financial report 2017-2108
- Programme Annual Report 2017

BOSNIA AND HERZEGOVINA

At the beginning of the Programme, AGE BiH did not provide a separate account for the Programme and this component was implemented through a consultancy company, Innova, as a subcontractor to UN Women BiH. The issue has been resolved in the meantime, and no problems are expected with regards to potential future Programmes.

In FBIH, there was a slight delay in start as the letter of agreement was signed between UN Women and GC FBIH at the end of July 2017, yet start of the Programme was delay awaiting the approvals required from the line ministries (Ministry of Finance, Ministry of Justice and Office for Legislation and Harmonization with European Union Regulations). Following the adoption of the Decision by the FBIH Government and after being published in the FBIH Official Gazette, the FBIH Gender Centre submitted a request for allocation of funds for the designated bank account within the FBIH Single

Treasury Account for the purpose of implementation of the Programme (20th September 2017). The funds for the implementation of the Programme were operation at the beginning of October 2017.

Finalisation and launch of the e-module was planned for the end of 2018, yet it will be launched in April. Feedback on the modules was delay as the Ministries of Finance were busy in preparation of the budget at the end of 2018 and it took some time for them to provide feedback. They noted that future Programmes should take the budget planning cycle into account to avoid delays.

Outputs related to the 2nd component focused on capacity building of parliamentarians, were not fully delivered as a result of the election cycle and political turbulence.

ALBANIA

Overall it is assessed that Programme activities have been delivered on time, but some delays are reported in year 1 along with slower delivery for Outcome 1 at 89% and Outcome 2 at 66%, based on financial reporting by end of 2017.

The delays were affected by national elections in 2017 where significant changes occurred including the reconfiguration of government structures and a new Parliament and its Parliamentary Committees.

The two main institutional partners for the GRB Programme were the mostly affected by June 2017 national elections: MLSWY and MoF. The function of GEWE and Social Protection from MLSWY was transferred to Ministry of Health, which became the new partner (MHSP) and new functions were added to MOF (the labour from MSWY +economy) making it MoFE. The internal reorganization and re-structuring of these ministries took its time with an impact on Programme activities.

MOLDOVA

- ✓ The outputs have been not delivered exactly in a timely manner, because the Governmental reform in 2017 led to delays in the implementation of many initiatives. In-depth process of government re-structuring carried out in 2017, resulted in a/ merging and downsizing of important portfolios, including cutting the number of ministries from 16 to 9 and b/delays in the implementation of initiatives dependent on high-level government leadership and civil servants, many of which operated in uncertainty over their positions for most of 2017.
- ✓ The main institutional partner for the GRB Programme – the Ministry of Health, Labour and

Social Protection was the mostly affected by the Governmental reform in 2017.

- ✓ The Programme has strengthened the capacity of government officials and civil society entities on analysis and policy planning regarding Gender Responsive Budget (GRB). Although much has been invested in capacity building for civil servants at central and local level, the main goal has not been achieved: to streamline the BSG approach and tools at regional level.
- ✓ Respondent Perceptions:
- ✓ There is still a need for development of the automatic information system for the budgetary planning process in the Ministry of Finance platform, with the inclusion of the GRB aspect on all cycles of the budgetary process.
- ✓ There is still a need for a Circular for Planning the Annual Budget by the Ministry of Finance with the request to include an objective/indicator taking into account the gender dimension.
- ✓ There is still a need for preparing a draft law by MSMPS for completing and modifying the national legislative framework with notions and responsibilities for ministries and other insurance agencies of GRB.

NORTH MACEDONIA

The Programme activities have been delivered according to plan. Some adaptation and sequencing was necessary depending on the circumstances political and social circumstances on the ground. As an example, the mentoring program intensified implementation in 2016 after the local elections just after local administration received political guidance from elected mayors. However, the changes were minor and always related to strengthened effectiveness and efficiency of implementation, as well as responding to local needs.

19. To what extent has the GRB Regional Programme management structure facilitated (or hindered) good results and efficient delivery?

Assessment Areas: Management

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Level of achievement of objectives and outcomes

Data Points:

- Interviews

Sub-Questions:

(a) Do the Programme partners express satisfaction with the Programme management and Programme process?

Overall, the regional aspect of the Programme facilitated positive results in terms of Programme outputs. The creation of regional expertise and networks among government officials and among civil society organizations, along with the sharing of in-country expertise and experience, has increased the results achieved and created a regional sense of ownership and support. All Programme partners expressed satisfaction with their regional experiences and felt that they had gained from this aspect of the Programme and many expressed a desire to continue the networking and information sharing components.

From a Programme management perspective, the regional management structure had some positives and some challenges. The Regional Programme Manager herself was a huge asset to the Programme, providing continuity across the countries, consistency in the approach and support for the in-country Programme Officers. She lent an additional layer of credibility to the Programme as she is both an expert

in the field and brings the strength of the Regional Office to the Programme. From a personal and technical perspective, this position was invaluable to the Programme.

However, the regional Programme structure was not suitably constructed for strong data collection and reporting, for a clear understanding of roles, responsibilities and accountability, and importantly, did not provide individual countries with a clear understanding of the overall Programme expectations. Without meaningful and consistent data collection, understanding whether the goals of the Programme have been achieved and when is difficult, and can lead to loss of momentum in the target countries or donor fatigue.

In our view, the positive aspects of the regional Programme far outweigh the negative aspects, which could easily be addressed in future work.

Sustainability

20. What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time after the programme phase out?

<p>Assessment Areas: Design/Achievement</p> <hr/> <p>Indicators:</p> <ul style="list-style-type: none"> • Programme design effectiveness • Respondent Perceptions • Continued involvement of Programme partners and beneficiaries in Programme activities • # of Programme activities that have permanent impact • # of Programme activities that partners suggest will continue • # of Programme activities that partners suggest will not continue or have challenges to continuing <hr/> <p>Data Points:</p> <ul style="list-style-type: none"> • Programme documents – Initial Programme document and reporting • Interviews 	<p>Sub-Questions:</p> <p>(a) How did the Programme phase out plan build in sustainability measures?</p>
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BOSNIA AND HERZEGOVINA

Several key steps to sustainability were made during this Programme phase. One is active involvement of the MFs at all three levels of governance and departments of finance on the local level in 2018. All 3 MFs are committed to take even stronger role in potential next phase of the Programme, particularly as the EU IPA Programme on programme budgeting will be tendered and awarded in 2019 and systemic efforts will start to finally introduce programme

budgeting in the country. Their estimation is that in the period of next 3-5 years BiH will have fully adopted and functional programme budgeting. Therefore it is of high importance to provide functional position for the MFs in this Programme as well and link GRB with overall programme budgeting processes. For now, the MFs introduced notes on GRB into their budgetary instructions to the institutions and encourage the line ministries to elaborate on gender aspect in the budget narrative, but with very limited success.

Certain level of capacities has been built across the beneficiary institutions for GRB. In several of them it is not any more just about enthusiasm of individuals. Rather, there is a systemic support by management and practitioners and programme teams are established (MCA BiH, MAFWM RS).

Respondents in MFs and other line ministries propose that some of them should further build capacities and get involved as trainers in GRB to spread the concept to other institutions. The will in the MFs is also significant as their involvement as trainers or even co-organiser of the training may add a note of overall institutional commitment to the GRB as well as show the process is inevitable and soon will be mandatory to all the institutions.

In development of e-learning module on GRB and planning future training activities, the Programme effectively cooperated with 3 CSAs, in charge of continuous learning and development of civil servants in the country. This will make GRB training a part of their regular training portfolio. E-module on GRB was developed and in April 2019 will be made accessible to c. 16.500 civil servants in the country on the levels of BiH, FBiH, RS and local governments in FBiH. In RS, by the law, employees of local governments are not considered civil servants, so this aspect should be addressed in the future, either through the Ministry of Local Self-Governance or the Associations of Cities and Municipalities which both operate e-learning for municipal authorities (UN Women has been aware of the issue).

This way GRB training will achieve its institutional and technical sustainability for at least some period. Another challenge to overcome is a low interest of civil servants for GEWE topics as well as for e-learning programmes. Practical aspect of the training is yet discussed. Tentatively, it is proposed by respondents the online training should be followed by a live training for targeted groups of trainees – e.g. budget analytics officers in line ministries and other civil servants appointed by their management. This way the training will gain on its practical dimension and applicability in the real context. Respondent from the MFs and line ministries are interested to participate in development of the programme and join the trainer's pool, provided they get the tailored training of trainers' first.

In addition to achievements of the Programme, extensive network of institutional gender mechanisms is a solid base for further development of sustainability (Agency of BiH, Gender centres of RS and BiH, gender focal points in line ministries and agencies, gender committees in many municipalities on the local level, parliamentary committees for gender equality). This can be even more relevant if functional and capacity analysis of the gender mechanisms take place and is followed by appropriate capacity building and structural support to integrate GRB related functions into their regular work.

In addition to overall policy aspect (capacity building, gender responsive budget allocations and grant criteria), the Programmes implemented in RS by the MAFWM RS and 2 CSOs in Bratunac Municipality have achieved important steps to sustainability. The MAFWM RS involved in dialogue with City authorities in Banja Luka to provide adequate space to women agricultural producers to sell their products. 2 ideas are likely to be realised, a branded store "Krajiška kuća" (Krajina house) selling traditional and agricultural products and a specialised open market which will allow small producers only (no dealers/resellers) to sell their products. The Ministry also intervened in the relevant legal framework to simplify standards for agricultural producers to sell their goods in their households. In Bratunac, Association of Women Victims of War was established, Action plan for advancement of position of women victims of war in the Municipality of Bratunac (2018-2023) developed and systemic budget allocations were provided to this category of population.

