

Evaluation Report



UNIFEM's Work on Gender-Responsive Budgeting

Overview



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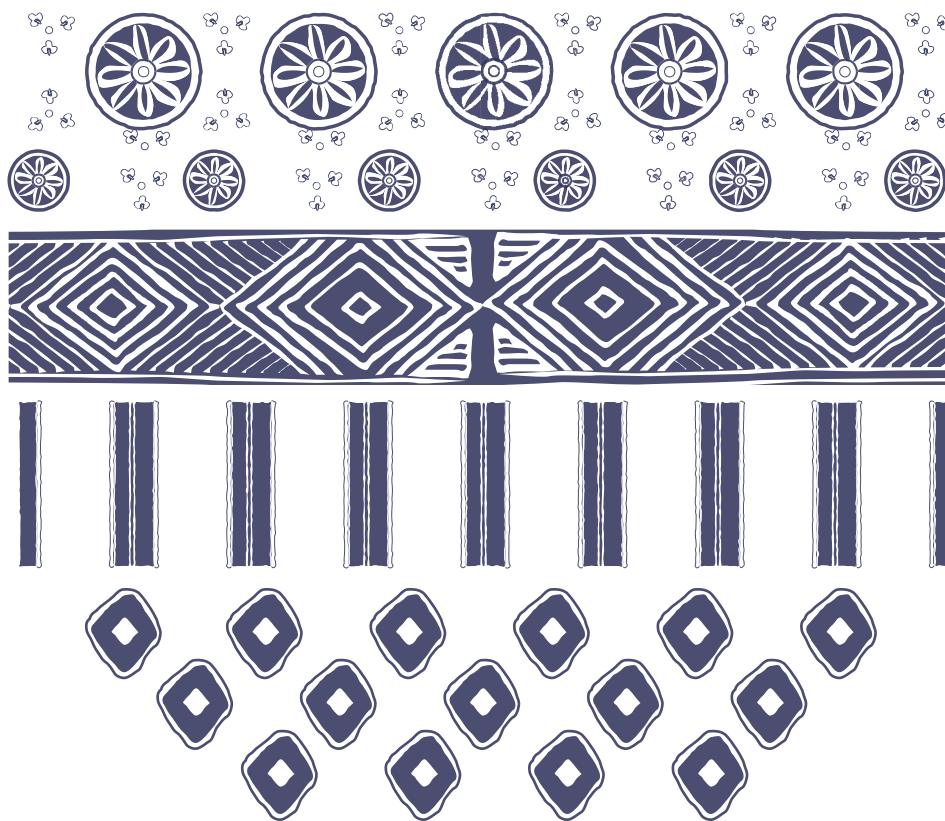
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Evaluation Report

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Overview

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Acronyms

BPFA	Beijing Platform for Action
CEDAW	Convention for the Elimination of all forms of Discrimination against Women
CNAM	National Council for the Advancement of Women (Mozambique)
CONAMU	National Council for Women (Ecuador)
CSO	Civil Society Organization
DEPF	Directorate for Studies and Financial Forecasting (Morocco)
FAO	Food and Agricultural Organization
GBI	Gender Budget Initiative
GRB	Gender-Responsive Budgeting
GTZ	German Development Cooperation Agency
HQ	Headquarters
IFAD	International Fund for Agricultural Development
MDGs	Millennium Development Goals
MTEF	Medium-term Expenditure Framework
MTR	Midterm Review
NDP	National Development Plan
OECD DAC	Organisation for Economic Cooperation and Development, Development Assistance Committee
PRSP	Poverty Reduction Strategy Paper
RBA	Rights-based approach
SENPLADES	National Secretariat of Planning and Development (Ecuador)
SWAP	Sector Wide Approach
UN	United Nations
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women

Executive Summary

Placing gender equality and women's empowerment as central to budget reform is a strategic lever for significant change to women's lives. UNIFEM has played an influential role in setting the international agenda for Gender-Responsive Budgeting (GRB) since 1997 and continues to support innovative programmes and strategies to influence budgets. The development of UNIFEM's approach to GRB has been guided by an empowerment framework grounded in CEDAW and Beijing commitments and based on the promotion of women's rights opportunities and capacities. As well as setting the conceptual agenda internationally, UNIFEM has played a leading role in the promotion of approaches and strategies to GRB internationally. This report forms the third phase of a corporate evaluation of the GRB programme and has three main purposes¹:

To assess the extent of UNIFEM's contribution to raising awareness and capacity-building about gender budgets;

To extract good practices and inform UNIFEM's strategic guidance for future programming on GRB; and

To propose a typology of GRB programmes and to develop data capture systems and monitoring tools at a country level for different 'types' of programmes/projects.

Main Findings

Gender Budgeting Initiatives (GBIs) can be seen as instruments for achieving gender mainstreaming, and an exploration of UNIFEM's experience in the field shows variations in approaches to GRB. There are also considerable variations in the theories of change that accompany these different understandings of GRB and a potential blurring of GRB approaches. Three examples that will be examined in detail

in the main body of this report, from Latin America, Nigeria and Egypt, demonstrate the importance of exploring the assumptions underlying the approaches used. This is a key step toward achieving results, and it highlights the need to influence the policies and develop the capacity of both government **and** civil society, as the sustainable effectiveness of the programmes was greater where this occurred.

Relevance

Were the approaches used suited to the context?

There are some good examples of programmes that have made links between CEDAW and GBIs in identifying key issues of importance for women and using these as the basis for achieving change in policy-making and budgets. A more detailed examination of these examples could provide the basis for the development of a more rights-based approach. However, there is still a need to make the links between women's issues and GBIs clearer in UNIFEM's work. In particular, to make such links in a sustainable way, there is a need for GRB approaches to focus on both civil society and government partners, involving the former in identifying policy priorities and holding government to account for budget allocations and the implementation of policy.

¹ For the full evaluation purpose, objectives, scope, and methodology, see Section 1.

Effectiveness

Did the approaches meet their objectives?

A general conclusion that can be drawn is that results achieved can be attributed to consistent efforts over time and particularly to considerable capacity-building efforts, as is shown in the GRB programme and the work in Egypt. In both cases, support has focused over time on raising awareness of the importance of gender to budgetary processes, building capacity to be able to use gender analysis and to develop gender indicators to measure progress and providing ongoing support that responds to the reality of local policy and budget processes. Two examples from India and Bolivia show the need to integrate GBIs at the local level with support to integrate gender in national-level policy. This would suggest positive benefits to working simultaneously at the local and national levels. Ensuring that national-level policy reflects gender equality concerns can provide a supportive framework for initiatives with local government.

All of the examples referred to highlight the need for UNIFEM to focus monitoring and evaluation systems on assessing the contribution made by their support to achieving results. There is a need to clarify in particular what UNIFEM's support is seeking to achieve and then to assess the success of such support. For example, in the GRB programme the focus was on getting gender included in call circulars, whereas in Egypt results were assessed in terms of references to key women's needs in national development plans.

In addition, there are good examples from Mozambique and Egypt of the effect that cadres and networks can have on the sustainability of interventions, helping to build commitment and ensuring that experienced individuals are available for coaching and mentoring.

In addition, an example from Russia of the use of the Internet for sharing materials and experience is of particular interest. It should be explored further to examine its potential in raising the capacity of government and CSO officials in order to promote GRB in a country where great geographic distances impede face-to-face contact, for example, through electronic discussion fora and the provision of distance learning courses.

Strategies

There is good evidence of a range of interesting and innovative approaches to capacity-building, suggesting that this is a key area of strength for UNIFEM. Given the anecdotal evidence of the impact of these approaches, this is an area where lesson learning and the collection of data on impact should be focused. There is, however, much more limited evidence of successes in partnerships, evidence-based advocacy, or sector piloting. These are all areas where further work is required to understand how these strategies are used and to collect data on their effectiveness. There are a number of other examples of strategies with potential for furthering the aims of GRB from Egypt, Albania, Serbia and Armenia that should be explored further.

Sustainability

Will any benefits be continued?

The key successes in sustainability are embedding GRB in academic programmes and training for public officials. These examples are of particular importance given the anecdotal evidence from the GRB programme in Ecuador that such capacity-building programmes can have a positive impact in the medium to long-term. Support for the creation of a 'Gender and Economics' diploma and 'Gender and Fiscal Policy' academic course helped to institutionalise academic courses in GRB, a significant contribution to sustaining GRB beyond the programme's lifetime.

Programme Management

There are some examples of the contributory roles played by individual staff, such as programme coordinators, regional directors and technical advisers, in advancing GRBs in Latin America and Egypt, for example. Given the limitations noted by the GRB programme evaluation due to staff gaps, this is an area that should be explored further to examine how management staff have made a difference to the effectiveness of the programmes. As in the evaluation of the GRB Phase II Programme, the evaluation of the experience of work in Latin America noted the limited use of planning and management tools. This is an area where particular efforts are required to ensure that examples of good practice are backed up with hard evidence of progress and impact.

Many programmes noted gaps in GRB expertise, particularly among in-house staff. Given the continuing importance of GBIs to UNIFEM and the lack of consensus on what they are, noted above, this is an area where particular efforts are required to develop a better sense of what GRB is and to collate and disseminate good examples from the field.

Main Recommendations

Three sets of recommendations are related to the three evaluation criteria used: relevance, effectiveness and sustainability.

Ensuring Relevance

There is a need for UNIFEM to clarify what GRB means in different contexts and what different approaches to GBIs aim to achieve.

The report provides a proposed typology as a helpful starting point. However, an important part of a process of developing clarity is building a shared understanding within UNIFEM based on the diverse experience within the organization. This is a process of drawing on this experience in a robust way and then ensuring that the shared understanding and the experience are widely disseminated in order to become part of UNIFEM's normal business. As an important part of this clarification of what GRB means, there is a need to build on the excellent conceptual work done by UNIFEM and on the range of field experience that has been developed **to ensure that a rights-based approach to GRB is consistently implemented in UNIFEM's programme.** This consists of a number of different elements:

Pulling together examples of what works and using these to develop practical guidance to ensure consistency;

Developing a clear position on the respective roles of government and civil society in the identification of women's priorities, representation in decision-making fora, and processes to ensure accountability; and

Ensuring that there is practical guidance available on how these roles should operate and how they can best be supported.

Maintaining Effectiveness

There is an important need for UNIFEM to re-clarify its strategic advantage in taking GRB forward.

In particular, there is a need for UNIFEM to set out its strengths and make clear the linkages among three different roles: leading theoretically and conceptually; supporting GBIs in the field; and collecting, analysing and disseminating the experience of GBIs. Each of these three roles has implications for the organization, namely:

Conceptual leader – UNIFEM's role is well established. It is recommended that efforts be focused on developing practical guidance based on field experience, as discussed above.

Supporting GBIs – The evaluation has identified a number of capacity gaps in the organization that will take considerable efforts to fill. It is recommended that UNIFEM focuses its efforts on areas where it is able to add the most value, as is explored further under Sustainability.

Disseminating Experience – UNIFEM's role is well established, although the evaluation has highlighted some weaknesses. It is recommended that UNIFEM should now focus significant efforts on strengthening evaluation of impact based on solid data and evidence.

There is a need for UNIFEM to focus efforts over the remaining two years of the Strategic Plan on collecting and analysing evidence for lesson learning and evaluating contributions to **achieving the results envisaged in the programme hypotheses.** The guidance in the report provides the monitoring and evaluation tools that can help in finding a way forward. What is perhaps more important is the need for capacity within the organization to be able to carry out monitoring and evaluation and the incentives for staff to focus their efforts on this key task.

Focusing on Sustainability

It is recommended that UNIFEM focuses lesson learning and evaluation efforts on partnerships and capacity-building in order to record successes to date and to help in developing future GRB strategies.

There is anecdotal evidence from the evaluation to suggest that UNIFEM's support to capacity-building has been key to achieving some of the results in GRB. While partnerships are clearly important in GRB, there is much less evidence to support any claims for results achieved.