During the interviews, respondents identified several key initiatives with which linkages and synergies should be established to further enhance sustainability:

- EU IPA programme budgeting Programme: aiming to finally introduce and strengthen programme budgeting at all levels in the country (already programmed, tender documentation being prepared by the EU, expected to start in 2019, MFs well aware of the dynamics);
- Integrated Local Development Planning Programme (ILDPP) implemented by UNDP, financed by the Swiss Government: For a decade the Programme supported integrated development planning at municipal level and introduced municipal integrated local development planning methodology later standardised by the Governments and Associations of Cities and Municipalities (most of the municipalities now have integrated development strategies). In the last few years, the Programme has supported integrated planning on the entity level of FBiH and RS and cantonal level in FBiH. It is about integrated inter-sectoral planning, respecting principles of standardised approach, integrated development planning, accountability, efficiency and effectiveness, horizontal and vertical coordination, gender equality, participation, transparency... In FBiH, the Law on Development planning was adopted in 2017 and related bylaws have been prepared and waiting adoption by the Government after which planning process is about to start. In RS the legal framework is discussed and most likely will be developed by the end of the year, followed by the planning process. Current ILDP phase ends in 2020 and it would be a good moment for UN Women to joint these efforts with UNDP and local institutional partners and support en-

gendering the long-term development strategic planning. Consequently, this would affect development of financial plans and operational annual budgeting related to implementation of the strategies contributing to the systemic GRB. IDLP identified the following aspects where effective cooperation can be achieved and UN Women expertise welcome 1. Development of the manual for integrated development planning (methodology that will be used in both processes aiming to be standardized in the country) 2. Providing expertise and tools for GRB in the process of planning and implementation of the strategies 3. Reviving of parliamentary and gender commissions on local level to become an effective gender lenses over the documents and budgets that are passed to parliamentarians/local councillors.

- Municipal Environmental and Economic Governance Programme, implemented by UNDP, financed by the Swiss Government that supports local governments to apply effective development management systems, characterized by stronger oversight from the legislative and greater accountability towards the citizens, and provide quality services to citizens and businesses. There is a potential for cooperation at local level, as the Programme plans interventions in GRB in municipal budgets in 2019.

Challenges to sustainability:

- Although significant steps have been made in programme budgeting in Bosnia and Herzegovina and GRB in some of the institutions, instructions of the MFs in segment that encourage GRB, elaboration on effects of programme on women and men and gender indicators are still optional – Most of respondents encourage that MFs make this mandatory, but they also see a risk that due to lack of knowledge this would slow the entire budget planning process. Practical capacity building of budget analytics officers in all institutions could be a strategy to overcome this challenge.
- Functionality of extensive network of gender mechanisms - The extensive mechanism needs further improvement in its functionality, particularly in terms of needs for in-depth gender analyses expressed by the line ministries and weak function of evaluation and impact assessment. Although the Programme does not aim to overcome this challenge itself, functional and capacity assessment against their legal mandates and programmes they are involved in, would be welcome as well as recommendations how to integrate necessary functions best into their regular work and further build internal capacities (according to UN Women Programme manager functional analysis is planned under

the Gender Equality Facility Programme, to be funded by EU IPA and GRB and other findings and recommendations from this evaluation report should be taken into consideration. Objectives of the programme are harmonisation of the national legislation in BiH with Gender Equality acquis.).

- Lack of local experts on GRB – All institutions raised the issue. There were 2-3 experts often contracted for such assignments, yet they joined the international Programmes and organisations and are not available any more. Within this Programme, the institutions on BiH level and FBiH level contracted the same agency, while the institutions at the RS level and local level in Bratunac contracted the same expert as well. Simultaneous implementation of similar GRB initiatives across more institutions can become a challenge, unless new capacities are built. There is a significant capacity and knowledge in the beneficiary institutions already familiar with GRB processes and capacity building through tailored Training of Trainers can be recommended.
- Disbalance in capacities and resources of 3 CSAs and different legal framework related to engagement of civil servants as trainers which may affect sustainability of GRB training – In the last few years, CSA BiH (c. 3900 civil servants) had a budget of about 41.000 EUR, in 2017 CSA FBiH (c. 7150 civil servants) had a budget of close to 55.000 EUR, while CSA RS (c. 5500 civil servants) had only 4.600 EUR on disposal for trainings. While thousands of civil servants receive trainings at BiH and FBiH CSAs in the RS there were only 566 trainees in 2017. Additionally, civil servants can and are engaged by the CSAs as experts and trainers. While they are paid for their engagement in BiH and FBiH CSAs, in RS, according to the Law on Salaries of Civil Servants, they are not entitled to receive any other income from the RS public budget in addition to basic salary and therefore cannot be paid for the training delivery. This seriously demotivates civil servants in RS to engage in training activity and can affect sustainability of the efforts for GRB training in this entity.
- Lack of interest of civil servants for GEWE training – CSAs constantly face challenges in gathering the groups for human rights and gender equality trainings. Major interest of civil servants is for the trainings they perceive as practically beneficial for their daily work (e.g. administrative procedure, application of the new laws, use of new software etc.) and there is hardly any interest shown in the long-term and annual training needs assessment for GEWE trainings. Still, CSAs manage to keep them on the agenda, thanks to obligations from the international conventions, national and local policy documents and commitments.

Key suggestion of all respondents is to design the GRB training in a real context of the line ministries, show them applicability in their daily processes and link it to the real policy documents the ministries have. Trainers with authority and credibility should be engaged, including those from the institutions and MFs. Combination of short training and on-the-job coaching are proposed approaches as well.

ALBANIA

It is assessed that the Programme has produced positive tangible results at different levels: (i) policy/system level by consolidating the GRB legal framework at central and local level, (ii) institutional level where most of LM have embraced and implemented GRB in their policies/programs and budgets due to GRB capacities built in-house (iii) organizational level of CSOs which have demonstrated capacity to apply GRB in their monitoring and watch dog role and (iv) individual level (LM staff, experts) where individuals as beneficiaries of GRB training demonstrate capacity to apply GRB in their work.

It is assessed that Programme results at the above levels have varying degrees of sustainability: at policy/system level the sustainability is rated very high as GRB is mandatory and embedded in the legal framework (Organic Budget Law, Law on Local Finances, Instructions, Guidelines) and the process is irreversible. The challenge remains proper implementation of legal framework at central level, its expansion in other LM and other independent (oversight) institutions as well as rolling out GRB implementation at local level.

At institutional level the sustainability of GRB capacities and knowledge differs across LM, which is reflected in the number engendered policies and programs. The results achieved at MoFE and MHSP, MOES, Ministry of Interior and Defense have a high likelihood to continue and potential to improve given that staff retention and leadership support is maintained. The work in the other LM will continue as well, but the quality of process and products as well as its pace is highly dependent on staff retention and political will of senior management/leadership.

Results achieved with CSOs as gender advocates have a high likelihood to continue as they demonstrate a vested interest in GRB and GE in line with their mission to hold government accountable.

Also GRB capacities at individual level (experts or LM staff) have a high likelihood to continue.

Overall the results will be maintained, but the pace might slow down and quality might be affected.

The Programme has built-in a mechanism to ensure GRB capacity building in public administration by including GRB updated module into ASPA curricula as a certified module.

Knowledge products are in place with a high potential of replication and multiplier effect at central and local level (GRB training manual for civil servants at central and local level by ASPA, GRB methodology for watchdog reports for CSOs).

Alliance with MPs /Subcommittee on GE is a good entry-point to bring GRB in the Parliament.

MOLDOVA

Without future government momentum for GRB, the gains made in Moldova in terms of strengthening capacities are likely not sustainable. In order for the civil servant training to be effective, the budgeting system requires movement to program-budgeting, which will not occur immediately. Likewise, the capacity building of the civil society, while useful in some respects, may lose momentum.

- Although many resources have been invested in strengthening the capacities of civil servants at central and local level, the main goal has not been achieved: to standardize the BSG approach and tools at regional level. This led to the exclusion of Moldova as a beneficiary country from the next regional Programme and the replication of subsequent approaches and instruments will be applied in the future Programme in the following countries: Bosnia and Herzegovina, FYR North Macedonia, Albania, Serbia and Montenegro.
- The beneficiary countries of the next Programme have a uniform degree of institutionalization of BSG approaches in the public finance system, with the exception of Moldova.

However, there is still a streamline need to strengthen oversight of central and local government programs, policies and budgets towards gender equality commitments as well increase the commitment of local governments to make programs and budgets gender responsive.

NORTH MACEDONIA

The likelihood that the benefits from the program will be maintained is high given that there is rather well developed normative framework based on gradual alignment of the GRB with the national and sub-national legal and institutional acts and regulations. The gender budgeting efforts have been institutionalized and focused on the agreed gender sensitive goals. As a consequence of the intervention, there is gender machinery consisted of equal opportunity focal points, trained in the gender analysis and preparation of gender sensitive budget statements at the line ministries implementing the GRB methodology.

There is well expressed political will and longstanding and strongly expressed commitment by the MoLSP, as lead agency in the Government mandated for the GE and GEWE. For greater prospects for sustainability of

the GRB, and assurance that the GRB will have stronger influence on budget policies and will be even more effectively integrated into the budgeting process, the role of the Ministry of Finance will need to be much stronger. The MoF should gain strategic role in the advent of the start of the PMF macro reform.

The local component is very sustainable. Especially because the capacity of the local gender equality coordinators is built and institutional support structure is in place in most of the municipalities included in the program. But for the recommendations to be effectively implemented and the work on gender budget watchdogging by CSOs needs to be continuous and well-funded so that other soft measures are applied, capacities built and ownership over the analytical outputs is taken by institutions.

21. How effectively has the programme generated national ownership of the results achieved, the establishment of partnerships with relevant stakeholders and the development of in-country capacities to ensure sustainability of efforts and benefits?

Assessment Areas: Achievement

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Continued involvement of Programme partners and beneficiaries in Programme activities
- # of activities fully transitioned to Programme partners
- # of activities focused on increasing capacity of national partners

Data Points:

- Interviews

BOSNIA AND HERZEGOVINA

The programme effectively generated national ownership. This is due to well aligned programme to national priorities, long term engagement of UN (UNIFEM, later UN Women) on GRB in BiH (since 2009), active involvement of institutional gender mechanisms in Programme design and implementation, active role of line ministries and civil society organisations in implementation and practical dimension of the Programme for the line Ministries (gender analysis, training and on-the job coaching and advisory support to implement recommendations).

Positive feedback was given to the fact that some new institutions were introduced (Ministry of Civil Affairs, MFs) and already developed sense of ownership over the process and some previously involved institutions

kept in the Programme to ensure sustainability of the momentum achieved in earlier phases.

ALBANIA

The Programme has been effective to a large extent to ensure national ownership of achieved results. The main ingredients for ownership are: key partnerships and trust built and maintained with key partners (MoFE, MHSP and GEE/GFPs) who have been involved, consulted not only on the design of the Programme, but above all in its implementation through ensuring their leadership role (MoFE) and coordination role across line ministries (MHSP/GEE) for GRB framework

and its operationalization across line ministries. The Ministry of Finance demonstrates a very strong sense of ownership and commitment to GRB and GE, which will contribute to the long term success of GEWE in Albania. Unfortunately, that commitment at high political levels in all line ministries and Parliament is still missing.

GRB training and continuous mentoring to GEE and budget specialists/PM team has contributed in learning by doing and owning results at institutional level of the engendered programs at line ministries. A nucleus of GRB expertise is created at line ministries and also at country level. Yet the experts who have a blend of budgeting and GE expertise are limited.

CSOs have managed to “own” and internalize GRB methodology and watchdog role by volunteering to attend the training and prepare five watchdog reports. They report a high degree of engagement with the methodology, maintaining a regional network of CSOs working on budget watchdog reporting. Many indicated that they are prepared to continue the work and do not require additional training. They also indicated that they are able to use the skills gained through the Programme training in other aspects of their work, a strong signal of sustainability.

MOLDOVA

- ✓ The Programme has been operative to a large extent to ensure the implementation of the gender-responsive budgeting component into national policies and programs. Further, it will be crucial to continue activities focus on developing the capacity for civil servants and representatives of the NGOs, on skills and understanding of different stakeholders to continue using GRB tools and approaches once funding for Moldova comes to an end.

- ✓ By strengthening links between local public authorities and NGOs on watchdog reports of GRB, ideally in cooperation with national platforms and by making the best use of the available research and policy information consolidated in the sectoral reports on GRB, the Programme will stand a greater chance of promoting for specific changes to the legal and policy framework to ensure longer-term impact.

NORTH MACEDONIA

The program did generate national ownership of the program and its ensuing results. The DEO of the MoLSP is the prime example of ownership given that it is the national policy making hub which undertakes the responsibility for coordination of the GRB related activities at national level, including the work on the gender responsive budget statements of the line ministries and other state institutions. Below are few explicit examples of national ownership as result of the program:

ZELS association continues the GRB work with their own funds such as implementation of the GE strategy, including maintaining and updating their website in respect to the GRB initiatives and training and meetings with the LGUs’ focal points.

NALAS organizes the E-learning on the GRB at local level, as part of their regular activities.

CSOs, who initiated the original gender watchdog reporting, has established informal network which allows them to exchange experience and build the good practice. At this stage, they are spreading the capacity and the skills related to the GRB approach.

22. To what extent did the GRB Regional Programme foster the participation of relevant CSOs and women’s organizations in the target countries?

Assessment Areas: Achievement/GEWE

Indicators:

- Respondent Perceptions
- # of CSOs and women’s organizations engaged in Programme activities
- Continued involvement/ownership by CSOs and women’s organization of Programme activities at end of Programme

Data Points:

- Programme Reports
- Interviews

BOSNIA AND HERZEGOVINA

CSOs were not in primary focus of the country Programme in Bosnia and no overall strategic approach to involve CSOs existed. Yet, some of the subgrants had strong emphasis on CSOs involvement and participation in GRB.

A subgrant was provided by the Gender centre of RS to 2 CSOs in Municipality of Bratunac to support empowerment of women victims of war and GRB related to this vulnerable group. These 2 organisations and association of women victims of war that was established after empowerment process, jointly advocated for the budget line for women victims of war and will continue to monitor its implementation.

A subgrant by the Gender centre of RS to the Ministry of Agriculture, Forestry and Water-Management provided training delivery on GRB to the Ministry, their network of local advisors for agriculture in municipalities, local governments and associations and cooperatives of rural women. Associations were very active in dialogue with local governments for introducing GR budget lines and some follow-up actions that are likely to facilitate distribution of their products and income generation.

The component of the Programme implemented in RS to large extent resembled the overall intervention logic and theory of change of the regional programme.

Additionally, in cooperation with CARE International one training on GRB was organised for public officials, gender advocates and Roma CSOs in Tuzla Canton. There seems to be no follow-up on this activity.

ALBANIA

The Programme involved over 20 CSOs (30 participants) in GRB training and watchdog methodology coming from various backgrounds (HR, children, social service provision, women's empowerment, social innovation, domestic violence, youth) which following the training have demonstrated interest to be involved in GRB monitoring at central and local level and participatory budget processes at central and local level.

Five watchdog reports were produced on voluntary basis by CSOs following the GRB training based on

North Macedonia experience along with an exchange visit in North Macedonia. The CSOs have indicated that they feel confident to continue the work of watchdog reporting and monitoring without additional training. They have also indicated that they are using the elements of the training they received from the Programme in other aspects of their work, making it more likely that they will sustain their skills and interest.

MOLDOVA

A special role is given to civil society organizations. In Moldova, the interventions already started in 2017 on the increase of capacities of the CSOs on monitoring government budgets and finalized by the CSOs analyses of sectoral and local budgets, develop gender budget watchdog reports, presenting their findings and advocating for their future use for gender-sensitive budgeting and policy-making in pilot municipalities - Balti and Chisinau.

Main indicators:

- CSOs from over 10 pilot local level communities from centre, north and south of Moldova, will be capacitated to serve as budget watchdogs at local level.
- 30 representatives of 20 CSOs trained on GRB

Respondent Perceptions:

Evidence from the countries from the region points towards the growing importance of activities at the local level with the LPAs and grassroots.

NORTH MACEDONIA

The GRB program has reached out to 13 CSOs through the gender budget watchdog reporting. The gender budget watchdog reporting has been assessed as beneficial as with the GRB tools are popularized between CSOs and the institutions with which the terminology and the methods which are difficult to explain are becoming to be more familiar to users. The gender budget watchdog reporting is especially commended for the influence on building mutual trust between civil society and the state institutions (on local and central level).

23. To what extent has the programme been successful in making the linkages and agreements that would ensure the continuation of work on GRB? What factors are/ will be critical to sustainability?

Assessment Areas: Achievement/GEWE
Indicators:
<ul style="list-style-type: none"> • Programme design effectiveness • Respondent Perceptions • Level of achievement of objectives and outcomes • # of agreements/ commitments/plans/policies/ legislation in place to ensure continuation of GRB
Data Points:
<ul style="list-style-type: none"> • Interviews

Sub-Questions:
(a) What linkages were made to other complementary initiatives in the countries?
(b) What linkages will support the long-term sustainability of the impacts in the future?

BOSNIA AND HERZEGOVINA

The Programme well identified key local institutions that in addition to gender mechanisms can ensure sustainability of the result, which are MFs and CSAs. No long term links with other Programme have been identified, except that the MAFWM RS also uses IFAD funding to additionally support women involved in this Programme.

There was one ad hoc initiative CARE International and UN Women supported GRB training for Roma women associations.

UN Women management identified the need to link with other Programmes aiming at systemic reforms in the country in the near future. Some of the Programme that the evaluation identified would be relevant are:

- EU IPA programme budgeting Programme: aiming to finally introduce and strengthen programme budgeting at all levels in the country (already programmed, tender documentation being prepared by the EU, expected to start in 2019, MFs well aware of the dynamics);
- Integrated Local Development Planning Programme implemented by UNDP, financed by the Swiss Government: After a decade of supporting integrated development planning at municipal level (most of the municipalities now have integrated development strategies), in the last few years, the Programme started to support the process on the entity level of FBiH and RS. It is about integrated inter-sectoral planning, that should respect principles of standardised approach, integrated development planning, accountability, efficiency and effectiveness, horizontal and vertical coordination, gender equality, participation, transparency... In FBiH, the Law on Development planning was adopted in 2017 and related bylaws have been prepared

and planning process is about to start. In RS development planning will most likely start soon as well.

- Municipal Environmental and Economic Governance Programme, implemented by UNDP, financed by the Swiss Government that supports local governments to apply effective development management systems, characterized by stronger oversight from the legislative and greater accountability towards the citizens, and provide quality services to citizens and businesses. Potential for cooperation at local level.

Synergy should also be made with the initiative of GEF programme within UN Women BiH in terms of functional and capacity assessment of institutional gender mechanisms to effectively perform their mandate and meet the needs of the line ministries and other institutions that emerge along the key reform processes, such as GRB.

ALBANIA

The Programme has been successful in consolidating the legal framework on GRB and incorporating it into the infrastructure of PBB (AFMIS) and integrating the KPIs with strategic indicators of NSDI, NSGEGBV (IPSIS) and INSTAT engendered indicators and data. Added value of the system is its feature to track the expenditure and their impact on final beneficiaries.

GRB has become mandatory at local level as well with the new law on LG and decentralization reform.

Linkages are built with other Programmes implemented by UNW (WLPP, WEE) or UN (ex LNB funded by SDC) to include GRB and participatory budget processes in preparing social care plans at local level.

The main factors affecting sustainability are:

- lack of a critical mass of political support to GRB at high decision-making levels (LMs, parliament),
- lack of evidence on the effectiveness/efficiency/impact of GRB in the life of final beneficiaries and use the evidence as advocacy for GRB support
- retention of staff trained in GRB, GE and data literacy (budget staff and GEE/GFPs); *“it takes at least 3 years to absorb and internalize knowledge”*
- lack of a critical mass of civil servants and experts with GRB and GE expertise,
- limited human resources at MOFE and MHS (GE section) to provide step-by step support and follow up to LM in GRB planning/programming and monitoring
- funding gaps
- availability of (standardized) gender disaggregated data at LM, national and local level to enable gender gap policy analysis

MOLDOVA

At the regional level the Programme has two implementing partners: the Network of Associations of Local Authorities in Southeast Europe - NALAS and the Center for Excellence in Finance (CEF), With support from UN Women, NALAS is further strengthening its institutional capacities on GRB in order to be able to act as champion and facilitate learning and knowledge sharing regarding gender-responsive planning across local governments in the region and introduce a gender perspective into areas of municipal competence. The partnership with the Centre for Excellence in Finance (CEF) will help to introduce GRB as one of the tools for mainstreaming gender in their Performance budgeting programme offered in the center training curricula. In Moldova, ASEM, Academy of Economic Studies of Moldova is one of the key partners for the work carried out on GRB and academia.