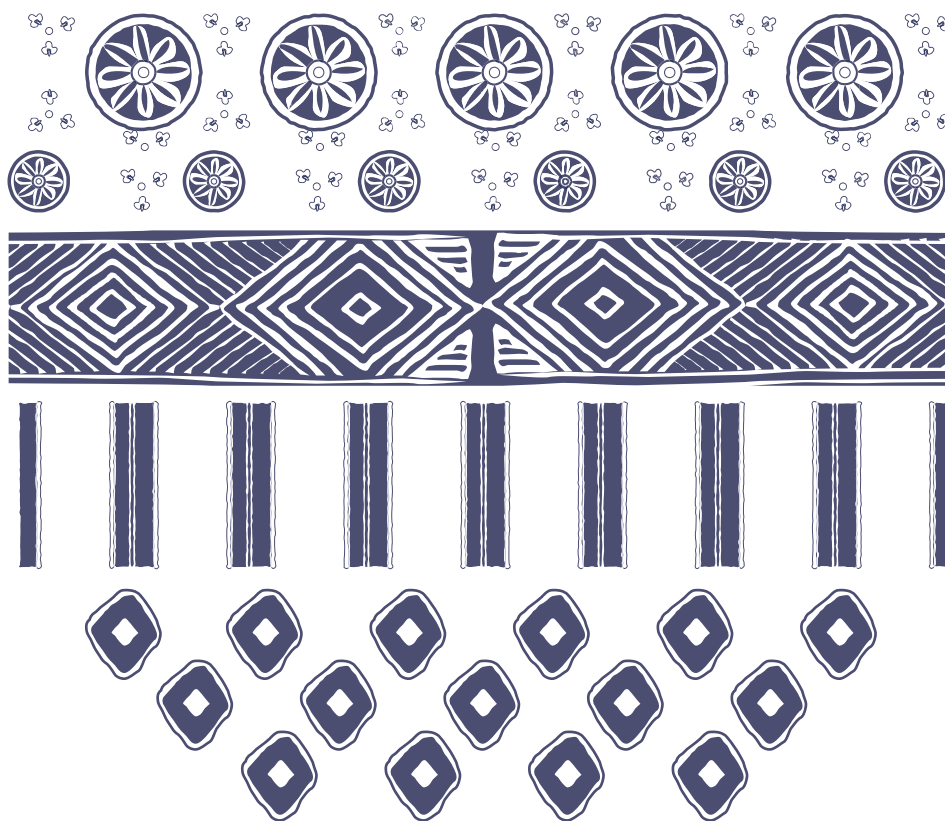
Partnerships are an area where there is a need for greater clarity on the respective roles of government and civil society and for a clear strategy for support. **Building and sustaining partnerships requires a conscious and sequenced strategy.** To ensure access to all areas of engagement for GRB, UNIFEM should map the range of government, civil society, and donor partnerships that the programme requires and then proceed systematically to develop those partnerships, assessing the most strategic relationships and sequencing their development according to opportunities and resources.

Capacity-building has been central to achieving some of the key results in GRB and is a route to sustainability. It is recommended that:

1. There is a need in the short-term to ensure that capacity-building work is effectively monitored;
2. UNIFEM should consider adopting a quality assurance role for GRB capacity-building in terms of both resources/materials development and courses; and
3. There is a need for UNIFEM to focus efforts on areas where there are the greatest needs and where the organization has the greatest strengths—for example, the need to build up GRB technical capacity in different regions; and longer term approaches, such as academic courses and government staff training.

Part A

Gender-Responsive Budgeting



Lessons & Results

1. Evaluation purpose, objectives, and methodology

SDDirect was contracted by UNIFEM's Evaluation Unit to conduct one of the first corporate evaluations of UNIFEM's global work, looking at Gender-Responsive Budgeting (GRB) – see Annex 1 for the full terms of reference. The evaluation was conducted in three stages:

Stage 1 was a preliminary rapid assessment of GRB initiatives that aimed to clarify the scope of evaluation;

Stage 2 focused on a specific international programme, the *Global GRB Programme: Phase II*, as an evaluation case study and aimed to assess the programme's results at the country level; and

Stage 3 builds on the findings of these first two stages, aiming to assess the overall appropriateness (effectiveness, relevance, and sustainability) of UNIFEM's approach to GRB programming in light of the Stage 2 evaluation.

It is intended that the results of the evaluation will be used as significant inputs for:

UNIFEM's thematic strategy, reflection, and learning about work on GRB programming;

The design and implementation of the third stage of the GRB programme; and

Improving the monitoring and evaluation systems of UNIFEM's current GRB programmes and preparing the impact evaluation of the selected countries.

This report documents the third stage of the evaluation. This stage of the evaluation had three main purposes:

To assess the extent of UNIFEM's contribution to raising awareness and capacity-building about gender budgets, as well as increasing gender equality in budgetary processes at country, regional and cross-regional levels;

To extract good practices and inform UNIFEM's strategic guidance for future programming on GRB; and

To propose a typology of GRB programmes and to develop data capture systems and monitoring tools at a country level for different 'types' of programmes/projects. The developed tools will be used to enhance programming by tracking the progress of different 'types' of GRB programmes and projects.

In response, this report is structured as follows:

Part A

The first two sections focus on UNIFEM's role in awareness-raising and capacity-building on gender budgets. Section 2 seeks to situate UNIFEM's work on GRB in the literature on gender budgets. Section 3 provides an initial mapping of UNIFEM's work on GRB internationally.

The next section brings together the existing evidence of the results of UNIFEM's work so far, drawing on the limited evaluation data that exist. Sections 3 and 4 attempt to extract good practices and wherever possible the evidence to support these claims. Section 5 draws conclusions in mapping a way forward.

Part B

The remainder of the report concentrates on a proposed typology of GRB interventions for UNIFEM and begins the process of developing data capture systems and monitoring tools for the different types of intervention identified. Section 6 sets out the proposed typology of interventions. Section 7 details an approach to developing monitoring systems and to the collection of data for better assessment of progress and impact of GRB interventions. This section outlines potential indicators for the types identified. Section 8 provides recommendations for taking this work forward.

Scope

At the start of the evaluation, UNIFEM's GRB programme team proposed a set of criteria to define the scope of the desk review. The evaluation team used these criteria to select GRB initiatives that were:

Ongoing initiatives or initiatives implemented during the period 2005–2008;

Initiatives with a duration of one year or more (so as to exclude one-off activities);

Cross-regional, regional, or country programmes that had a GRB focus or GRB as a main tool or strategy for the programme; and

Furnished with adequate documentation.

The third stage of the evaluation examined the following UNIFEM programmes:

The Gender-Responsive Budgeting in South-East Europe programme;

The Engendering Budgets: Making Visible Women's Contributions to National Development in Latin America programme;

The Equal Opportunities for Women in the National Budget of Egypt programme;

The Gender Budgets in Russia project;

The Nigeria Mainstreaming Gender Equality into States Economic Empowerment and Development programme; and

The Effective Use of GRB Tools and Strategies and Local-Level GRB programmes in India.

The evaluation did not include examination of UNIFEM's cross-regional programmes linking GRB and aid effectiveness, nor did the third stage examine joint UNIFEM GRB programmes in partnership with UN agencies such as UNFPA and UNCDF/UNDP.

Methodology

The data for Stage 3 were gathered using three tools: an academic literature review, a desk review of UNIFEM's GRB programming portfolio, and an e-mail survey of UNIFEM staff engaged with GRB work – see Annex 3 for those interviewed and those who responded to the survey. Details of each of these tools are provided below.

Literature Review

The academic literature review (see Annex 4 for documents reviewed) aimed to document the theoretical and conceptual foundations of GRB and the relevant policy and institutional contexts within which gender budget initiatives have taken place. It provides a mapping of UNIFEM's GRB experience and includes other UN agency work on GRB, where this has been documented and analysed in the literature. It documents data that contribute to the assessment of the results, programme strategies, and management of UNIFEM's GRB work and document constraints and good practices identified in the literature.

Desk Review

In addition to the evaluation of the GRB Phase II Programme, a desk review of selected UNIFEM GRB interventions was carried out. The interventions selected are listed above, and the documentation reviewed is set out in Annex 4. The limitations of the documentation provided are discussed in the introduction to Section 4.

E-mail Survey of UNIFEM Staff

The evaluation team developed a questionnaire (see Annex 5) in consultation with UNIFEM's Evaluation Unit and GRB Programme. In January 2009, UNIFEM's Evaluation Unit contacted all Regional Programme Directors requesting contact names for the distribution of the survey. The questionnaire was e-mailed in February to seven named staff, one RPD in a region identified as having GRB initiatives not already evaluated, one RPD in a region where a GRB initiative had been evaluated and a further six Re-

gional Programme Directors in regions where no specific staff had been identified and no response received to the e-mail sent in January. The questionnaire contributes to the final evaluation report by providing perceptions-based, qualitative data on programme context, results, strategies and management.

The main limitation of the evaluation as a whole was **the lack of systematic monitoring data for any of the programmes covered**. In many cases, considerable work had been invested in developing logical frameworks and detailed indicators for the programmes, but it did not seem that the same effort had been put into establishing mechanisms for collecting monitoring data to enable the assessment of progress as programme implementation proceeded. In general, it was found that the only data available were a relatively simple monitoring of whether specified activities had taken place. At all stages of the evaluation, the team had to rely primarily on interviewees' recollections and opinions or questionnaire responses. The main limitation of using this type of qualitative data is that many of the findings are anecdotal. It is possible to highlight what appear to be examples of good practice, which can potentially be learned from. However, lack of robust monitoring data remained a limitation for the evaluation.

2. Situating UNIFEM's GRB work within the literature

The purpose of this review is to describe the key influences of GRB in practice and to highlight the conceptual foundations of GRB. UNIFEM has played a key role in the development of thinking on and approaches to GRB and this review draws on the main publications that the organization has made available. This section provides an overview of the rationale for GRB, which informs and underpins the GRB theories of change.²

2.1 Theoretical and conceptual foundations of GRB

Feminist theorists, activists, and practitioners have made fundamental contributions to the development and continuing evolution of UNIFEM's GRB. The aims of GRB are broadly summarized in Box 1.1. Below we note some of the key theoretical and conceptual foundations of GRB.

Box 1.1 Gender-responsive budgeting aims to raise awareness of the gendered impacts of budgets and to make governments accountable for ensuring their budgets promote the achievement of gender equality and women's rights, especially among the poor.

The main theoretical and conceptual foundations of GRB can be summarized as follows:

Macroeconomic frameworks are not gender-neutral, and budgets as key fiscal instruments reinstate this bias. At the macrolevel, economic frameworks do not account for many women's contributions to the economy (by not taking into consideration their unpaid work) resulting in a highly biased macroeconomic framework. Budgets and fiscal policy do not take into consideration the

requirements for addressing this bias. As such, budgets are gender biased in their overall conceptualization, formulation, execution, and impacts. At the institutional (meso) level, where budgets are situated, it has been demonstrated that the decision-making behind taxation policies and the distribution of public financial resources is highly gendered, as is their impact. Yet the gendered impacts of budgets are not factored into policy and budgeting strategies. At the microlevel, neither unpaid care nor gender differences in roles and responsibilities in the household or the workplace are considered. As a result, policy design and implementation are likely to be flawed and ineffective. For example, infrastructure and safety net policies often fail to factor in women's domestic workloads and responsibilities for household care; they often assume that women who are not in the labour force have free time and are therefore available to work in return for benefits, resulting in a decline in women's ability to care for the household or the inability of women to take up the benefits on offer.

Government has a central role in reducing gender inequalities and in promoting women's rights - A

A fundamental assumption of GRB is that government policies and associated budgets should be bound by national and international commitments towards gender equality and women's rights and provide an effective means to promote gender equality, women's empowerment and women's rights. Commitments should be translated into allocations to public programmes that address inequalities and respond to women's rights. Feminist as well as other development-oriented research demonstrates that economic growth does not automatically translate into improvements in well-being of a society or in the elimination or reduction in inequalities. The feminist and development discourses recognise that the state has an important role in ensuring efficiency and equity in the allocation of economic resources and in ensuring complementarities between economic and social goals. Engendering

² It is outside of the scope of this report to give a critical analysis of GRB's theoretical foundations or practices.

macroeconomic policy, particularly fiscal policy, is seen as a means to strengthen the sustainability and equity of economic.

Differences between and within households must be accounted for - GRB, like other pro-poor, equity-oriented budgeting approaches, recognises that government policy and budgeting must account for differences *between* different types of households (rich/poor, different racial/ethnic groups and geographic locations). However, *intra*-household differences are just as important but are not usually considered in conventional policy and budgeting activities. Recognising the significance of gender differences within households is central to gender analysis of policy and budgeting and is a key aspect of GRB.

Women’s unpaid care work is generally not recognised in policy and budgeting and is considered as an elastic resource - GRB incorporates the ideas of feminist research that highlight the economic and social significance of women’s role in maintaining the social framework through the provision of unpaid care, raising children to be responsible members of society, providing sustenance for all family members (including those in paid work), strengthening family and community networks and maintaining voluntary organizations. Conventional budgeting analyses, including performance-based approaches, fail to account for the unpaid caring work essential for the well-being of family units and communities.

Gender analysis makes a direct link between women’s unpaid labour and CEDAW by positioning the gender division of labour at the root of gender inequality and discrimination against women.³ It recognises that women in all societies are largely responsible for the unpaid labour required for bearing, rearing and caring for children, family and community. Budgets for care-related programmes (e.g., child care, health care, water,

electricity, etc.) impact on women’s unpaid care burden and time use. This unpaid labour burden puts women at a disadvantage compared with men. Unpaid labour time may deplete women’s resources and/or make it more difficult for women to benefit from other opportunities, such as gaining access to health, education services and the labour-market. Thus, addressing the unpaid labour burden of women is central to GRB at the level of policy formulation as well as monitoring and evaluating budget implementation at sectoral, institutional and macrolevels.

GRB strengthens economic governance and sustainable development - In common with other forms of equitable and participatory budgeting, GRB seeks to make clear the wider benefits of GRB, which include:

More sustainable economic growth and overall social well-being;
More effective use of public resources;
Greater transparency in use of public resources;
Improved transparency in public policy formulation, implementation and impact; and
Advancement of a country’s broad social objectives.

GRB: Rights-Based Approaches and Efficiency Arguments - Both rights-based and efficiency arguments have been used to advance and advocate for GRB. Economic efficiency arguments for GRB demonstrate that gender inequality has costs for women, the economy, and the broad developmental objectives of a society.⁴ Gender-responsive macroeconomic analysis recognises the real costs of unpaid care for the economy as a whole and emphasises the false economies that arise when women’s labour is overburdened. Efficiency arguments highlight the opportunity costs of overusing women’s unpaid labour. These wider costs of overburdening women occur through

3 Budlender, Debbie, 2004, *Budgeting to Fulfill International Gender and Human Rights Commitments*, UNIFEM Regional Office for Southern African and Indian Ocean States, Harare.

4 There is a powerful critique of notions of efficiency used by orthodox economics and employed in policy development and decision. It is argued that this is an inherently conservative concept that can be used as an excuse to preserve inequalities. See Elson, 2006, cited above.

productivity losses, when women work less effectively in paid work and/or when social productivity declines as women are unable to maintain proper care for the household and community.⁵ Efficiency arguments, together with rights-based approaches, are critical for implementing GRB in macroeconomic policy design and analysis. This is an area of GRB that is well advanced in the literature. However, in practice, GRB interventions in macroeconomic policy have been limited.

2.2 Rights-based approach to GRB

GRB is increasingly grounded in rights-based approaches, with rights cited as a fundamental justification for GRB. UNIFEM's GRB programme has formally endorsed rights-based approaches through its stated aim to "... monitor government budgets for compliance with the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)".⁶ (See Box 1.2 below) To this end, UNIFEM has supported the production of two state-of-the-art resources for rights-based approaches to GRB through the publication of two key resources that are drawn on in this report:

Budgeting to Fulfil International Gender and Human Rights Commitments (2004) by Debbie Budlender - a practical, user-friendly handbook with examples drawn from Southern African experiences explaining how to use GRB as a tool for implementing CEDAW and Beijing commitments, 2004, with sample questions and indicators.⁷

Budgeting for Women's Rights: Monitoring Government Budgets for Compliance with CEDAW (2006) by Diane Elson⁸ - a comprehensive framework for applying a rights-approach to budgets from a gender perspective and gives broad guidelines for assessing budget processes against the appropriate budget allocations and against standard principles for non-discriminatory budgets and policies.

Box 1.2 Rights-based approaches to GRB:⁹

Mandate the budget to situate people's rights at the core of their policies;

Require that women are not regarded as a vulnerable group who are the beneficiaries of government assistance, but rather as rights holders whose governments are under an obligation to empower and protect;

Are concerned with the treatment of women as autonomous citizens, and with the transformation of traditional gender roles so as to achieve substantive equality between women and men;

Seek to identify gender inequalities in budget processes, allocations, and outcomes; and assess what states are obliged to do to address these inequalities;

Focus on the direct benefits to women, not indirect benefits, such as benefits to the family/husbands/fathers/sons, which women may also benefit from inequitably;

Go beyond making particular groups visible in the budget, to identify and evaluate expenditure in relation to specific benchmarks for priorities, equality, and adequacy;

Focus on advocacy for strengthening accountability and transparency in the promotion of women's economic and social rights;

Recognise that identical treatment does not constitute substantive equality, that differential treatment may be necessary to address specific gender needs (e.g., reproductive health), or to correct discrimination against women; and

Require consultation and participation of beneficiaries of policies, programmes, laws, and other measures.

⁵ Elson, Diane, 2002, "Gender Responsive Initiatives: Some Key dimensions and Practical Examples", Paper presented at the Conference on *Gender Budgets, Financial Markets, Financing for Development*, 19 and 20 February 2002, Heinrich-Boell Foundation, Berlin.

⁶ UNIFEM, *Upscaling Gender Responsive Budgeting for Accelerated Action towards Gender Equality, Phase II (2009-2011)*, September 2008, UNIFEM, New York

⁷ A similar handbook with relevant examples from other regions would be a useful resource.

⁸ In 2008, this was published by UNIFEM in a much shorter pamphlet version.

⁹ From Elson, Diane, 2006, *Budgeting for Women's Rights, Monitoring Government Budgets for Compliance with CEDAW*, UNIFEM, New York.

Accountability and results-based approaches to GRB - Results-based approaches go hand in hand with accountability. At the corporate level, UNIFEM aims to demonstrate that its GRB programme is achieving expected results.

“It is important to ensure that GRB programmes go beyond cosmetic actions to demonstrate government support to GRB work, but to demonstrate how governments are responding to gender equality priorities.”¹⁰

At the implementation level, a results-based approach to GRB programmes requires clarity about the aims, expected outcomes, purpose and goals, and continuous tracking of indicators of progress. Once the issue or problem area is analysed, the key interventions for the programme can be identified. The causal relationship among the problem to be addressed, the identified intervention (output) and the anticipated transformation (outcome) needs to be clarified to identify specific indicators for progress that can be tracked over the lifetime of the programme. Although causality, particularly at the “goal” level, cannot be directly attributed to GRB programming, there needs to be a more systematic conceptualization of GRB. This should seek to identify causality, even in a notional way, by making explicit the expected linkages among inputs, outputs and outcomes. The GRB literature suggests a clear need for strategic planning in gender budgeting approaches and a clearer vision of expected outcomes and results.¹¹ This is a key theme of the present evaluation, which has results-based planning at its heart.

Gender budgeting is political - The political nature of budgeting in general and GRB in particular is implicit in rights-based approaches to GRB, in which budgeting is viewed not solely as a technical exercise but as part of

a set of mutually supporting processes, systems, rules and norms which ensure that resources are used in a fair and just manner.¹² GRB does not take place in a vacuum; rather, it requires a supportive and responsive institutional environment, where the principles of gender equality and women's empowerment are not continually challenged and/or undermined by formal or informal rules and norms.

2.3 Institutional context: UN conventions and UNIFEM's corporate vision

UNIFEM's programme strategy is guided by an empowerment framework, which is based on promoting women's rights, opportunities and capacities in line with CEDAW and the Beijing Platform for Action.¹³ UNIFEM's rights-based approaches to GRB are grounded in CEDAW and Beijing commitments—both in the broad conceptualization of GRB and in the practical application of GRB in specific contexts. Following Beijing, UNIFEM's GRB programming represents an approach that applies to all of the budget, not only “women's projects” and to all aspects of the budgeting process from policy formulation, to resource allocation and taxation decisions, to monitoring budget execution and impact assessment.

Using CEDAW commitments as the cornerstone for rights-based approaches (RBAs) to GRB has been a particularly important innovation in UNIFEM's gender mainstreaming approach to the budget. It has strengthened GRB's grounding in national commitments to gender equality and women's rights, with an emphasis on marginalised and poor women.¹⁴ To strengthen the alignment of these global commitments with GRB programming, UNIFEM

10 Alami, Nisreen, 2007, *UNIFEM Programming Guidance Note GRB Programming* Working Draft November (3).

11 Klatzer, Elizabeth, 2008, *The integration of Gender Budgeting in Performance-Based Budgeting*, Watch Group. Gender and Public Finance Paper presented at the conference Public Budgeting Responsible to Gender Equality Presupuestación Pública Responsable con la Igualdad de Género June 9, 2008.

12 Elson, Diane, 2006, *Budgeting for Women's Rights, Monitoring Government Budgets for Compliance with CEDAW*, UNIFEM, New York.

13 www.unifem.org/ini/about/html

14 www.unifem.org/ini/about/html UNIFEM, 2003, *UNIFEM Multi-Year funding Framework, 2004-2007*, Executive Board of UNDP and UNFPA. UNIFEM, 2007, *Strategic Plan 200-2011*: 15

has produced innovative resources, including practical guidelines, to assist in the conceptualization and implementation of RBA.¹⁵ It is important to note that no single UNIFEM Gender Budgeting Initiative has the capacity to fully mainstream gender in all aspects of policy and budgeting in the short to medium-term and that best approaches to GRB are highly context specific. Therefore, choices about the most appropriate GRB strategies, partnerships, entry points and activities are made by individual country programming teams and their partners. Nevertheless, all GBIs are guided by UNIFEM's corporate goals and the GRB programme is framed within the corporate strategy.

The four Corporate Goals of UNIFEM's 2004–2007 corporate planning period¹⁶ come under the overarching goal of realizing women's human rights and security and were as follows:

1. Reduce feminised poverty and exclusion;
2. End violence against women;
3. Halt and reverse the spread of HIV/AIDS amongst women and girls; and
4. Achieve gender equality in democratic governance in times of peace and in recovery from war.

GRB is a means to implement these corporate goals and the corporate outcomes, which are discussed in Section 3 below. Goal 1 informs the overall goal of all UNIFEM GRB programming, which is to reduce feminised poverty and exclusion. The sector priorities of GRB reinforce the second and third corporate goals (with respect to ending violence against women, HIV/AIDS). Goal 4 is supported by rights-based approaches, which drive GRB and prioritises the strengthening of women's voices and interests in policy and budgeting, particularly those among the poor and marginalised.

UNIFEM's "ABCDE corporate strategy" is summarized below. This is directly translated to GRB programming activities and is clearly reflected in country programme

documentation. Getting the right mix of strategies and engaging the right partners are key challenges for strengthening the effectiveness of the ABCDE strategy.

Advocacy and policy dialogue to support stronger implementation of commitments to gender equality;

Building sustainable knowledge and action networks that bring women's organizations, governments, United Nations organizations and other actors together to mainstream gender more effectively into policies and programmes;

Capacity-building of women's governmental and non-governmental organizations to influence the priorities, policies and programmes that affect their lives;

Disseminating knowledge on emerging issues and innovative solutions towards gender equality through effective use of new and traditional information and communications technologies and materials; and

Experimentation on the 'how to' of achieving gender equality through strategic piloting so that concrete experience can inform mainstream strategies.¹⁷

Key Summary Points

UNIFEM has played an influential role in setting the international agenda for GRB, with a number of key resources that set out clear guidance for implementation and draw on influential experience on the ground.

The development of UNIFEM's approach to GRB has been guided by an empowerment framework grounded in CEDAW and Beijing commitments and based on the promotion of women's rights opportunities and capacities.

¹⁵ See Budlender, 2004; Elson, 2006, cited elsewhere in the report.

¹⁶ UNIFEM, 2003, *UNIFEM Multi-Year funding Framework, 2004–2007*

¹⁷ UNIFEM, 2003, *UNIFEM Multi-Year funding Framework, 2004–2007*, Executive Board of UNDP and UNFPA, www.unifem.org.in/about.html

3. Mapping of UNIFEM's GRB work

UNIFEM plays a leading role in the promotion of GRB worldwide. Together with the Commonwealth Secretariat, UNIFEM has been at the centre of support for GRB among multilateral agencies. UNIFEM has jointly published cutting-edge conceptual, technical and empirical GRB studies with a range of partners, including the Commonwealth Secretariat and the International Development Research Centre (IDRC). Leading GRB experts¹⁸ have contributed to the work of all three organizations,¹⁹ and the innovative work of all GBI-related research and analysis is actively disseminated by UNIFEM.

This section provides a brief summary of UNIFEM's GRBs by region, highlighting the priorities, partnerships and contexts, which give shape to GBIs.²⁰ This section draws entirely on secondary literature: UNIFEM grey documentation provided to the Evaluation Team, UNIFEM published documents (annual reports, reviews and other documentation), as well as selected published secondary literature.²¹ The scope of the review is limited by the nature of reporting in these data sources, which varies considerably in content, quality, and volume of material presented.