UN Women Moldova and Ministry of Finances (MoF) have intensified the collaboration in mainstreaming of gender equality priorities and objectives in policy and budget preparation and budget execution processes, based on the results achieved and lessons learnt from GRB initiatives implemented in Moldova and other CEE countries, as well as recommendations of the members of the Advisory Board of the Regional GRB

Programme. Agreement was reached with the MOF that advisory and technical support on PBB and GRB.

Partnership and cooperation are continued with women’s groups and civil society organizations, including those specialized in public finance with the aim of expanding their expertise in the field of gender responsive planning and budgeting. Support is provided to CSOs to continue enhancing the participatory processes and dialogue with central and local level institutions, as well as to further improve monitoring of public programmes, budgets and spending.

The main factors affecting sustainability are:

- The lack of political will to promote a gender equality agenda, ensuring a mechanism for monitoring the implementation of the relevant regulatory and policy framework, including through gender-responsive budgeting.
- Limited knowledge on GRB among civil servants and executive bodies

Political crises can have impact on what the MPs would call it as “relevant for discussion”.

NORTH MACEDONIA

The government has made a very firm commitment to include GRB in the program budgeting.

The leadership of the highest level of the Ministry of Finance is essential in full incorporation of the GRB in the legal framework governing the public finance. Close cooperation, coordination and convergence with the major international donor partners who support the Government in the ongoing PMF reform, such as the EU and international financial institutions (IMF, World Bank, etc.) and significant bilateral partners, is also critical to the overall success. The IPA program will support the financial management reforms part of which will be gender budgeting for the next 6 year period.

The government changed the budget circular on local and central level to reflect gender perspective and introduce gender budget statements as mechanism for providing visibility of engendering of the budget and policy processes. Incorporation of the well developed regulatory framework, or its reformulation in a legislative framework will galvanize the binding and sustainability status of the GRB.

24. To what extent has the programme been able to promote replication and/or upscaling of successful practices?

Assessment Areas: Design/Achievement

Indicators:

- Programme design effectiveness
- Respondent Perceptions
- Level of achievement of objectives and outcomes
- # of practices replicated/upscaled as a result of Programme activities

Data Points:

- Programme Reports
- Interviews

Sub-Questions:

(a) Which practices were targeted in the programme approach?

BOSNIA AND HERZEGOVINA

The Programme managed to build on results of previous phases of the Programme, working with some of the institutions involved at earlier stages as well as bring the good practices from other countries (e.g. e-module – North Macedonia). Replication and upscaling of successful practices within this Programme phase was not identified.

Regional meetings were considered useful by participants, but some respondents call for more practical approach. Some ideas are visits to the institutions during the regional meetings and more involvement and sharing between practitioners in the panels.

More in country exchange and sharing of practice among other institutions than gender mechanisms was recommended by all respondents in order to learn on good examples and lessons learnt within the same system. In country transfer of good practices from the region would be welcome as well.

ALBANIA

The main (intra-regional) replication approach is CSO CB in GRB and watchdog role based on North Macedonia experience.

Preparation of watchdog reports by CSOs have a high potential of replication at local and central level.

The GRB approach used at central level is highly replicable at local level.

MOLDOVA

✓ Moldova replicated of the good practice on organization of Gender Budget Watchdog Reporting training and mentorship programmes for CSOs (Good practice shared by North Macedonia). The regional experience sharing initiatives contributed to building a national professional network online among participants from Moldova.

✓ Participation in the Programme Advisory Board (PAB) Meeting in October 2017 in Istanbul inspired the delegates from Moldova to replicate in Moldova some international practices on GRB implementation and renew consultations with the members of the GRB Task Force. This Task Force included government, parliament, CSOs and academia representatives responsible for overseeing the implementation of GRB within the budgetary process in Moldova, including promoting GRB through awareness raising, capacity building and advocacy for GRB planning, implementation and evaluation. UN Women facilitated creation of the above Task Force during the second phase of the GRB Programme in Moldova.

✓ Regional experience sharing initiatives contributed positively to the design of the important capacity building initiatives on Gender-Sensitive Policy Making, targeting gender coordination groups in line ministries, and on Gender Budget Watchdog Reporting for interested CSOs.

✓ Moldova's experience on mainstreaming GRB in the academic curriculum and budgetary processes at local and central levels has been shared with 88 local and central public representatives responsible for GRB in Kazakhstan by an ASEM professor, previously actively involved in the implementation of the Regional GRB Programme in Moldova.

- ✓ One of the upscaling of successful practices is the introduction of Gender Responsive Budgeting in academia. Moldova became the first country in the region in this regard. With a separate course on Gender Responsive Budgeting and mainstreaming gender in other parts of the academic curriculum, the Academy of Economic Studies of Moldova (ASEM) is creating a new generation of specialists in gender equality and gender responsive budgeting. This will further facilitate the understanding of gender issues by the authorities and the general public, and will also support the Government in implementing its commitments for equality between women and men in Moldova.
- ✓ Regional knowledge sharing and learning opportunities were made available to local governments through the E-Learning platform of the Network of associations of local authorities in SEE (NALAS).
- ✓ The publication of the new textbook on gender sensitive budgeting is certainly a welcome addition to other sources of information and best practices we have for preparing professionals in this area. It will contribute to the training of experts and later help them in their work to promote gender sensitive policies. This approach helps ensure Government's capacity to respect the commitments made by ratifying international treaties in this area – and particularly the new commitments undertaken in the context of the 17 Sustainable Development Goals, which put a particular accent on gender, including on gender responsive budgeting.

NORTH MACEDONIA

The regional program allowed replication of the following successful practices:

1. E-learning model,
2. the gender budget watchdogs in Albania and Moldova and supported a community of practice to be created between CSOs that participated in the initiative in all three countries.
3. Experience of Albania in the institutionalization of the GRB approach in the PFM reform has been presented to Macedonia counterparts with a view to have the facilitation of this exchange continued between the two governments and the two ministries of finance.
4. Macedonia shared experiences with the Center for Excellence in Finance (CEF) on what has been done during the workshop with line ministries and ministries of finance; CSOs with IMF - Joint Vienna Institute with ministries of finance in SEE; achievements, challenges and lessons learned shared at an OECD meeting in Paris in 2018.

ANNEX D:

LIST OF DOCUMENTS

ALBANIA

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ANNEX E:

LIST OF INTERVIEWEES

SUMMARY OF INTERVIEWEES DISAGGREGATED BY IDENTIFIED GENDER

	Women Interviewed	Men Interviewed	Total
Albania	21	2	23
Bosnia and Herzegovina	25	6	31
North Macedonia	26	2	28
Moldova	12	3	15
Regional	6	0	6
Total	90	13	103

ALBANIA

No	Name	Position	Organization
1	Giuseppe Belsito	Country Representative	UN Women Albania
2	Estela Bulku	Head of Programme	UN Women Albania
3	Ermira Lubani	Regional GRB Manager	UN Women
4	Erisa Cela	Program Manager	UN Women Albania
5	Mirela Arqimandriti	Executive Director	Gender Alliance for Development Centre (GADC)
6	Fabiola Laco Egro	Executive Director	Community Center Today for The Future (CETF)
7	Eldisa Lloshi	Executive Director	Institute for Change and Leadership in Albania (ICLA)
8.	Mimoza Dhembi	General Director of Budget	Ministry of Finance and Economy
9.	Gentian Opre	Director of Strategies and Monitoring Department	Ministry of Finance and Economy
10.	Xhoana Agolli	Director of Budget Management and Monitoring Department	Ministry of Finance and Economy
11	Etleva Sheshi	Head of Unit of Social Protection and Gender	Ministry of Health and Social Protection
12	Irena Benusi	Specialist, of Unit of Social Protection and Gender	Ministry of Health and Social Protection

13	Brunilda Dervishaj	Specialist, of Unit of Social Protection and Gender	Ministry of Health and Social Protection
14	Emanueal Xhelika	Gender Focal Point	Ministry of Finance and Economy
15	Edlira Teferici	Gender Focal Point	Ministry of Interior
16	Mimoza Mucaj	Gender Focal Point	Ministry of Defense
17	Isida Gorce,	Specialist of Gender Statistics	INSTAT
16	Anisa Ruseti	General Director of Social Services	Municipality of Tirana
17	Suela Kusi	Executive Director	Albanian Institute of Social Innovation (AISI)
18	Zyhrada Kongoli	Legal expert for Gender budgets watchdog report	Albanian Institute of Social Innovation (AISI)
19	Armela Pengili Act for Society	Executive Director	Act for Society
20	Flavia Djaloshi Act for Society		Act for Society
21	Erisilda Shpata	Legal Expert	Association of Women with Social Problems (AWSP)
21	Rajmonda Duka	GRB expert and Mentor for Civil Society watchdog reports	UN Women Albania
22	Blerina Xhani	National Consultant	UN Women Albania
23	Ani Plaku	Statistics expert	UN Women Albania

BOSNIA AND HERZEGOVINA

No	Name	Position	Organization
1	Ms. Irma Zulić	Project coordinator	UN Women BiH
2	Maida Ćehajić Čampara	Former Project coordinator	UN Women BiH
3	Ms. Amna Muharemović	Programme Specialist	UN Women BiH
4	Ms. Kika Babić Svetlin	Advisor for Development Planning and Monitoring	Agency for Gender Equality of BiH
5	Ms. Saliha Đuderija	Assistant Minister	Ministry of Human Rights and Refugees of BiH
6	Ms. Mirela Mandal	Head of Department of Sports	Ministry of Civil Affairs of BiH
7	Ms. Halida Pašić	Head of Department for Budget	Ministry of Finance and Treasury of BiH
8	Ms. Snežana Tu	Head of Department of Budget Analysis	Ministry of Finance and Treasury of BiH
9	Ms. Amela Hasanbegović	Head of Department for Budget Control	Ministry of Finance and Treasury of BiH
10	Vlatka Lovrić	Advisor for Framework Budget Document	Ministry of Finance and Treasury of BiH