A challenge has been to present the empirical evidence in a broadly consistent way, which reveals theories of change in GRB programming. This information is summarized by region because UNIFEM's GRB programming is organized by region and much of the information is

presented in a regional context. It should be noted that reporting of GBI experiences focuses, to a great extent, on the complex detail of activities (capacity-building) that lead to outputs (e.g., women's organizations trained) and short- and medium-term outcomes (e.g., Call Circular engendered) and partnerships (e.g., Ministry of Finance, Sectoral Ministries, Parliament, civil society organizations). The availability of information is not uniform in format or content across countries or regions and there is little, if any, outcome-focused reporting.

3.1 Latin America and the Caribbean

GRB in Latin America and the Caribbean

Strong Regional Research Capacity Innovative Region-specific GRB Tools

Rights-based approaches – Focus on transparency and Accountability

GBIs aligned to MTEF, National policy processes, and Decentralization

Latin America has developed a strong and independent approach to GRB. It is "leading with its innovations in the area of tool development. ... The Andean Region gender budget initiatives are emerging with useful experience in local level budgetary analysis and participatory exercises. Central America regions have strong research and capacity -building tools."²² The regional programme works in eight countries: Argentina, Bolivia, Brazil, Ecuador, Honduras, Peru, Uruguay and Venezuela.

18 Debbie Budlender, Rhonda Sharp, and Diane Elson have played leading roles, although many others have and continue to make significant contributions to GRB globally and in their regional and country contexts.

19 It is beyond the scope of this evaluation to review the history of GRB and the relationship between UNIFEM and other major international players in the area of GRB (i.e., the Commonwealth Secretariat, the International Development Research Centre [IDRC]).

20 It is recognised that there are important distinctions between GBIs in each region, and indeed within a single country; these are addressed in other sections of the Evaluation.

21 Sources for country/region data presented below: Fact sheet: Gender-responsive budget initiatives from around the world *GRB Initiatives under UNIFEM's GRBI Programme*, Annex 5, April 2005, http://www.gender-budgets.org/en/ev-80857-201-1-DO_topic.html, Elson, Diane, 2006, Budgeting for women's rights, Monitoring Government budgets for Compliance with CEDAW, UNIFEM Newsletters, and other sources cited.

22 UNIFEM, 2003, A Learning Programme In Action: UNIFEM Gender Responsive Budgeting Programme Mid-term Review Summary Report, October (4).

Rights-based approaches are explicitly promoted in GBIs in the Andean region (Bolivia, Colombia, Ecuador, and Peru) where GBIs focus on advocacy for the principles of accountability and transparency. Elsewhere (Mexico), the International Covenant on Economic, Social and Cultural Rights (CESCR) has been invoked to evaluate health sector expenditure.²³

In terms of national policy context, GBIs in this region have taken opportunities created by decentralization in a number of municipal and local-level initiatives across the region.²⁴ UNIFEM GBIs have focused on bringing a gender perspective to local-level participatory budgeting initiatives and have provided practical GRB tools to ensure inclusion of women’s priorities and linking budgeting to planning processes at local levels. The scope of local GBIs has been widened through efforts to link subnational, regional, municipal and local-level budgeting activities to the national level (UNIFEM, 2005 FR).²⁵

In Venezuela, however, work has been mainly engaged at the national level, working on integrating a gender perspective in Public Sector Fiscal Law for the financial years of 2007, 2008 and 2009, and an interministerial committee was formed to implement gender-sensitive budgets (staff survey). There is also significant work at the national level in Peru, Ecuador and Bolivia.

3.2 Asia

GRB in Asia

Diverse and long history of pro-poor GRB

Participatory, community-based budgeting well established in India and South-East Asia

23 UNIFEM, 2009, *GRB Newsletter*, Issue 3, March 2009.

24 This work has been highlighted in March 2009 GRB Newsletter cited above.

25 UNIFEM, 2005, *Strengthening Economic Governance: Applied Gender Analysis to Government Budgets, Final Report*, October 2001 – December 2004, submitted to the State Secretary for Development Co-operation, Belgium.

Strong regional research & capacity-building resources

GBIs aligned to PFM/MTEF reforms, PRSPs, decentralization at national, state, and local levels

Partnerships with governments, civil society, local legislatures

In **South Asia** cooperation with donor agencies, especially engaging with the World Bank on PRSPs, Medium-Term Expenditure Frameworks (MTEF), and performance-based budgeting and economic management capacity-building exercises is a strategy of choice.²⁶ The GRB programme has played important and strategic roles with civil society organizations and budget actors. Partners particularly valued UNIFEM’s role in providing technical assistance and building the capacity of the partners and policy makers, providing training by international gender budget experts. Pro-poor gender budget analysis was undertaken in Sri Lanka and Nepal (UNIFEM, 2003).

South Asia has strong research and capacity-building tools and has made significant progress in engendering national budgeting processes, in India and Sri Lanka for example, at local level; there are a number of participatory budgeting initiatives at the regional/state level and national level GRB activities.

3.3 Arab States: Morocco and Egypt

GRB in Arab States

Few countries with GRB programme in the region (Morocco, Egypt)

Regional capacity-building tools

GBI initiated in a context of MTEF and sector pilots

National focus, with some local budgeting activities

26 UNIFEM, 2003, cited above.

UNIFEM has active programmes in only two countries in the region: Egypt and Morocco, with some regional training/seminars in Lebanon at the start of the 2000s. Morocco is a well-developed GRB initiative with strong partnerships with government, especially the Ministry of Finance, although it has weak partnerships with civil society and the legislature. Egypt has a highly successful GBI, which has made significant achievements in influencing the performance-based budgeting through partnerships with the Ministry of Finance and the National Council for Women in demanding greater accountability for the impacts of the budget.

3.4 Africa

GRB in Africa

Large number of long-standing and diverse GBIs in the region

Effective intraregional learning

Well-established partnerships with legislature and CSOs as well as governments

Alignments with PRSPs, sectoral policies, MTEF

It is especially difficult to generalise about GRB in Africa in view of the diversity of GBIs in the region. However, making use of PRSP processes as an entry point for GRB is a feature of many African GBIs.

Another important feature of the region is the presence of a few strong gender budgeting initiatives, notably the South African women's budget initiative and the Tanzania and Ugandan GBIs. The technical skills of individuals and their organizations, as well as the "model" effects of successful GBIs, provide leadership and support for GRB in the region, specific cross-country learning experiences and a small pool of highly skilled gender budgeting experts on which the region is able to draw.

3.5 Central and Eastern Europe and the Commonwealth of Independent States

GRB in CEE

Early stages of GRB with several small GBIs with several distinct GBIs in four countries in South-East Europe

GBIs aligned with sector policies: employment, childcare, EVAW

Civil Society, citizen-led participatory budgeting

Partnerships at municipality level led by Government Women's Machinery and Government-linked women's organizations

GRB is comparatively new in the Commonwealth of Independent States (CIS) and Central and Eastern European (CEE) countries. The political and economic structures are "transitional" in the sense that they have undergone fundamental changes from command/state-led economies to more market-oriented economies with significant changes taking place in their political structures. At the same time, the pace of reforms and the geopolitical orientation of the countries in the region differ considerably, with countries in South-East Europe pursuing accession to the European Union.

GRB in CIS

GRB in early stages

Rights-based and sectoral focused approaches

EVAW, land and labour-market policies, education

Partnerships at national, provincial, municipal, local levels with government, NGOs, Women's Organizations

The CIS countries have a short history with GRB, beginning in the mid-2000s. There are a number of clearly focused initiatives, including the implementation of explicit

rights-based approaches to GRB, which evaluate budgets against CEDAW commitments. Both CIS and CEE regions include several sectoral focused initiatives, including eliminating violence against women and land and labour-market issues.

The GBIs reviewed can be seen as falling into three categories, which can form the basis for a typology of programmes – see table below. This proposed typology is described in more detail in Section 6.

Table 3.1 – Typology of Programmes

National Policy Context	GBIs
GRB primarily focused on getting gender mainstreamed into national plans and PRSPs – national-level Poverty Reduction, National Development Strategy, Sector Policies	CIS (Armenia and Moldova) FYR Macedonia Bosnia and Herzegovina Nigeria Mozambique Senegal
National-level performance-based budgeting, goal-oriented inputs-outputs, getting gender-sensitive indicators in MOF Medium-term Expenditure Framework (MTEF)	CEE Egypt Russia Morocco India
GRB at the local level, women’s organizations engaged with local governments, smaller amounts of money. Decentralization & Participatory Budgeting	India Latin America (Argentina, Bolivia, Brazil, Ecuador, Honduras, Peru) Nigeria

Key Summary Points

UNIFEM has played a leading role in the promotion of approaches to GRB internationally, with the approaches taken responding to regional contexts. This means there is considerable variation in the types of intervention promoted.

UNIFEM’s reporting of GBI experiences focuses to a great extent on activities, outputs, and short- and medium-term outcomes. The availability of information is not uniform in format or content across countries or regions, and there is little, if any, outcome focused reporting. It is therefore not possible to make any overall observations on the results of UNIFEM’S GBIs in any global sense.

4. Assessment of UNIFEM's GRB work

Having broadly outlined the range of approaches to GRB that UNIFEM supports, this section turns to making an assessment of their overall appropriateness, looking at a selection of reviews using the criteria of relevance, effectiveness and sustainability.

This section reviews the results achieved by the programmes and assesses them in terms of the evaluation criteria of relevance, effectiveness and sustainability. Definitions of the evaluation criteria and a summary of key questions related to each criterion are listed below (for a more detailed set of questions, see Annex 2).

Relevance: the extent to which the objectives of the development intervention are consistent with beneficiaries' requirements, the country's needs, global priorities, and partners' and donors' policies.

Effectiveness: the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

Sustainability: the continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

This section also covers programming strategies, focusing particularly on UNIFEM's successes in capacity-building and programme management, beginning to suggest potential ways forward for UNIFEM.

Making an overall assessment of UNIFEM'S GRB Programme, through looking at the materials provided, has not been an easy task. Despite the extensive lists of indicators defined at the outset, and the potential means of verification for them, there is relatively little in the way of evidence from the programme of any having been systematically monitored. The main exception to this was in India, where a report titled "Gender Budget Local-Level

Monitoring and Evaluation" contained some evidence of monitoring data, although this was not analysed to assess results. This means that the findings referred to in this section are strictly speaking anecdotal in that no overall measurement of results has been carried out. However, it has been possible to highlight what appears to be examples of good practice and constraints, which can potentially be learned from.

There are few actual examples given of changed budgets and enhanced practice from a gender perspective, despite the considerable efforts and investment that have taken place. The main exceptions are in Bolivia, Egypt, India and Russia. The most impressive results seem to have been achieved in Egypt, suggesting that this was where the greatest degree of motivation was achieved. It is therefore important to study this example to learn how the results were obtained and reflect on what could be replicated in other settings and what was peculiar to Egypt.

4.1 What is GRB and what are its aims?

Definitions of GRB

There does not seem to be an overall consensus within UNIFEM about what GRB consists of and how in practice it differs from general gender mainstreaming. A lot of the work carried out and results cited seem to cross into the field of gender mainstreaming. Until fairly recently (the GRB thematic strategy was formulated in 2008), UNIFEM had not produced an overall framework document for its programme, something that might have clarified what was expected in work on GRB.

As explained in Section 3, the working definition of GRB used in the evaluation has been:

Gender-responsive budgeting aims to raise awareness of the gendered impacts of budgets and to make governments accountable for ensuring government budgets promote the achievement of gender equality and women’s rights, especially among the poor.

The staff survey conducted revealed a range of understanding of the term and how it relates to gender mainstreaming. Many saw it as equivalent to gender mainstreaming. Others saw it as an integral part of gender mainstreaming, an application of it, or an opportunity for government officials to apply gender tools to their work. The majority of respondents defined it as a tool, citing the following range of purposes, to:

- Achieve gender equity;
- Help government and civil society measure how much they are doing to achieve gender equality;
- Empower women and ensure women’s agency in the generation, allocation, and monitoring of state financial resources;
- Provide women with an indication of government commitment to address their specific needs and rights; and
- Define and locate funding to support programmes to increase well-being, ensured by targeted and equitable budgeting of socio-economic development.

The Egypt team, which clearly distinguished between GRB and gender mainstreaming, provided the most useful definition:

“The GRB is an approach to:

- Reflect gender equality principles in public budget processes, fiscal policies and socio-economic planning;
- Consider priorities of poor and marginalised women in the budget’s allocation of resources and national planning; and
- Allow for the satisfaction of different gender needs through more equitable provision of public goods and services to men and women.”