11	Ms. Ivana Šanje	Advisor for Analytics and Planning	Civil Service Agency of BiH
12	Ms. Anita Šimundža	Project Coordinator	Gender Centre of RS
13	Ms. Anita Lisica	Financial Officer	Gender Centre of RS
14	Ms. Gordana Rokvić	Advisor of the Minister	Ministry of Agriculture, Forestry and Water Management of RS
15	Ms. Drena Đukić	Senior associate for cooperatives and advisory support	Ministry of Agriculture, Forestry and Water Management of RS
16	Ms. Aleksandra Gavrić Rožić	Advisor for rural development	Ministry of Agriculture, Forestry and Water Management of RS
17	Ms. Svjetlana Radovanović	Assistant minister for budget and public financing	Ministry of Finance of RS
18	Ms. Maja Perić	Assistant minister for EU programming and coordination	Ministry of Finance of RS
19	Mr. Dalibor Čopić	Head of Department of Training and Analytics	Civil Service Agency of RS
20	Mr. Siniša Vranković	Senior associate for oversight and control of the Civil Servants Registry	Civil Service Agency of RS
21	Ms. Lejla Hodović	Project coordinator	Gender centre of Federation of Bosnia and Herzegovina
22	Ms. Šuhreta Šehagić	Assistant minister for finances and budget	Federal Ministry of Environment and Tourism
23	Mr. Elvis Bebaković	Federal Ministry of finances	Sector for Budget and Public Expenditures
24	Ms. Fazila Sivo	Advisor for learning and training	Civil Service Agency of the Federation of Bosnia and Herzegovina
25	Ms. Željana Pjevalica	Executive Director	Association „Priroda“ Bratunac
26	Ms. Rada Tešić	Head of Department of Budget	Municipality of Bratunac
27	Mr. Zuhdija Horvatić	Assistant mayor for budget and finances	Municipality of Lukavac
28	Ms. Sena Tahirović	Senior associate for development projects	Municipality of Lukavac, UNDP Integrated Local Development Project
29	Ms. Aida Laković Hošo	Project manager	Municipality of Lukavac, UNDP Integrated Local Development Project
30	Mr. Nasir Nalić	Development management officer	Municipality of Lukavac, UNDP Integrated Local Development Project
31	Mr. Faruk Hujčić	Consultant/Director Consulting Company INNOVA	Consultant/Director Consulting Company INNOVA

REPUBLIC OF NORTH MACEDONIA

No	Name	Position	Organization
1	Jovana Trenevaska	State Secretary	Ministry of Labor and Social Policy, FYR Macedonia
2	Neda Maleska	National Consultant/GRB expert mentoring Line Ministries	Independent expert
3	Marina Nacka, PhD	Assistant Professor Ss. Cyril and Methodius University in Skopje	Faculty of Agricultural Sciences and Food - Institute of Agricultural Economics
4	Branka Kocevaska	Head of HR and Coordinator for Equal Opportunities	Ministry of information society and administration
5	Sandra Gichevska	Department for policy making and preparation of professional development programs, maintenance of data base, register of mentors	Ministry of information society and administration
6	Nermina Fakovic	Department for primary and preventive health care Coordinator for equal opportunities for women and man	Ministry of Health
7	Tatjana Simovska	Advisor in the Finance Sector	Ministry for Agriculture, Forestry, and Water Economy
8	Sashka Vukelic	Advisor, IPARD Program,	Ministry of Agriculture, Forestry and Water Management
9	Maja Argirova	Deputy Head, Sector Budgets and Funds	Ministry of Finance
10	Marija Mitevska	Coordinator for Equal Opportunities and GRB	Ministry of Finance
11	Gjulumser Kasapi	President of the Club of the women of the Parliament	Parliament
12	Daniela Rangelova	President of the women members of the Parliament	Parliament
13	Ljubinka Ajtovska	Coordinator for Equal Opportunities	Kocani Municipality
14	Jelena Pejanovik	Coordinator for Equal Opportunities	Municipality of Aerodrom
15	Marija Risteska	NGO rep + Local level Trainer Municipalities monitored: City of Skopje, Aerodrom, Gazi Baba, Ohrid, Kisela Voda	Center for Research and Policy Making (CRPM), FYR Macedonia
16	Kristina Hadji-Vasileva	Expert and mentor for local government Municipalities monitored: Centar, Kocani, Kriva Palanka, Strumica, Shtip	Expert and mentor for local government
17	Ana Blazheska	NGO Rep	CRPM
18	Gordana Nestoroska	NGO Rep	RADAR
19	Irena Nikolov	Gender Focal point	ZELS – Association of the Units of Local Self-Government
20	Boran Ivanoski	Project Officer	NALAS – Network of Associations of Local Authorities in SEE
21	Liljana Jonoski		Watchdog CSO “Rural Coalition”

22	Kristina Kolozova	Senior National Program Officer	Swiss Embassy – SDC
23	Biljana Džartova	Senior Program Manager	Embassy of Sweden
24	Ivona Paunovic-Bishevac	Project Officer	UN Women Country Office in Skopje
25	Vesna Ivanovikj	Head of office	UN Women Country office
26	Ermira Lubani	Regional Project Manager	UN Women Country office
27	Kristina Plechikj Bekjarova	Project Officer	UN Women Country office
28	Ilmiasan Dauti	Local Government Specialist	UNDP

REPUBLIC OF MOLDOVA

No	Name	Position	Organization
1	Natalia Scleruc	Head of the Department on Budgetary Policies / revenues	Ministry of Finance
2	Sirbu Vera	Department on Budgetary Policies	Ministry of Finance
3	Lila Pascal		Ministry of Labour, Social Protection and Family
4	Olesea Bordan	Directorate for Policy Coordination and Priorities	State Chancellery
5	Sergiu Robu	Executive Director	ENERGPLAN
6	Alexei Buzu	Executive Director	Centre “Partnership for Development
7	Aurelia Tepordei		Academy of Public Administration of Moldova
8	Mariana Carabanov		Association of Women in Police
9	Renata Gradinaru		Council of Balti Municipality and NGO “Afina”
10	Diana Grosu	Executive Director	Association for Human Rights Lex XXI
11	Galina Colun	Expert in local public finances	CALM, Congress of Local Authorities
12	Nina Lozinschi	Secretary General	Gender Equality Platform
13	Nati Vozian	Consultant on GE and GRB	
14	Olga Nicolenco	Independent consultancy/politician	
15	Ulziisuren Jamsran	UN Women Country Representative	UN Women CO
16	Nina Orllova,	Programme Specialist	UN Women CO
17	Lucretia Ciurea	Monitoring and evaluation specialist	UN Women CO
18	Irina Cozma	WEE Programme associate	UN Women CO

REGIONAL INTERVIEWS

No	Name	Position	Organization
1	Isabel Suarez Garcia	Regional Evaluation Specialist	UN Women, ECA RO
2	Ermira Lubani	Regional Programme Manager	UN Women, ECA RO
3	Katrin Fischer	Program Analyst	Austrian Development Agency
4	Edith Mychalewicz	Program Analyst	Austrian Development Agency
5	Tara Vasiljevi	Program Analyst	CEF
6	Alia El-Yassir	Regional Director	UN Women, ECA RO

ANNEX F:

CVS OF PROGRAMME TEAM

MEREDITH BROWN – LEAD EVALUATOR

Meredith Brown is an international consultant with a focus on access to justice, innovation, gender equality and human rights. She has conducted a number of strategic assessments and program evaluations for UN and other international agencies, with a specific lens on increasing system capacity to achieve innovative results for the most vulnerable. She works in Canada and internationally to grow system participation and support effective capacity building by duty bearers and rights holders. Prior to working as a consultant, she held senior positions in the Ministry of the Attorney General in Ontario Canada, including oversight of the Ministry's operations as Chief Lawyer to the Deputy Attorney General and opening the first government-led Innovation Office in Canada solely focused on access to justice and justice system improvement. She holds a degree in International Relations and her Juris Doctor (law degree).

ELIDA METAJ – NATIONAL EXPERT, ALBANIA

Elida Metaj holds an M.A. in Public Policy, majoring in International Environmental Policy and Program and Policy Evaluation and a Certificate in Public Administration in International Management from Monterey Institute of International Studies, California USA. She has over 18 years of professional experience in project cycle management, project monitoring and evaluation, gender mainstreaming and gender responsive budgeting, research and policy analysis and regional development. Her professional career includes assignments for various international organizations in Albania, Central Eastern Europe and Western Balkans.

ALEKSANDAR ŽIVANOVIĆ – NATIONAL EXPERT, BOSNIA AND HERZEGOVINA

Aleksandar Živanović is a development professional with over 19 years of work experience as program management, capacity building and evaluation specialist at civil society and international development organizations in the Western Balkans and short term consultancies worldwide. Experience in management and evaluation of more than 40 projects financed by the European Union, United States Government, European bilateral donors, Canadian International

Development Agency and private foundations. Started career in journalism in 1997 (Reuters, Radio Free Europe, AIM). In 2002 joined civil society initiatives related to peacebuilding and conflict prevention, human rights and democratization. In the period 2011-2016 worked as capacity building specialist in local development programmes at UNDP in Bosnia and Herzegovina. Currently work as an independent consultant in capacity building, management, evaluation and impact assessment assignments. Possess MSc degree in Sociology (2018, Faculty of Political Science, University of Banja Luka, Bosnia and Herzegovina) and BA degree in Journalism (2006, Faculty of Philosophy, University of Banja Luka, Bosnia and Herzegovina).

RAJNA CEMERSKA – NATIONAL EXPERT, THE REPUBLIC OF NORTH MACEDONIA

Rajna Chemerska is a seasoned development specialist with twenty-five plus years of work experience in international development assistance, and extensive program management experience in working for governments and international bilateral and multilateral organizations and finance institutions (World Bank, UN, EU, USAID, RCC, etc.). The latter includes interactions with nearly all types of development partners, assistance instruments and modalities. The 15 years long work engagement at the World Bank, included design, implementation, supervision, M&E of large macro level development interventions, focusing on reforms in core Human Development sectors such social protection, social welfare, pensions, labor & employment, health, education, vulnerable groups including Roma, gender issues, and public administration reform. As Strategic Planning advisor to the UNRC in Kosovo, gained extensive experience with the functioning of the UN agencies, including the UN agencies' strategic assistance framework (UNDAF), and other strategic documents and country programs under which the UN agencies operate. The last several years, she has focused on program development (the European Center for Peace and Development, etc.), and the M&E work: in addition to a number of WB implementation completion reports (ICRs), she successfully completed series of ROM reports- Results Oriented Monitoring of EU/IPA funded interventions in Western Balkans countries; major evaluation of strategies for Roma integration, etc. She has a MA

in International Relations and Global Development, Institute of Social Studies, The Hague, The Netherlands; Major: International Relations, International Development and International Development Aid, International Law; BA in Law, Faculty of Law, University of Skopje, Macedonia; Major: General Law.