Theories of Change

In line with the variable definitions of GRB, there are considerable variations in the theories of change in each area for which evaluative material was reviewed. This section examines four examples: the GRB Phase II Programme, Latin America, Nigeria and Egypt.²⁷ In each case, the results achieved so far are examined, drawing some tentative conclusions about how well the programme logic was planned and looking at whether the theory of change behind it was borne out in practice. The assumptions identified below were found in programme documentation provided by UNIFEM staff, principally in results frameworks contained in project proposal documents.

GRB Phase II Programme

Although awareness about GRB had been developed during Phase I, prior to Phase II, it was generally considered that GRB work was not yet aligned to national budget cycles and mainstream budget processes. The purpose of Phase II was, therefore, to transform the execution of the budget so that policies and processes reflected principles of gender equality, and concrete changes in resource allocations were achieved. The long-term impact of the programme would be to demonstrate the impact these transformative actions have in increasing access of poor women to services and resources and bridging the gender gap in line with the MDG targets to be achieved by the year 2015.

To achieve the longer-term impact and the purpose, a relatively complex programme approach was proposed in the logical framework, with three components or outcomes and seven outputs contributing to these outcomes. The expected outcomes of the combination of strategies and activities in the programme at each stage of the process were, in:

27 UNIFEM Evaluation Unit, Corporate Evaluation of the Programme Portfolio: UNIFEM’s work on Gender-Responsive Budgeting, Stage 2 Synthesis Report, August 2009; UNIFEM/UNV Evaluation Report, Engendering Budgets: Making Visible Women’s Contributions to National Development in Latin America,” Maruja Barrig and Virginia Vargas, 2008; Mainstreaming Gender Equality into SEEDS implementation in Five STATES, 2006-2008; Project Implementation Plan/Strategy: Equal Opportunities for Women in the National Budget of Egypt, 2007-2009.

The short-term, through the programme outputs, GRB work would become aligned to the national budget cycle; changes to national budget processes would be introduced; budgeting tracking mechanisms would be improved and documented; and linkages between gender advocates and budget decision makers would be strengthened;

The medium-term, through the programme outcomes, policy and budget processes would become more gender aware, budget allocations would reflect the priorities of poor and excluded women, and good practices and lessons learned would be replicated through networks and knowledge sharing; and

The long-term, the programme as a whole would contribute to the reduction of feminised poverty and exclusion.

Although the stated assumptions of the programme are relatively clear and relate primarily to the outcomes, they do not seem to have been developed or explored further during programme implementation. Three of these assumptions stand out as being constraints to programme implementation: the availability of sex-disaggregated data, the existence of strong partnerships and the presence of technical capacity on gender and economics. In addition, the initial analysis of the programme documentation highlighted two issues:

The lack of clarity about linkages between the programme components, strategies, and outcomes; and

The considerable gaps in logic between the outputs (short- and medium-term) and impact (long-term). The assumption that relates to these gaps is that the outcomes proposed in the programme are sufficient to contribute to the reduction of feminised poverty.

The analysis undertaken in the evaluation country studies in turn highlighted a number of underlying assumptions in the programme, all of which translated into weaknesses in implementation:

That the lessons learned from the first phase of implementation were based on a robust assessment of what had been achieved. This results in two assumptions: (a) technical capacity to develop models and make links to budget pro-

cesses exists in the countries; and (b) the gender advocates' capacity is sufficient and opportunities exist for influencing processes;

It seems to have been generally assumed that the selection criteria for the countries were a sufficient basis for implementation. The underlying assumption is, therefore, that the criteria identified countries where there are GRB opportunities; and

The analysis of the way in which the programme was implemented at the national and international levels suggests two assumptions: (a) the chosen implementation approach is the most effective use of the limited technical, human and financial resources; and (b) capacity exists at the right level to document lessons learned and to monitor and evaluate.

Latin America

The two major distinguishing features of the context in Latin America where GRB programmes were carried out were:

Participatory planning legal frameworks; and

Extensive networks of local women's organizations capable of expressing and defending women's priority needs.

This naturally led to the design of a strategy that emphasized capacity-building, strengthening democratic governance, and greater female and male citizen participation at the local level, in partnership with CSOs and local authorities. The approach assumed that these activities would be sufficient to produce enhanced gender-sensitive budgets and expenditure. However, the evaluation of the work concludes that inputs were not actually sufficient, and more capacity-building of government officials was required. The evaluators noted that no objectives or outcomes were developed for local government capacity-building, although indicators were established for measuring plans, programmes, budgets, planning processes and budget increases. The evaluators comment: "Judging by the project document, we can deduce that outcomes would be met by mobilising civil society organizations and through applying political pressure on a neutral party

(local government). Nowhere is the central role of local government as the privileged participant for achieving some of the proposed results, like best practice and policies for promoting gender equity, clearly mentioned.”. This suggests an error in the programme logic in that the inputs were inadequate for achieving the outcomes anticipated.

The exception to this was Venezuela, where GRB work was more focused on national government targets and was not included in this evaluation. Here staff reported that their GRB work had focused on intervening in laws and regulations for the incorporation of gender in budgetary and planning processes, with the result that a section on gender has been included in the Public Sector budgetary law in 2007, 2008, and 2009. An interministerial committee was also created to further the implementation of gender-sensitive budgets. None of their six major strategies concerned local-level or CSO work, except that the dissemination of their experience should be translated into language understandable by women’s organizations and civil society.

Nigeria

Nigeria’s GRB programme was premised on the assumption that the government would continue to be committed to an economic reform agenda and would be willing to engage with civil society groups in the budget process. The plan was to strengthen government capacity on gender equality and lobby state institutions to institutionalise CSO participation in the budgeting process.

The project was focused on gender mainstreaming a government poverty reduction programme, rather than on GRB as such: with the project title, Mainstreaming Gender Equality into State Economic Empowerment and Development Strategy (SEEDS) in Five States and Supporting Civil Society Participation in the Budget Process. The programme was centrally positioned in the Nigerian reform agenda, which is focused on reforming the budgetary process through improved planning and use of public funds to improve service delivery to the population.

The overall goal of the programme was to contribute to poverty reduction amongst women and gender equality in democratic governance in five Nigerian states. The assumptions on which the project was based were that:

- A stable political environment committed to the economic reform agenda would continue in Nigeria following the 2007 elections;
- States themselves would commit resources and be willing to engage with civil society groups in the SEEDs and budget process; and
- Adequate resources would be sufficiently mobilised for the implementation.

As a result of this work, the two states where the project was implemented became committed to involving CSOs in SEEDs development and implementation processes and state governments to the following gender-responsive targets:

- Increased capacity of women CSOs to analyse SEEDS; and
- Increased capacity to use gender analysis to report on the contribution of SEEDS to the economic empowerment of women and the visibility and efficient management of economic programmes in the two states of Cross River and Bauchi.

It was concluded, however, that the SEEDS processes required more commitment from sectoral ministries and state ministries of women’s affairs, suggesting that the programme had perhaps concentrated too much on working with civil society groups to the neglect of ministerial-level officials in decision-making positions. The final project report concludes that there is a need for in-house capacity-building on the part of the State governments. There is also a need for CSOs to work closely with government and donor agencies in order to strengthen the budgeting process in both states. Elections took place during the reporting year, which led to a change of administration. This caused many delays to consultations and advocacy with government and other stakeholders

in the assessment of SEEDS in the two states. As a result of the changing circumstances in the states, there was also a lack of institutional knowledge amongst most of the officials in the state departments/ministries. Most of them were new and admitted they were not aware of the SEEDS Programme and processes in the two states. This would indicate that some of the assumptions on which the project was based were problematic and that, as a result, the effectiveness of the project was diminished.

Egypt

The programme in Egypt was set in a context where the government was rationalising resource use and moving towards performance-based budgeting. At the same time, Egypt's civil society—NGOs and political parties—was calling for the impact of public spending to be measured as a tool to ensure quality services. The project addressed the lack of available resources for the implementation of commitments made to women under the Beijing Platform for Action (BPFA) and CEDAW, as well as the gender blindness of macroeconomic policies that have seriously impeded implementation of commitments to advance the status of women in Egypt. The assumptions on which the project was based included the willingness of ministries to collaborate and use capabilities developed and good contacts of the MOF with different ministries. A key risk of the project was that sex-disaggregated analysis might be insufficient to change expenditure patterns because there is limited evidence of GRB initiatives achieving accountability and changes to resource allocations. It was for this reason that project implementation focused on the decision-making level of national budget formulation.

Through a wide range of inputs, such as involving MOF staff in the planning of the GBI, developing GRB tools tailored to the needs of the Egyptian budget, on-the-job training and coaching for MOF staff, and developing gender-disaggregated budget templates, a gender perspective was incorporated into the call circular, requiring budgets to be gender-sensitive. A new accounting structure was developed by the Budget Department to include the entire array of accounts. The provision of detailed and accurate data this provides will make it possible to more

precisely identify sex-differentiated appropriations in order to formulate a more gender-responsive budget. The State Budget Department and Municipalities' Budget Departments have developed ideas for templates that include all the budget items differentiated by sex.²⁸

This example demonstrates how some innovative inputs, in particular joint planning with MOF employees and policy fora with decision makers, led to a highly successful intervention. An internal progress report²⁹ states that involving MOF employees in the planning process helped UNIFEM set a plan tailored to their needs. This involvement generated knowledge about the MOF employees' daily tasks and details about how their jobs were done, and plans were amended accordingly. Involving MOF senior budget staff in designing the GRB training manual provided the team with a realistic idea of how the budget is actually established and implemented in Egypt. This meant that the team could design a package of practical and user-friendly tools tailored to MOF needs.

Another thoughtfully prepared strategy was the development of on-the-job training committees that were responsible for establishing training plans for the MOF General Budget Department. This training aimed to ensure that employees were able to complete budget templates and produce a GRB and a PBB. All budget employees, including those not targeted, were trained. Officials were motivated to institutionalise the process and produced a trial version of a Gender-Responsive National budget for Egypt for 2009-2010. A meeting between the Minister of Finance and the Executive Director of UNIFEM also seems to have helped ensure the success of this GBI. Many other good practices are listed in the report in terms of staff capacity-building, participation in GRB conferences and UNDAF, conference participation by ministers and civil servants, media coverage, South-South cooperation, and presentations to ministers.

28 Brochure: Gender-Responsive Budgets in Egypt, Project 2008-2009, Ministry of Finance and Equal Opportunities Unit, Government of Egypt, UNIFEM.

29 Accumulative Internal Progress Report, February 2009.

Key Summary Points

There does not seem to be an overall consensus within UNIFEM about what precisely GRB consists of and how in practice it differs from general gender mainstreaming. However, the highly positive experience of UNIFEM in Egypt could be used to generate dissemination material that demonstrates good practice and helps to develop a shared understanding of GRB.

Similarly, there are considerable variations in the theories of change that accompany the different understandings of GRB. The four examples from the GRB programme, Latin America, Nigeria and Egypt demonstrate the importance of exploring the assumptions underlying the approaches used as a key step to achieving results. The examples particularly highlight the need to work with both government and civil society.

4.2 Relevance

The evaluation of the GRB programme concluded that the four country studies (**Ecuador, Morocco, Mozambique and Senegal**) demonstrated that UNIFEM was successful in positioning its GRB work in relation to overarching policy frameworks for poverty reduction and national development, national gender policies, and broader national policy planning and budgeting and monitoring frameworks. In all four countries, the high-level commitment to gender equality provided opportunities for influencing national policy and supporting efforts to ensure these commitments were implemented. The **Morocco, Mozambique and Ecuador** experiences highlighted the **opportunities provided by public financial management reforms**, particularly the emphasis on results-based budgeting, while the case of Senegal demonstrated the importance of maintaining linkages with key donor partners, such as the World Bank, in ensuring reform processes maintain momentum.

However, UNIFEM had failed to ensure that the programme focus was relevant to the priority needs of women in each context examined, as programmes were insufficiently based on diverse sources of information for

identifying poor women's priorities. All programmes used government sources of analysis, only some of which were based on participatory processes, such as PRSP drafting. Not all programmes used civil society channels or women in low income sectors as a source of data, analysis and opinion on women's priorities, which could have served to "triangulate" government information (which is often affected by constraints such as frequent staff changes or newly established institutions) and ensure the accuracy of the analysis.

The human rights conventions and their reporting mechanisms, CEDAW in particular, had not been used for identifying women's priorities and supporting analysis of the power relationships within government and between government and citizens, which enable or prevent women from claiming their rights. Also, UNIFEM could have attempted to better understand the way in which complex reform processes were likely to evolve in different sectors and identify potentially useful institutional entry points. This lack of capacity for ongoing policy and institutional analysis led to missed opportunities for furthering GRB.

Similarly, the GBI documentation reviewed from other aspects of UNIFEM's programme did not reveal significant evidence of how women's needs had been analysed, nor that findings from analysis had been fed into the focus of the overall programme. There are few references to any such studies, which would show the relevance of the GBIs to real and felt needs of women in each country or region.

However, there were examples of national-level programmes clearly directed at ensuring government compliance with CEDAW and human rights commitments. In these cases, priorities can clearly be judged to have been relevant. One example is the **CEE programme**, where a **rights-based approach was applied** to advancing the implementation of government commitments under international legal and policy frameworks, including CEDAW, the MDGs, and the BPFA. Activities were explicitly linked to efforts to strengthen government institutions as duty bearers to fulfil these commitments. This work fitted well with country agendas, such as aspirations to join the EU

and the consequent need to be visibly promoting equal treatment of women and men.

An example of good practice was that of **Armenia**, which employed the CEDAW Committee's analysis of principal problems to be addressed to achieve compliance with CEDAW standards.³⁰ This approach managed to combine both the need to harness GBIs to promote the fulfilment of women's rights and the use of reliable country-specific analysis (inasmuch as the CEDAW reports provide this). No mention of CEDAW's shadow reports was made, although these can provide useful complementary analysis to the official reports.

The **Egypt** programme also addressed the lack of available resources for the implementation of commitments made under BPFA and CEDAW, translating a publication on "Budgeting for Women's Rights: Monitoring Government Budgets for Compliance with CEDAW" into Arabic.³¹

At the local level, examples from the documentation of work in **India** showed that women had ensured funds were used to meet the local needs and priorities that they had identified. For Latin America, there was no such evidence.

However, documentation from a number of programmes identifies country studies that set out women's priorities and that would be used as a basis for advocacy work. In **FYR Macedonia**, a study was conducted on the implications of reforms in the health care sector on women's unpaid care work at home. The implications of the study led to raised awareness amongst policy makers of the importance of the 'invisible' care economy and the need to find alternative solutions.³² In **FYR Macedonia**, in 2006,

an analysis was carried out on the costs of domestic violence against women. However, in neither case was it clear how the decision to focus on these two particular issues had been made or whether this advocacy work has led to precise changes in government practice. A report makes reference to raised awareness amongst policy makers of the possible implications of diagnosis-related groups (a system for determining diagnostically compatible groups as a mechanism for determining the cost of health care services) on women's workload and the need to find alternative solutions. This was done through the publication of a study on the effects of diagnosis-related groups on the unpaid care work of women.³³

In **Latin America**, an evaluation³⁴ conducted commented that, although the programme was theoretically coherent with stakeholder agendas, it overemphasized civil society training to the detriment of training of local government institutions. The overall aim of the initiative was to enhance local democracy, and yet it underplayed the central role that local government plays in achieving results in terms of enhancing budgets and plans. The relevance of the programme was therefore reduced. The evaluators Barrig and Vargas comment: Not a single objective or outcome was developed for local government capacity-building, although project planners did establish indicators for measuring plans, programmes, budgets, planning processes and budget increases. Judging by the project document, it can be deduced that outcomes were to be met by mobilising civil society organizations and through applying political pressure on a neutral party (local government). Nowhere is there clear mention of the central role of local government as a key participant for the achievement of some of the proposed results, such as best practice and policies for promoting gender equity.³⁵

30 Gender-Responsive Planning and Budgeting in Armenia: Learning Together, Project Document, June 2009, 6 months, page 3.

31 Gender-Responsive Budgets in Egypt, Equal Opportunities in the National Budget" Project 2008-2009, Egyptian Ministry of Finance Equal Opportunities Unit with UNIFEM and Dutch Government, page 8.

32 Proposal for Programme Implementation (January 2008 – December 2009). Submitted for consideration to the Austrian Development Agency, page 5.

33 First Progress Report to Austrian Development Agency, April 2008-December 2008, page 8.

34 AECID (Spanish Government Aid Agency) Evaluation, Maruja Barrig and Virginia Vargas, 2008.

35 UNV Evaluation, Maruja Barrig and Virginia Vargas, 2008 (English translation of AECID evaluation), pages 4, 57.

Key Summary Points

There are good examples of programmes that have **made links between CEDAW and GBIs**, which could provide the basis for the development of a more rights-based approach. However, there is still a need to make the links between women's actual felt needs in each country's context and GBIs clearer in UNIFEM's work.

In order to make such links in a sustainable way, there is a need for GRB approaches **to focus capacity-building and awareness-raising efforts on both civil society and government partners** to ensure their relevance and sustainability.

4.3 Effectiveness

The evaluation of Phase II concluded that **the programme had achieved significant results** against Outcomes 1 and 2 in the influencing of national budget processes, particularly the inclusion of gender in Budget Call Circular Letters in all four countries reviewed and the development of gender-sensitive indicators and gender-responsive budget allocations in sectoral piloting work. In addition, the programme was successful in ensuring that gender was covered in national planning processes and in reporting against national planning objectives in **Morocco, Mozambique and Senegal**. In contrast, Outcome 3 was the area where least progress and demonstrable outcomes were recorded, although all of the interventions produced some form of knowledge products.

It was also concluded that flexible and opportunistic programming was critical to effective GRB implementation, and this should be expected and supported. UNIFEM's experience demonstrated that the best institutional entry points were context specific, rather than fixed, even within the life cycle of one programme phase in one country. These conclusions were confirmed in the review of other UNIFEM GBIs. UNIFEM should map the range of government, civil society and donor partnerships that the programme requires and then proceed systematically to

develop those partnerships according to which offer the most strategic relationships, sequencing their development according to opportunities and resources.

The rest of this section addresses the effectiveness of national-level gender-budgeting initiatives. A number of these in contexts of performance-based budgeting achieved **the adoption of references to gender in budget guidelines, circulars, and templates**. **Egypt** was the most impressive example, where MOF staff produced a tentative/trial version of a Gender-Responsive National Budget for Egypt 2009/2010, as explained above. Expenditure templates for national, state and municipal-level budgets were developed, which included all budget items differentiated by sex. The Egypt GRB initiative also engaged with mainstreaming gender in the Egypt National Socio-Economic Development Plan (2007-2012) for two successive rounds (2002-2007 and 2007-2012), making clear references to MDG3, VAW, girls' education and women's rights.

These achievements were seen to be the result of UNIFEM's work in building the capacities of a select number of MOF employees, who were mainly budget officers. The capacity-building covered concepts of Gender, Gender Planning and Mainstreaming, and Gender-Responsive Budgets, how to track, monitor, and evaluate national and local public budgets from a gender and poverty perspective, and produce policy recommendations on equal opportunity for women in the budget. Mentoring and coaching to four budget departments was also conducted, as was on-the-job training, joint planning and budget design, production of guidelines, analysis of national budget process, a gender audit of the MOF, a GRB awareness campaign targeting policy makers, and policy fora for ministry decision makers.

Generally, **Latin America's** GRB work focused on local government. However, in **Bolivia**, some results were recorded at a national level in that advocacy work achieved the insertion of an article into the Finance Ministry's regulations, obliging all local authorities to

assign resources to gender equity.³⁶ Similarly, a gender perspective was incorporated into an article in the “Exposicion de Motivos” (Statement of Purpose/Rationale) of the Budget Law in **Venezuela**. The requirement for sex-disaggregated data was introduced for government human resource management, meaning that all personnel tables have to list whether staff are male or female and for all public institutions to plan at least one project with a gender perspective. Currently, seventy-seven projects with a gender perspective have been planned and are being implemented. A gender perspective has also been introduced into the state and local authority guidelines for drawing up annual budgets.³⁷

Successes were also recorded in **Russia** in relation to both the Federation and the regional budget for the Komi Republic. These included increases in the minimum wage rate, social sector wages, and child allowances. Tax exemptions for families with children were also introduced. However, it is not clear how some of the aspects mentioned in programme documentation would reflect the priority needs of women in Russia, such as measures to increase the birth rate, which seems unlikely to benefit women.

The results outlined above were achieved through a number of different strategies and activities. These included gender analyses of budgets and budget adoption processes and analysis of funding systems for pensions and medical and social insurance. UNIFEM provided gender expertise on the social policy areas of the federal budget and also supported studies of gender discrimination and reviews of legislation on electoral systems, labour, pensions, and family issues.³⁸ Other inputs included training of experts in gender budget analysis and of government officials, and workshops for women's groups, lobbying of government, parliament, and NGOs. However, what was seen by staff as the most effective inputs was the

use of the internet to disseminate materials because the websites used showed high levels of visits, which is an indication that the dissemination of materials via the internet was an important factor in the success of their GBI. These were widely used during the legislative reform process of public policy.³⁹

In **Zimbabwe**, UNIFEM's GRB assessment and advocacy resulted in the government assigning funds for women's economic empowerment. A Revolving Fund for Women managed by the Reserve Bank was set up benefitting 900 women to date, each receiving at least Z\$50 million. Recipients who were most advantaged were women in the tourism sector who significantly increased their income as a result.⁴⁰

At the subnational level, there were successes in the **Serbian** province of Vojvodina and the municipality of Backi Petrovac. Vojvodina adopted references to gender in their call circular for 2009, for the first time in Serbia, and the Backi Petrovac municipality established a gender equality mechanism – a Gender Equality Council to promote gender equality policy, mainstreaming gender and gender budgets. The Staff Survey reported that funds for maintaining domestic violence shelters in Republika Srpska and **Bosnia and Herzegovina** were included for the first time in a ministry budget and in a municipality. At the national level, the first comprehensive GRB initiative under **FYR Macedonia's** Ministry of Labour and Social Policy provided capacity-building for a national GRB task force to carry out analysis of employment and social protection programmes.

Local-level GBIs seem to have been most effective when they were closely allied to national-level interventions. Documentation from **India** provides examples of women's organizations working to ensure municipal budgets reflected local women's interests, while gender was also mainstreamed into macrofiscal policy frameworks. In

36 Staff Survey, response to question 3.

37 Idem.

38 Response to Staff Survey question 1.

39 Gender Budgets in Russia: Final Project Report – April 2004 to June 2006.

40 Staff Survey: Response to question 5.

Bolivia, the MOF ordered local government to set aside funds for gender equality and the Development Planning Ministry to include gender indicators for measuring local government performance.

Some successes were also achieved at the local level in **Latin America**: Some local authorities in **Argentina, Ecuador, Brazil and Bolivia** increased budgets for gender-related activities. Four cities (Rosario, Cuenca, Recife, and Cochabamba) increased budgets for their Departments on Gender Affairs so these could improve their response to women’s needs.⁴¹ Although no data were found by the evaluators to confirm that it was the project which led to this, we consider this worth reporting as an example of where budgets may have been positively influenced by UNIFEM’s work.

The country where GRB has been most effectively integrated in national government systems was **India**, where by 2008 56 Ministries/Departments of Government had set up Gender Budgeting Cells. However, there was limited evidence of the role UNIFEM played in this achievement. A summary of GRB achievements from 2005 to 2008⁴² states that UNIFEM’s work in India focused on “taking forward the mission of the Ministry of Women and Child Development (MWCD) Government of India (GoI) thereby addressing the goal of supporting national commitments to Gender Equality. The MWCD adopted the mission statement of ‘Budgeting for Gender Equity’ in 2004-05, for universalizing gender budgeting both in the Centre and the States, developing a strategic framework of activities to implement this mission.” Responses from the Staff Survey indicate that UNIFEM was supporting two consultants at the MWCD to take forward the implementation of the Gender Budgeting Cells.⁴³ However, the extent to which achievements can be attributed to the two consultant’s work is not clear.

A change in budgeting procedures in **Egypt** attributed to UNIFEM activities raises concerns about the nature of demands made on governments and whether these will translate into real benefits for women. According to a response to the Staff Survey, “all agencies and ministries included in the national budget of Egypt are required to fill in templates to present the budget of 2009-2010 in three forms; Line-item budget, gender-responsive budget, and gender-sensitive performance-based budget.” This does not appear to constitute gender sensitization of the existing budget, but rather a demand for parallel “gender-responsive and gender-sensitive performance-based” budgets, apparently triplicating work for civil servants. The approach can be seen as a contribution towards raising government officials’ awareness of the need for GRB and ultimately enabling them to produce one gender-sensitive budget. However, the approach raises questions as to whether the extra work involved for civil servants is justified and an effective way of “convincing MOF staff” of the necessity of GRB.