VIORICA ANTONOV – NATIONAL EXPERT, THE REPUBLIC OF MOLDOVA

Viorica Antonov is a professional with over 15 years of work experience with the public sector in Moldova and abroad working within development projects; with managing and coordinating activities at many different levels; planning and coordination of deliverables; monitoring and evaluation of policies on gender, education (namely VET and RPL), migration, labour market and financial assistance; carrying out research and quantitative studies, utilizing statistical/economic methodologies, social and gender analytical tools. She has proven expertise of the gender-related issues, Gender-responsive budgeting (GRB) and female empowerment in the political environment; extensive expertise in gender analysis, gender equality mainstreaming and inclusiveness, monitoring evaluation and learning in the governance sector; and working towards the inclusion of marginalized citizens. She graduated the Erasmus Mundus Master in Comparative Local Development (University of Trento/University of Ljubljana 2010). Also, she has a PhD in Political Sciences (2008) at the Academy of Sciences of Moldova and the BA degree in International Relations at the Moldova State University (2001). She successfully completed in 2014 the Schools of Political Studies of Council of Europe in Strasbourg and in 2012 the professional postgraduate course on Federalism, Decentralization and Conflict Resolution at the University of Fribourg in Switzerland.

Currently, she works as an independent consultant with the national and European agencies.

ANNEX G:

TERMS OF REFERENCE

TERMS OF REFERENCE

Final Evaluation of the programme “Promoting Gender Responsive Policies in South East Europe” in Albania, Bosnia and Hercegovina, FYR Macedonia and the Republic of Moldova

BACKGROUND AND JUSTIFICATION

UN Women, grounded in the vision of equality enshrined in the Charter of the United Nations, works for the elimination of discrimination and violence against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. UN Women supports UN Member States as they set global standards for achieving gender equality and works with governments and civil society to design laws, policies, programs and services needed to implement these standards.

Following the adoption of the Beijing Declaration and Platform for Action (BDPfA) in 1995, governments and civil society in the Western Balkans¹³ have made efforts to advance gender equality and women’s rights, albeit at different paces and reaching different results. Important progress has been made in setting up legislative and institutional frameworks to develop and implement gender equality policies. Although gender responsive budgeting has been introduced in different legal frameworks and is increasingly becoming mandatory, still, the implementation of laws and policies to advance gender equality remains weak, the eradication of discrimination and gender stereotypes has been slow, and financing for gender equality is still a challenge.

¹³For the purposes of this Terms of Reference, the Western Balkan include countries of project implementation: Albania, Bosnia and Hercegovina, FYR Macedonia, as well as the Republic of Moldova.

The mobilization of financing for full implementation of national gender equality commitments in Western Balkan has been mainly hindered by:

- lack of awareness and political commitment to allocate resources from all sources and at all levels for gender priorities and needs;
- lack of coherence between fiscal policies and gender equality objectives coupled with weak capacity to integrate gender into planning and budgeting processes;
- insufficient prioritization of gender equality in financing streams;
- lack of accountability of state institutions for the full implementation of gender equality commitments.;
- lack access and resources for civil society organizations to influence budgetary decision making and exercise oversight.

Since 2010, UN Women has provided support to central government institutions in Albania, Bosnia and Hercegovina, FYR Macedonia and the Republic of Moldova in strengthening democratic governance and advancing women’s rights through initiatives aimed at mainstreaming gender in policy planning and budgeting. Gender Responsive Budgeting (GRB) was introduced as a transformative mechanism, linking gender equality policy objectives with the resource allocations needed for their implementation. In several countries, especially with the introduction of gender equality in the budget laws and policies, GRB was institutionalized. Support was provided to civil society organisations, parliament and gender advocates to help them contribute meaningfully to policy making and budgeting and reflect the needs and priorities of excluded/vulnerable groups. The first two phases of the GRB regional project: “Promoting Gender Responsive Policies and Budgets in South-East Europe” (2011-2013) and the Promoting Gender Responsive Policies in South East Europe and the Republic of Moldova, Phase II” regional project (2013 -2016) have been already evaluated. The final report of the second phase was released on March 2017. The findings and the recommendations of these evaluations will be

closely considered for the forthcoming evolution of the third phase of GRB Regional project covering February 2017-January 2019. The project aims to support the implementation of specific priorities set in the governments strategic documents and subsequently to advance the implementation of national and international commitments on gender equality. In doing so, the project provides technical support to governments to mobilize the necessary political, institutional and financial support to advance gender equality by ensuring Gender Responsive Policies and Budgets (GRPB) processes are systematic and sustainable. The project specifically contributes to the implementation of:

- National laws on Equal Opportunities¹⁴ (Albania, BiH and FYR Macedonia, Moldova) which incorporate provisions for central and local governments to follow the principle of equal opportunities in their strategic plans and budgets and to monitor the effects and the impact of their programs on women and men.
- National and Local Strategies on Gender Equality which commit to systematically integrate GRPB and recognize GRB as one of the primary public policy tools for achievement of gender equality.
- The Public Finance Management (PFM) Strategy in Albania (2015-2020), Public Finance Reform¹⁵, organic budget law¹⁶, and organic local governance and local finance laws¹⁷ of Albania which require integration of gender equality criteria in programme planning and budgeting.
- Gender Action Plan (2013 – 2017) and entity strategies for gender responsive budgeting in Bosnia and Herzegovina.
- The Programme for Sustainable Local Development and Decentralisation (2015-2020) of the former Yugoslav Republic of Macedonia which foresees the introduction of gender responsive budgeting in all municipalities by integrating gender perspective in local budget policies.
- The National Program on Ensuring Gender Equality in the Republic of Moldova for the period 2010-2015 and the draft National Program on ensuring Gender Equality for 2016-2021 which provides for mainstreaming GRB into budgetary process at the national and local levels.

¹⁴Law on Gender Equality in Society no. 9970, Official Gazette of the Republic of Albania, 125/2008; Law on Gender Equality in Bosnia and Herzegovina, Official Gazette of Bosnia and Herzegovina, 102/09; Law on Equal Opportunities between Women and Men, Official Gazette of the Republic of Macedonia, 6/2012; Law on Ensuring Equal Opportunities for Women and Men No. 5-XVI, Official Monitor of the Republic of Moldova, 47-50/200.

¹⁵ Ministry of Finance of the Republic of Albania, Albania Public Finance Management Strategy 2014-2020, (Tirana, 2014). accessed November 10, 2016, http://www.financa.gov.al/files/userfiles/Raportimet/Albanian_PFM_strategy_2014-2020.pdf

¹⁶ Ibid

¹⁷ Ibid

- The Government Strategy for introducing GRB (2012-2017) of the Former Yugoslav Republic of Macedonia and the methodology for its implementation, which stipulates the integration of gender issues in budget policies and processes and strengthening of the institutional mechanisms.
- Initiatives such as the Open Government Partnership of the Former Yugoslav Republic of Macedonia which introduce gender criteria in public consultations at the central and local levels to support openness, accountability and responsiveness to the needs of women and men.
- Overview of relevant WPS/Humanitarian Response frameworks in the countries to be potentially included

The project is structured around two outcomes with specific outputs as follow:

Outcome 1: Governments in targeted countries promote gender responsive fiscal laws, policies and national action plans to enable specific budgetary allocations for gender equality;

Output 1.1: Public officials in national and local governments take initiatives to apply GRB in public finance management due to increased capacities.

Output 1.2: National and local governments prioritize budgetary allocations for GE through participatory processes and make monitoring reports of policies and budgets available to citizens.

Outcome 2: Gender advocates and MPs demand accountability from national and local governments on policies and budgetary allocations for GEWE.

Output 2.1: Gender advocates monitor and report on government's commitments on GEWE.

Output 2.2: Parliamentarians raised gender issues and monitor government's expenditures in specific sectors GEWE.

Output 2.3: National and Regional associations and expert groups/institutions exchange experience and replicate best practices on GRB.

PROJECT BENEFICIARIES AND KEY STAKEHOLDERS

Project implementing partners at central level are ministries of finance that receive technical assistance from UN Women to support and monitor the implementation of existing GRB requirements by the assigned line ministries.

At I regional level the project has two implementing partners: the Network of Associations of Local Authorities in Southeast Europe - NALAS and the Center for Excellence in Finance (CEF), With support from UN Women, NALAS is further strengthening its institutional capacities on GRB in order to be able to act as champion and facilitate learning and knowledge sharing regarding gender responsive

planning across local governments in the region and introduce a gender perspective into areas of municipal competence. The partnership with the Centre for Excellence in Finance (CEF) will help to introduce GRB as one of the tools for mainstreaming gender in their Performance budgeting programme offered in the center training curricula.

In Bosnia and Herzegovina, the main project partners are: Gender Center of Federation of BiH, Gender Center of Republika Srpska BiH and the Agency for Gender Equality of BiH. At local level, implementing partner in FYR Macedonia is ZELS - the Association of Local Self Government Units. Through ZELS the project is further enhancing the capacities of local self-government units for gender responsive policy planning and budgeting and is strengthening the intra-institutional coordination among LSGUs. ZELS also serves as central repository of information and knowledge related to gender responsive budgeting in the processes of policy design, analyses and monitoring. In Albania, the project is focused on strengthening local and national capacities for scaling up the processes of local and national planning and budgeting of local services and ensuring accountability and transparency of public services. In Moldova, ASEM, Academy of Economic Studies of Moldova is one of the key partners for the work carried out on GRB and academia.

Partnership and cooperation are continued with women's groups and civil society organizations, including those specialized in public finance with the aim of expanding their expertise in the field of gender responsive planning and budgeting. Support is provided to CSOs to continue enhancing the participatory processes and dialogue with central and local level institutions, as well as to further improve monitoring of public programmes, budgets and spending.

BUDGET, GEOGRAPHICAL SCOPE AND TIMEFRAME

The programme activities are being implemented in Albania, Bosnia and Hercegovina, Former Yugoslav Republic of North Macedonia and the Republic of Moldova.

Total programme budget is USD 1,608,209 out of which USD 1,111,192.00 contributed by Austrian Development Agency, (ADA), and USD 497,016.80 the Swiss Development Cooperation (SDC). Specifically, the budget divided by country is as follows: ALB-240,437.28, BiH-232,502.40, MKD 511,212.79, MDA 119,927.00. The project is implemented from February 2017 to January 2019.