Key Summary Points

One general conclusion that can be drawn is that **results achieved can be attributed to consistent efforts over time** and particularly **to considerable capacity-building efforts**, as is shown in the GRB programme and the work in **Egypt**.

The examples from **India** and **Bolivia** show the advantages of working on GBIs at both local and national policy levels.

All of the examples above highlight the need for UNIFEM to focus monitoring and evaluation systems on assessing the contribution made by its support to achieving results. There is a need to clarify in particular what UNIFEM’s support is seeking to achieve, identify how to measure success, and then assess the success of such type of support.

41 UNV Evaluation, Maruja Barrig and Virginia Vargas, 2008, page 5.
42 GRB Synopsis from our Annual Reports 2005, 2006, 2007, and 2008, 2008, page 2.
43 Staff Survey Responses to question 3.

4.4 Sustainability

The evaluation of the GRB programme found that **the most successful GRB initiatives were those that exhibited a multipronged strategy for policy dialogue**, bringing various stakeholders and actors in economic governance processes together. Building capacity and commitment within civil society and line ministries, strengthening the Ministry of Women's Affairs or Gender Equality as ongoing sources of coordination to sustain efforts after the gender budget 'project' is completed, were means employed to ensure that changes in allocations were sustained beyond one budget cycle.

It was also observed that UNIFEM had begun to institutionalise academic civil service training courses on GRB and to support informal trainer networks, which may develop into durable local capacity support mechanisms. There were early signs of institutional development likely to lead to sustainability, such as the formalization of a Gender Unit in the Ecuadorean finance ministry and the strengthening of gender focal points in the Moroccan justice ministry.

However, the examples above are indications of likely future sustainability. No definitive assessment can be drawn about contribution to sustainability because there is limited actual evidence of sustainability achieved given the relative newness of the programme and a lack of monitoring data.

In the other programmes examined, many examples of likely future sustainability were identified, particularly in the **CIS countries**. Despite their recent introduction to GRB, a number of countries were **particularly successful in embedding GRB into academic agendas**. A GRB course for Russian government officials was prepared for publication and introduction into the Academy of Public Service training curriculum. In **Kazakhstan**, a **GRB manual has been developed for public servants** and is to be introduced into the curricula of the Civil Services Academy. In Moldova, a GRB course has been approved and integrated into their Civil Servant Academy curriculum.

Many other examples of mechanisms likely to maintain sustainability were reported in GBI documentation, such as the creation of networks and task forces, the training of government, legislative and women activists to be GRB advocates, their increasing responsiveness to the importance of GRB, the production and translation of written resources, especially manuals and guidelines, and the use of internet mechanisms for knowledge sharing.

At the national level, **Egypt** produced a **cadre of knowledge providers** to train others on GRB, including training of trainers. Coaching and mentoring were conducted to guarantee sustainable learning processes by institutionalising best practices. In **India**, the focus was on elected women representatives, whose capacities were built in GRB with the aim of increasing budget allocation and reprioritization of funds for women's needs and interests.

The **Russian** GBI also **made excellent use of the internet**, including: open access to analytical materials prepared by project experts, discussions on GRB issues on the internet network, mass media, parliamentary hearings, seminars, and conferences. These attracted interested people to project activities, including NGO representatives, governmental officials and experts. From June 2004 to October 2005, the website was visited by 16,671 persons. Gender equality issues were incorporated into the action plan of the Commission of the Public Chamber on social issues.

Interministerial task forces have also been set up in various countries to promote GRB, for example, in **Moldova, FYR Macedonia, Bosnia and Herzegovina and Venezuela**.

At the local level, **Latin America** was seen⁴⁴ as having produced limited sustainable results due to a general lack of engagement with local government officials. However, the project enhanced the profile of Gender Affairs Departments and strengthened the institutionalization of

44 UNV Evaluation, Maruja Barrig and Virginia Vargas, 2008, page 4.

women's offices in **Brazil** and **Argentina**. It increased expert capacity and academic attention to fiscal resources, poverty and GRB. In **Bolivia** and **Brazil**, local-level work was used to influence national- and state-level decision-making. In **Brazil**, instances of networking between governmental and non-governmental institutions and numbers of women participating in the budgetary process were increased. The project was less successful where women's organizational networks were largely absent previously, mainly the case in **Honduras**. However, in **Venezuela**, an interministerial committee was set up in 2008 to promote advocacy in member institutions.

The Staff Survey revealed the following examples of activities that had continued after the end of UNIFEM's programme:

Nigeria – The Gender Budget Network conducted gender analysis of federal health sector budgets from 1999 to 2003, gender analysis of the National Economic Empowerment Development Strategy (NEEDS), and a gender analysis of the education sector 1999-2003. Gender analysis was carried out of local government budgets from 2002 to 2004 of Kuje area council Abuja.

Venezuela - The inter-institutional committee had continued advocacy and work on generating change via its sectoral subgroups, financed by the government.

India/Nepal - UNIFEM was involved in setting up Women Power connect, a network of women's groups working on GRB advocacy through legislative coordination.

Kazakhstan - The Academy of civil servants under the president of the Republic of Kazakhstan had developed a GRB course with technical support from UNIFEM, which was piloted in spring 2008. There were plans to revise the training manual used in the course to ensure its compliance with the new provisions of the Budget Code 2009 and re-introduce it in the Academy curriculum in spring 2009.

Tajikistan - A Network of Central Asian Women Parliamentarians on GRB was established in September 2008.

Key Summary Points

There is anecdotal evidence to suggest that a key success in sustaining capacity on GRB through UNIFEM's support has been **to get GRB embedded in academic programmes and training for public officials**. Evidence from the GRB programme in **Ecuador** of the impact that such programmes can have would suggest this is particularly important.

Mozambique and **Egypt** provide good examples of **the effect that cadres and networks can have on the sustainability of interventions**, building commitment, and ensuring that experienced individuals are available for coaching and mentoring.

The example from **Russia** of the **use of the internet for sharing materials and experience** is of particular interest and should be explored for its potential to promote GRB in a country where vast geographic distances are a significant barrier to communication further.

4.5 Programming Strategies

This section identifies distinctive strategies that were apparently successful in achieving results, as well as highlighting some constraints experienced. There is limited evidence available of successes or otherwise for Partnerships, Sector Piloting, or Evidence-Based Advocacy. In general, these strategies were often not clearly conceived, and overall there was a lack of robust monitoring data available.

The main area where successes have been recorded is in capacity-building, which appears to be an area where UNIFEM has particular strengths. In some cases, it has been possible to reconstruct some evidence of where progress has been made. There are a number of other strategies identified, which would be worth exploring further, as follows.

Partnerships and Evidence-Based Advocacy

The evaluation of Phase II concludes that the most effective strategy for working with gender equality advocates is when they have the opportunity to engage with those

responsible for planning and finance through the same process. All programmes had successfully developed partnerships with these two functions. Partnerships with national women's machineries, other gender advocates, planning and finance functions and sector ministries were all essential components of the strategies that contributed to achieving results.

In **Morocco** and **Ecuador**, engaging with a specific gender unit within the planning and finance functions of government proved effective. In **Mozambique**, links with the planning functions forged during the PRSP drafting process were effective, but the subsequent separation of planning and finance functions in government reduced the programme's impact on the recognition of the budget as more than a simple technical tool, with no gendered implications. In **Senegal**, shifts of programme entry points, from planning to finance functions, were effective in contributing to short-term change (the budget call circular letter) but left the programme with no clear approach to engagement with planning departments.

The programme in **Ecuador** was the most successful in developing and maintaining partnerships with a wide range of actors, including civil society pro-poor budget advocates. The drivers for this diverse and committed approach to partnerships were the scale of change required to establish GRB in Ecuador and the unstable political context. CSOs were involved in delivering on key programme activities, especially on budget analysis, and the programme found a way to widen the pool of actors with which it engaged, by offering small grants to institutions that submitted appropriate proposals.

The Staff Survey responses contain some information regarding which partnerships were chosen and the reasons for these choices. The three countries with the most extensive list of partners, according to the staff survey, were **Venezuela, Egypt and Brazil**. Venezuela's list includes two other UN agencies, at least four ministries, five women-focused entities, and a municipality. Each had active roles in facilitating aspects of the overall programme, mainly in terms of facilitating the involvement of staff in training. They were chosen for their key roles

in budgeting and planning in the country. Unfortunately, there are insufficient data to compare the results of the different partnership combinations employed.

The GRB programme evaluation found that, in general, the strategy of evidence-based advocacy produced the fewest tangible results, and those that were achieved were relatively isolated. The most effective approaches were the production of budget analysis by civil society organizations, consultants or academics, and engagement with mechanisms through which advocacy messages could be channelled, such as PRSP coordination mechanisms. Good practice examples included:

In **Ecuador**, the programme was successful in creating a relevant basis of evidence to be used for advocacy and to generate political will for GRB, including civil society analyses of the implications of health and education legislation, consultancy reports, and research papers. However, the main limitations of the success of the approach were that, although the civil society budget analyses were widely disseminated, other evidence that provided a potential basis for advocacy was disseminated in a more limited way, through personal contacts or through specific meetings.

In **Mozambique**, the programme achieved success in engaging with the gender working group in the coordination mechanism for PRSP monitoring, establishing channels through which advocacy messages could be promoted.

The effectiveness of these approaches was limited by the lack of a strategic approach to engaging civil society actors in developing advocacy priorities and the failure to define these priorities on the basis of women's stated needs and interests, as expressed by a range of representatives.

Capacity-Building

The GRB Phase II Programme evaluation found that **UNIFEM's capacity-building strategy had proved central to achieving results**, starting with awareness-raising, moving to developing technical capacity for gender analysis and policy development, and providing

ongoing and direct support. Capacity-building had proved a key route to creating commitment to GRB, increasing interest amongst potential GRB trainers and changes in political will in planning and finance functions and sector ministries, as well as commitment to advocacy for GRB amongst civil society actors who had participated in workshops. This had been due to the effective approach and relevant materials employed in capacity-building.

However, insufficient coordination of the approach to capacity-building had led to participants feeling unclear as to the linkages between different interventions. A lack of mechanisms to ensure consistency and quality of independent activities carried out by different actors was also noted, as was the lack of monitoring of participants in training events and their subsequent actions. Doubts were reported about the extent to which these would enable systematic and comprehensive application of GRB concepts given limited political commitment within ministerial departments, indicating that this may have been the issue to be addressed rather than a lack of technical knowledge on the part of participants. It was therefore concluded in the Phase II evaluation that greater assessment of the impact, targeting, value, and demand for capacity-building could have guided the development and delivery of this programme area.

The assessment of other programmes brought out many interesting examples of creative capacity-building, with the potential for achieving improved and sustainable skills bases in the countries concerned.

Moldova - A GRB Course was mainstreamed at the postgraduate level of the Academy of Economic Studies (ASEM), Moldova's leading economics and finance institution. The course will be part of the two-year master's course for postgraduate students, as well as MOF and Ministry of Economy and Trade professionals. Two types of courses will be offered, and in both courses key GRB-related issues will be covered, such as: concepts and tools, gender equality principles, participatory budgetary process, budget cycle, actors, best practices at the global level, and progress on GRB in Moldova, including local case studies the programme has supported.

Armenia - UNIFEM sought to build partnerships to strengthen the supply of economics courses that incorporate a gender dimension and of research on gender and economics in order to sustain capacity-building on GRB and gender and economics more broadly. The aim is to generate a knowledge base to inform advocacy and planning.

Egypt - As mentioned above, the programme produced a cadre of trainers to conduct training and coaching for budget employees at local and national levels. These "knowledge providers" would facilitate the replication of projects with other employees and in other ministries. They also incorporated MOF employees into their project planning processes and drafting of their GRB manual.

CEE - Mentoring of selected individuals within partner organizations who were assisted on a regular basis during the different steps of the GRB process was reported to be a successful strategy.⁴⁵

India - In India, UNIFEM focused work on building up the GRB capacity of elected women representatives. For example, capacities of representatives in four gram panchayats in Bangalore Rural District were developed to better understand budgets and prepare village development plans using gender budgeting tools. Reports cite many examples of such women using the skills they had acquired to build political support for more GRB. A GRB Update notes that "UNIFEM views building alliances between academic/research institutions, groups working on pro-poor budgets, elected women representatives and members of the Panchayats, as a powerful tool to initiate social change, and one that UNIFEM is working to further strengthen." However, a constraint limiting the effectiveness of this strategy noted in a report to the EU was that newly elected women representatives, mostly first-timers, were inhibited in participating openly in local governance forums because of their perceived low socio-economic

45 Proposal for Programme Implementation (January 2008 – December 2009), Submitted for consideration to the Austrian Development Agency, page 7.

status.⁴⁶ Lack of infrastructure, such as transport links, also often hindered their participation.