PROGRAMME MANAGEMENT

The overall management responsibility and administration of the project rests with the Regional Office of UN Women for Europe and Central Asia in Istanbul, while the day-to-day management and implementation of the programme is responsibility of the project offices and technical experts hired as project coordinators in each country of project implementation.

PROGRAMME ADVISORY BOARD

Project Advisory Board (PAB) which consists of Government representatives, CSOs, GRB experts and representative of ADC, SDC and UN Women from the countries involved, provides guidance and quality assurance of the project implementation.

Members of the Project Advisory Board are responsible to:

- Provide high-level strategic oversight to the project in terms of advise on the external environment (political, social, economic) and the developments that can affect project implementation and the sustainability of the results;
- Discuss and advise on possible adjustments in the project strategies resulting from any such developments, in order to ensure achievement of project results;
- Advise on and advocate for the achievement of the key /results targeted by the project;
- Review work plans and progress reports (to the donors) submitted by the Regional Project Manager;
- Upon request by the Regional Project Manager advise on issues that are beyond the Regional Project Manager's competence;
- Contribute to quality assurance;
- Conduct annual reviews of project activities to assess the status of implementation of the project;
- Handle any other issues brought to the PAB's attention by any of its members.

EVALUATION PURPOSE, OBJECTIVES AND USE

A final evaluation of the third phase of the project "Promoting Gender Responsive Policies in South East Europe_ in Albania, Bosnia and Hercegovina, the Republic of Macedonia and the Republic of Moldova is conducted with a special focus on lessons learnt. The main purpose of this final evaluation is to assess in more detail the programmatic progress and performance of the above described intervention considering the following evaluation criteria: relevance, effectiveness, impact, organizational efficiency and sustainability.

The evaluation will not fully assess the programme's performance, as some of the activities will be ongoing while the evaluation takes place.

Specifically, the objectives of this evaluation are to:

- Analyse the relevance of the programme objectives, strategy and approach at the local, central and regional level;
- Assess effectiveness and a potential measurable impact of the programme intervention on the target countries;
- Assess organizational efficiency and coordination mechanisms in progressing towards the achievement of the programme results as defined in the intervention;
- Assess the sustainability of the results and the intervention in advancing gender equality in the target countries;
- Identify and document lessons learned, good practices and innovations, success stories and challenges within the programme, to inform future work of UN Women on gender responsive budgeting;
- Identify strategies for replication and up-scaling of the programme's best practices.

The findings of the evaluation are expected to contribute to effective programming, organizational learning and accountability. It will also be a key input to knowledge management on gender responsive in Albania, Bosnia and Hercegovina, the Republic of North Macedonia and the Republic of Moldova. The findings of the evaluation will moreover be used to engage policy makers and other stakeholders at local, national and regional level in evidence-based dialogues and to advocate for developing a sustainable intervention on Gender responsive budgeting.

Targeted users of the evaluation are the personnel of UN Women in Western Balkans and in the Regional office in Istanbul, the responsible parties, and the government counterparts at local and national levels, CSOs, and other UN agencies, donor community and development partners present in the countries of project implementation, and the programme beneficiaries. The evaluation should also provide specific recommendations as to the priority areas that should be considered to inform future programming in this area in Western Balkan. This would include interventions that require continued support, successful interventions for expansion, and recommendations on prioritizing interventions to maximize impact. It should also define recommendations to improve project management and maximize ownership by partners in the countries of project implementation.

3. EVALUATION SCOPE, METHODOLOGY AND QUESTIONS

3.1. SCOPE OF THE EVALUATION

The final evaluation of the Programme "Promoting Gender Responsive Policies in South East Europe" in Albania, Bosnia and Hercegovina, the Republic of North Macedonia and the Republic of Moldova will be conducted in the final stage of its implementation and will cover the period from February 8th 2017 to January 31st 2019. The evaluation is scheduled for the period between November 2018 and February 2019. The evaluation includes a data collection mission for the international expert to one of the countries of project implementation and mission to selected project locations for the national experts in Albania, BiH, the Republic of North Macedonia and the Republic of Moldova (in total duration of 18 days)..

The evaluation shall cover all aspects of the programme, and broadly allocate resources (time) in relation to the relative expenditure between the various components of the programme.

3.2 EVALUATION METHODOLOGY

The evaluation will be a transparent and participatory process involving relevant UN Women stakeholders and partners in the countries of project implementation. The evaluation will be based on gender and human rights principles and adhere to the United Nations Evaluation Group (UNEG) Norms and Standards and Ethical Code of Conduct and UN Women Evaluation Policy and guidelines¹⁸.

The evaluation is a final programme evaluation and both a summative approach focusing on capturing the lessons learned during the implementation and assessing the achievement of the results at output and outcome levels, as well as a formative, forward-looking approach assessing the applicability of the results will be employed. The evaluation methodology will furthermore follow a ToC approach and employ mixed methods including quantitative and qualitative data collection methods and analytical approaches to account for complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate.

¹⁸ Please see Annex 1 Evaluation References below

Methods may include but are not limited to:

- Desk review of relevant documents such as project and programme documents, progress reports, financial records, meeting minutes and monitoring reports, and secondary data or studies relating to the country context and situation;
- Semi-structured interviews focus group discussions, surveys with direct and indirect beneficiaries, implementing partners, donor and other stakeholders;
- Field visits and observation at selected programme sites.

Data from different research sources will be triangulated to increase its validity. The proposed approach and methodology have to be considered as flexible guidelines rather than final requirements, and the evaluators will have an opportunity to make their inputs and propose changes in the evaluation design. The methodology and approach should, however, incorporate human rights and gender equality perspectives. It is expected that the Evaluation Team will further refine the approach and methodology and submit a detailed description in the inception report.

Comments provided by the Evaluation Reference Group (ERG) and Evaluation Management Group (EMG) are aimed at methodological rigor, factual errors, errors of interpretation, or omission of information and must be considered by the evaluators to ensure a high-quality product. The final evaluation report should reflect the evaluator's consideration of the comments and acknowledge any substantive disagreements.

3.3. EVALUATION QUESTIONS

Considering the mandates to incorporate human rights and gender equality in all its work and the UN Women Evaluation Policy, which promotes the integration of women's rights and gender equality principles, these dimensions will have a special attention in this evaluation and will be considered under each evaluation criterion.

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

RELEVANCE

- To what extent was the design of the intervention and its results relevant to the needs and priorities of the beneficiaries? Was the choice of interventions relevant to the situation of the target group?
- To what extent is the intervention consistent with the national development strategies in the area of gender equality and women's empowerment, and reflect national/subnational priorities and commitments on GRB?
- To what extent key national partners were involved in the programme's conceptualization and design process?
- To what extent has gender and human rights principles and strategies been integrated into the programme design and implementation?
- To what extent does the UN Women possess the comparative advantage in the programme's area of work in comparison with other UN entities and key partners in the Western Balkans?
- To what extent the GRB regional project addresses the main needs of the project's target groups?
- To what extent has the GRB regional projects been aligned to other strategies and policies on gender mainstreaming in the different countries where it has been implemented and in particular on budgeting at the central and local levels?

EFFECTIVENESS

- To what extent have the expected results of the programme been achieved on both outcome and output levels?
- What are the reasons for the achievement or non-achievement of the programme results? Has programme achieved any unforeseen results, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How were they overcome?
- How effective have the selected strategies and approaches been in achieving programme results?
- How well did the intervention succeed in involving and building the capacities of rights-holders, duty-bearers, as well as the programme partners?
- To what extent are the programme approaches and strategies innovative for implementation of GRB? What -if any- types of innovative good practices have been introduced in the programme for the achievement of the results?

IMPACT

- What evidence exist that the programme has delivered longer term results from processes through to benefits? Have any unintended results been delivered?
- Is there a potential measurable impact of the programme intervention on the target group across all dimensions of empowerment?
- To what extent is the programme changing the dynamics of power in relationships between different groups?
- To what extent is the programme bringing about gender transformative changes that address the root causes of gender inequalities – including prevailing social norms, attitudes and behaviours, discrimination and social systems?

EFFICIENCY

- Have resources (financial, human, technical support, etc.) been allocated between the implementing partners strategically to achieve the programme outcomes?
- Has there been effective leadership and management of the programme including the structuring of management and administration roles to maximize results? Where does accountability lie?
- Have the outputs been delivered in a timely manner?
- To what extent has the GRB Regional Project management structure facilitated (or hindered) good results and efficient delivery?

SUSTAINABILITY

- What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time after the programme phase out?
- To what extent the intervention succeeded in building individual and institutional capacities of rights-holders and duty-bearers to ensure sustainability of benefits and more inclusive practices to local development?
- How effectively has the programme generated national ownership of the results achieved, the establishment of partnerships with relevant stakeholders and the development of in-country capacities to ensure sustainability of efforts and benefits?

- To what extent the GRB regional project fostered the participation of relevant CSOs and women's organizations in the different countries covered by the project?
- To what extent have the GRB initiatives been successful in making the linkages and agreements that would ensure the continuation of work on GRB? What factors are/will be critical to sustainability?
- To what extent has the programme been able to promote replication and/or up-scaling of successful practices?

4.1 EVALUATION GOVERNANCE STRUCTURE

A twofold evaluation governance structure for the evaluation will be established. An Evaluation Management Group (EMG) comprising of senior management of UN Women, Evaluation Task Manager and Programme manager will be established to oversee the evaluation process, make key decisions and quality assure the different deliverables. In addition, the evaluation will be quality assured by the UN Women Regional Evaluation Specialist for the ECA region, who is a member of the UN Women Independent Evaluation Office. Designated UN Women focal point who has not been involved in direct management of the programme, will serve as the evaluation task manager responsible for the day-to-day management of the evaluation and in enduring that the evaluation is conducted in accordance with the UN Women Evaluation Policy, United Nations Evaluation Group Ethical Guidelines and Code of Conduct for Evaluation in the United Nations system and other key guidance documents.

The establishment of an Evaluation Reference Group (ERG) will facilitate the participation of the key stakeholders in the evaluation process and will help to ensure that the evaluation approach is robust and relevant to staff and stakeholders. Furthermore, it will make certain that factual errors or errors of omission or interpretation are identified in evaluation products. The reference group will provide input and relevant information at key stages of the evaluation: inception report, draft and final reports and will support UN Women with the dissemination of the results.

4.2 PHASES OF THE EVALUATION PROCESS

The evaluation process has five phases:

- 1) Preparation: gathering and analysing programme data, conceptualizing the evaluation approach, internal consultations on the approach, preparing the TOR, establishment of the Evaluation Management Group (EMG) and the Evaluation Reference Group (ERG), stakeholders mapping and selection of evaluation team.
- 2) Inception: consultations between the evaluation team and the EMG, programme portfolio review, finalization of stakeholder mapping, inception meetings with the ERG, review of the result logics, analysis of information relevant to the initiative, finalization of evaluation methodology and preparation and validation of inception report.
- 3) Data collection and analysis: in-depth desk research, in-depth review of the programme documents and monitoring frameworks, in-depth online interviews as necessary, staff and partner survey/s, and field visits.
- 4) Analysis, validation and synthesis stage: analysis of data and interpretation of findings and drafting and validation of an evaluation report and other communication products.
- 5) Dissemination and follow-up: once the evaluation is completed UN Women is responsible for the development of a Management Response to evaluation recommendations within 6 weeks after the final approval of the evaluation report, publishing the evaluation report, uploading the final evaluation report on the UN Women GATE website and the dissemination of evaluation findings amongst key stakeholders.

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

5. EXPECTED DELIVERABLES AND EVALUATION TIMEFRAME

5.1 EVALUATION DELIVERABLES

The evaluation team is responsible for the following deliverables:

- **An inception report**: The evaluation team will present a refined scope, a detailed outline of the evaluation design and methodology, evaluation questions, and criteria for the approach for in-depth desk review and field work to be conducted in the data collection phase. The report will include an evaluation matrix and detailed work plan. A first draft report will be shared with the evaluation management group and, based upon the comments received the evaluation team will revise the draft. The revised draft will be shared with the evaluation reference group for feedback. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the final inception report.
- **Presentation of preliminary findings**: A PowerPoint presentation detailing the emerging findings of the evaluation will be shared with the evaluation management group for feedback. The revised presentation will be delivered to the reference group for comment and validation. The evaluation team will incorporate the feedback received into the draft report.
- **A draft evaluation report**: A first draft report will be shared with the evaluation management group for initial feedback. The second draft report will incorporate evaluation management group feedback and will be shared with the evaluation reference group for identification of factual errors, errors of omission and/or misinterpretation of information. The third draft report will incorporate this feedback and then be shared with the reference group for final validation. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the revised drafts.
- **The final evaluation report**: The final report will include a concise Executive Summary and annexes detailing the methodological approach and any analytical products developed during the course of the evaluation. The structure of the report will be defined in the inception report.

- **Evaluation communication products:** A PowerPoint/Prezi presentation of the final key evaluation findings and recommendations, and a 2-pager/infographics on the final key findings, lessons learned and recommendations. Consultants might be requested to do an online presentation of the preliminary findings.

5.2. EVALUATION TIMEFRAME

The evaluation is expected to follow the indicative timeframe below:

Tasks/deliverables	Expected delivery date
Desk review of background documentation	December 2018
Inception meeting with EMG	December 2018
Inception report (including two rounds of revision)	December 2018
Additional documents review, (online) interviews	December 2018
Visit to programme sites, debriefing with EMG and ERG and presentation of preliminary findings	January 2018
Draft report (including two rounds of revision)	February 2019
Final report and Evaluation communication products (brief PPT, two-pager)	March 2019

6. EVALUATION TEAM COMPOSITION AND REQUIREMENTS

An evaluation team consisting of an international consultant as a Team Leader who will be the main responsible person for the satisfactory delivery of all the deliverables listed above and one national consultant in each of the countries of project implementation as Team Members who will support all substantive aspects of the evaluation. The international consultant, as team leader, is responsible for overall coordination of the production of deliverables during all phases of the evaluation process, ensuring the quality of outputs and application of methodology as well as timely delivery of all evaluation products in close collaboration with the evaluation task manager and the evaluation management group. The national consultants will provide support to the international consultant. The team leader is expected to lead the first data collection mission in Albania while the national consultants under the coordination of the team leader will follow up on data collection in BiH, the Republic of North Macedonia and the Republic of Moldova.

6.1. DUTIES AND RESPONSIBILITIES OF THE INTERNATIONAL CONSULTANT ARE AS FOLLOWS:

- Leading the inception phase and developing an inception report outlining design, approach and methodology of the evaluation and an the workplan of the evaluation team
- Directing and supervising the work of the 7 national consultants in carrying out collection, research and analysis of relevant documentation and other data, and reporting;
- Overseeing and assuring quality of data collection and leading the analysis of the evaluation evidence;
- Preparing for meetings with the reference groups and other stakeholders
- Leading the preparation of the draft and final evaluation reports and evaluation communication products

6.2.

DUTIES AND RESPONSIBILITIES OF THE NATIONAL CONSULTANT ARE AS FOLLOWS:

- Supporting team leading during inception phase and gathering documents, following up with UN Women offices in the countries of project implementation and synthesizing relevant information;
- Assisting in the preparation of the mission with UN Women offices when is relevant;
- Supporting the team leader with country data collection;
- Conduct interviews and collect additional data as needed;
- Attending and supporting the preparation of all meetings and presentations;
- Supporting the team leader while undertaking the analysis the evidence.

6.3.

QUALIFICATIONS AND REQUIRED EXPERTISE OF THE INTERNATIONAL CONSULTANT:

- At least a master's degree in social sciences, economics, international relations, gender studies or a relevant social science related area;
- 7 years of relevant experience of periodically conducting evaluations of strategies, policies and/or development programmes and projects;
- Proven experience of designing and leading or participating in gender-responsive and human rights-based evaluations utilising participatory approaches and methodologies;
- Knowledge and experience in gender equality and women's empowerment, gender mainstreaming and gender analysis;
- Demonstrated facilitation and communications skills, experience in participatory approaches and ability to negotiate amongst a wide range of stakeholders;
- Ability to produce well-written analytical reports;
- Previous work experience in countries in transition. Previous experience working in South East Europe and/or in particular in Albania, BiH, North Macedonia and the Republic of Moldova will be considered a strong asset;
- Experience with the United Nations system will be considered an asset;

- Proficiency in English
- Knowledge of any of the languages of the countries involve in this evaluation will be considered an asset.

6.4.

QUALIFICATIONS AND REQUIRED EXPERTISE OF THE NATIONAL CONSULTANT:

- At least a master's degree related to one or more of the following: economics, social sciences, development studies, gender studies or a related area;
- 5 years of relevant experience in the area of Gender Equality and relevant knowledge of the GE and legislation and normative frameworks in the countries of project implementation; Knowledge in the area of GRB would be considered an asset;
- Knowledge and experience of gender-responsive and human rights-based approaches to evaluation;
- Experience of conducting gender-responsive evaluations and/or applied research utilizing a wide range of approaches and methods;
- Ability to produce well written reports;
- Demonstrated facilitation and communications skills, experience in participatory approaches and ability to negotiate amongst a wide range of stakeholders;
- Experience within the United Nations system will be considered an asset;
- Proficiency in English.

6.5.

COMPETENCIES AND CORE VALUES FOR INTERNATIONAL AND NATIONAL CONSULTANTS:

- Strong analytical, writing and reporting abilities;
- Strong interpersonal and communication skills, ability to lead a team and negotiate amongst a wide range of stakeholders;
- Commitment to quality products and deadlines;
- Builds strong relationships;
- Focuses on impact and results and responds positively to feedback;
- Approaches work with energy and a positive, constructive attitude;

- Demonstrates/safeguards ethics and integrity;
- Demonstrated corporate knowledge and sound judgment;
- Acts as a team player and facilitates team work;
- Facilitates and encourages open communication in the team, communicating effectively;
- Learns and shares knowledge and encourages learning of others;
- Demonstrates integrity and fairness by modelling UN values and ethical standards;
- Demonstrates professional competence and is conscientious and efficient in meeting commitments; observing deadlines and achieving results;
- Displays cultural, gender, nationality, religion and age sensitivity and adaptability.

Please visit this link for more information on UN Women's Core Values and Competencies: <http://www.unwomen.org/-/media/headquarters/attachments/sections/about%20us/employment/un-women-employment-values-and-competencies-definitions-en.pdf>

ANNEX 1:

RELEVANT EVALUATION REFERENCES

1. Evaluation of the first phase of the programme “Promoting Gender Responsive Policies in South East Europe” in Albania, Bosnia and Hercegovina, FYR Macedonia and the Republic of Moldova <http://gate.unwomen.org/Evaluation/Details?evaluationId=4733>
2. Evaluation of the second phase of the programme “Promoting Gender Responsive Policies in South East Europe” in Albania, Bosnia and Hercegovina, FYR Macedonia and the Republic of Moldova
3. <http://gate.unwomen.org/Evaluation/Details?EvaluationId=5013>
4. Evaluation Policy of the United Nations Entity for Gender Equality and the Empowerment of Women (UNW/2012/8): www.un.org/ga/search/view_doc.asp?symbol=UNW/2012/12&Lang=E
5. How to Manage Gender Responsive Evaluation. Evaluation Handbook: www.unwomen.org/en/digital-library/publications/2015/4/un-women-evaluation-handbook-how-to-manage-gender-responsive-evaluation
6. UN Women Global Evaluation Reports Assessment and Analysis System (GERAAS): www.unwomen.org/~media/headquarters/attachments/sections/about%20ous/evaluation/evaluation-geraasmethodology-en.pdf
7. Standards for Evaluation in the UN System: www.uneval.org/document/detail/22
8. Norms for Evaluation in the UN System: www.uneval.org/document/detail/21
9. Integrating Human Rights and Gender Equality in Evaluation – towards UNEG Guidance: www.uneval.org/document/detail/980
10. UNEG Guidance Integrating Human Rights and Gender into Evaluation: www.uneval.org/document/detail/1616
11. UN SWAP Evaluation Performance Indicator: www.uneval.org/document/detail/1452
12. UNEG Quality Checklist for Evaluation Reports: www.uneval.org/document/detail/607
13. UNEG Ethical Guidelines: www.unevaluation.org/document/detail/102
14. UNEG Code of Conduct for Evaluation in the UN: www.unevaluation.org/document/detail/100

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

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



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