Another strategy used in **India** involved support to the GRB cells set up in 56 ministries and departments out of a total of 78 in 2005 in order to institutionalise GRB. This was based on collaboration between the MOF and the MWCD (Ministry of Women and Child Development). According to the cells charter, these were to "be comprised of a group of senior/middle level officers from the Plan, Policy, Coordination, Budget and Accounts Division of the Ministries concerned and headed by an officer not below the rank of Joint Secretary," with responsibilities including "identifying a minimum of 3 and maximum of 6 largest programmes (in terms of budget allocation) implemented within its ministry and the major sub-programmes there under, with a view to conducting an analysis of the gender issues addressed by them; to conduct performance audits (at the field level wherever possible) for reviewing the actual physical/financial targets of the programme, the constraints, if any, in implementation, the need for strengthening delivery systems, infrastructure/capacity-building, etc." A functional GRB cell was established at the MWCD to build the capacity of various line ministries at the centre and in the states with technical inputs from UNIFEM. However, these cells were set up as a result of a circular from the MOF making it mandatory for all ministries and departments to set them up, and later feedback indicated that there was lack of clarity as to their purpose.

Latin America - The strengthening of expertise in academic institutions in the area of fiscal resources and poverty in Mexico and Ecuador and the Argentine University of Rosario have helped to build the capacity of national coordinators and their principal protagonists, such as local authorities and NGO staff.

Other Successful Strategies

Synergetic Combination of Inputs

The successful results in **Egypt** were attributed in a response to the staff survey to the synergetic combination of the following inputs, which amalgamated to achieve these results:

The development of a training manual and GRB tools tailored to the needs of the Egyptian budget;

The design of amendments to the budget circular and budget law and gender-disaggregated budget templates; capacity development workshops;

On-the-job training and coaching at both national and local levels; and

An advocacy seminar for national and local budget officers and media awareness seminars.

General and sectoral budget analysis at national and local levels also helped to motivate budget officers to believe they could make a change. They discovered that implementing GRB could lead to a reduction in corruption and increased transparency and accountability. Women parliamentarians played a major role in budget discussions as a result of increased understanding of the concept.

The Successful Progressive Municipality Model

As mentioned above, the **Albania** GBI used the successful experience of the Elbasan municipal authority, identified by UNIFEM as progressive having pioneered participatory budgeting in Albania, as a model to promote more transparent and inclusive local governance in other municipalities in the country.⁴⁷ Similarly, in **Serbia**, NGO partners in the municipality of Baoki Petrovac piloted an integrated approach to GRB, which their counterparts in other towns have found useful.⁴⁸

⁴⁶ Local-level Gender-Responsive Budget Initiatives, EU Reference: UNIFEM, HOR/AIDCO/2001/0329, UNIFEM Reference: GLO/03/W30 (00012609) Final Report to the European Union, July 2003 - December 2005, page 13.

⁴⁷ First Progress Report to Austrian Development Agency, April 2008-December 2008, page 26.

⁴⁸ Idem.

Clear Policy Focus

In **Armenia** it was found that having a clear policy focus on economic security enabled GRB to be effective in influencing policy in this area to become responsive to gender equality and women's human rights commitments. The Armenian PRSP sets out a number of objectives in the area of employment (including agriculture and informal market), SME creation, the situation of those sending and receiving remittances, emigration, and productivity. Given the strong commitment to these objectives and their link to the achievement of MDGs, they represented the ideal vehicle through which GRB could be applied to the different areas. The programme demonstrated a strategic approach in following the priorities set in the PRSP to select the policy area on which it would focus its efforts. It did not just work on one sector, however, as it collaborated with the following ministries: the Finance Ministry, the Employment and Social Affairs Ministry, and the Ministry of Economy and the Ministry of Territorial Administration.⁴⁹

Key Summary Points

There is limited evidence in any of the materials assessed of successes in Partnerships, Evidence-Based Advocacy or Sector Piloting. These are all areas where further work is required to understand how these strategies are used and to collect data on their effectiveness.

There is good evidence of **a range of interesting and innovative approaches to capacity-building**, suggesting that this is a key area of strength for UNIFEM. Given the anecdotal evidence of the impact of these approaches, discussed above under effectiveness, this is an area where lesson learning and the collection of data on impact should be focused.

There are a number of other interesting examples of strategies from **Egypt, Albania, Serbia, and Armenia** that should be explored further to explore how effective they have been in promoting GRB.

4.6 Programme management

Role of Staff

The Phase II Programme evaluation concluded that the programme was negatively affected by gaps in staffing for this post, and that a lack of institutional learning systems compounded the effects of staff changes. UNIFEM's corporate financial decision-making systems impacted negatively on the programme, in particular slowing down decision-making. It was also noted that UNIFEM lacked staff capacity for programme management in the four countries reviewed and relied heavily on short-term technical inputs by consultants. In all cases, the technical inputs from GRB consultants were effective and of high quality, but frequent changes and gaps in programme staffing were reported, which impacted the programme's effectiveness.

High staff turnover meant that programmes often suffered delays in adapting strategies and maximising their effectiveness. Staff changes and vacant posts weakened an already stretched programme administration and in some cases hindered decision-making because there was often short institutional memory amongst staff and in supporting documentation.

Because most of the other materials reviewed were internal documents, it has not been possible to make many judgements about UNIFEM's programme management inputs in terms of strengths and weaknesses. However, a strength noted in the evaluation of the **Latin American** programmes was that **programme coordinators were key lynch pins** in the "advice, training and motivation of organizational and local authority energies, inspiring and widening the participation of community members and facilitating their insertion in decision-making spaces."⁵⁰

The achievements in Venezuela, such as the inclusion of a gender focus in the Budget Law and the inter-institutional committee to lobby member institutions in **Venezuela**,

49 Gender Responsive Planning and Budgeting in Armenia: Learning Together, Project Document, June 2009, page 2.

50 AECID Evaluation, Maruja Barrig and Virginia Vargas, 2008, page iii.

were attributed in the Staff Survey (Question 3) to **the personal lobbying capacity of the UNIFEM regional director** and a specialist provided by the Andean Subregional Office who provided technical advice and follow-up.

Capacity developed within the ministry of finance in **Egypt** could be attributed to **the role UNIFEM Egypt played as technical adviser to the MOF on GRB**. It is claimed that the **Egypt** programme benefited from UNIFEM Egypt's technical capacity to work on GRB, acquired over nine years, and that the combination of a field presence and expertise in gender equality and public policy gave UNIFEM convincing status amongst partners. As an institution, it effectively supported staff capacity-building through continuous learning. Internal reports indicate that helpful HR input and UNIFEM's enthusiasm contributed to the project's success.

However, gaps in capacity development were also noted, and specialized capacity development programmes for UNIFEM staff working on GRB were recommended, as were experience exchanges with other country programmes. Resource mobilization was also mentioned as a challenging issue, particularly how the **Egypt** programme was linked into the Corporate GRB resource mobilization plan.⁵¹

Gaps in Expertise

The following gaps in GRB expertise were noted:

East and the Horn of Africa - there was no in-house GRB technical expertise until 2008, when two staff members (who are UNIFEM-funded UNVs who do not sit within UNIFEM but are seconded to the National Gender Commission and the Parliamentary Women's Association) were sent to Turin, Italy, for a one-off training. This was felt to be insufficient for developing and implementing a GRB regional strategy and sustainably deepening the work.

Latin America - while Bolivia felt there were no gaps, Venezuela noted the lack of time to gain sufficient understanding of different country contexts and think strategically, the lack of experience of results-based management, seeing GRB as an end rather than a tool, and a lack of thought about the effect of activities on women's lives. Head Office support for strategic visioning would help and better staff structures to avoid task duplication.

In Egypt, gaps noted were specialized capacity development programmes for staff working on GRB, experience exchange with other countries working on the subject, and fora for information exchange.

India and Nepal felt the need for more experts to cover the subcontinent, more research and analysis of programmes/schemes to benefit women, for the momentum not to get lost in implementing GRB, its adoption by NGOs and its decentralization to project and department levels of ministries and district-level organization.

Because many staff in **CEE** were relatively new, there was still a need for hands-on training, drawing on outside international expertise, recognising the diverse nature of GRB, and involving a combination of specialized knowledge on public finance, decentralization, and gender. More time should be dedicated specifically to learning on gender budgeting (the technical but also political aspects, and UNIFEM's specific role). Instead of formal training with outside experts, training from experienced UNIFEM staff from other regions could be particularly useful.

CIS noted the low levels of GRB expertise among gender specialists and government counterparts and the demand for good practice and effective GRB models. The region is vast in relation to the availability of experts, requiring more training, expert support, and pools of resource materials.

Limitations in Management and M&E

All of the country studies displayed weaknesses in the way that the programme was planned, managed and reported on, particularly around the use of the logical framework and reporting. There was limited evidence

⁵¹ UNIFEM was not the main donor for this programme, only providing seed money and TA, the main donor being the Netherlands Embassy.

that the global logical framework was effectively used at the country level to develop a shared understanding with stakeholders of the programme objectives, as a management tool to establish a baseline and milestones to assess progress in implementation or as a monitoring and evaluation framework for lesson learning and measuring impact.

There was also little evidence of a systematic collection of data around results or that the indicators set were being monitored. As such, defining indicators may not be an efficient use of time and resources. An alternative but feasible method of evaluating results may be advisable if staff lack time for gathering monitoring data. The **Latin America** evaluators also concluded that the way results and indicators had been formulated was not conducive to achieving adherence to the original objectives. No regional or national instruments were used to discover whether users of methodological guides understood their contents or how they applied them.

The evaluators noted that subregional offices and regional coordination experienced communications difficulties and that some country and subnational operations operated in isolation from other offices. National coordinators had the ability to communicate directly with regional coordination but lacked sufficient communication channels between each other.

Good Examples of Sharing Experience

The responses to the staff survey revealed many ways in which UNIFEM provided learning and expert resources that had been helpful for GBIs – websites, lists of experts, and group e-mail mechanisms connecting practitioners, the Yahoo group having been particularly useful (**East and Horn of Africa, Nigeria, Venezuela**).

The **Bolivia** and **Egypt** offices found the exchange visits to other countries, meetings, and seminars useful. Networking and information sharing were important in making countries and GRB actors aware of other initiatives happening around the world. Sharing of good practice allowed countries to build enthusiasm and develop their work to reflect the successes of other countries. The **India** office mentioned UNIFEM's global list serve, where all

their offices as well as UNIFEM's implementing partners working on this issue contribute their experiences, and a study tour of South Africa. **Nepal** commented that regional sharing of learning had been strategic and practical in building up GRB technical capacity. **CEE** respondents found that the New York-based GRB team had promoted subregional internal exchange, and that the website www.gender-budgets.org, the recently launched GRB newsletter, the GRB e-mail group, and the UNIFEM intranet had helped them learn about other countries' work. **Kyrgyzstan** mentioned retreats and GRB staff training, expert meetings and regional web-portals as having been effective communication mechanisms in the vast territory of the region. **Moldova** and **Tajikistan** described a regional GRB workshop that brought together ministerial focal points, NGOs and civil servant academies from eight countries as having motivated joint efforts on GRB. In both **CEE** and **CIS**, networking with international experts, and bringing in resources and knowledge generated at global level were seen as having contributed to results achieved.

Key Summary Points

Although the evidence is generally limited, **there are some examples of the important roles played by individual staff in catalysing results through lobbying and networking**, such as programme coordinators, regional directors and technical advisers, in advancing GRBs in **Latin America** and **Egypt**, for example. Given the limitations noted by the GRB programme evaluation due to staff gaps, this is an area that should be explored further.

Many programmes noted **gaps in GRB expertise**, particularly among in-house staff. Given the continuing importance of GBIs to UNIFEM and the lack of consensus on what they are noted above, this is an area where particular efforts are required to develop a better sense of what GRB is and to collate and disseminate good examples from the field.

As in the GRB programme evaluation, the evaluation of the experience of work in **Latin America** noted the **limited use of planning and management tools**. Again, this is an area where particular efforts are required to ensure that examples of good practice are backed up with hard evidence of progress and impact.

5. Conclusions

As the literature review clearly shows, UNIFEM has played an influential role in setting the international agenda for GRB since work on this innovative area began. UNIFEM continues to publish key resources that set out clear guidance for implementation and draw on influential experience on the ground. The development of UNIFEM's approach to GRB has been guided by an empowerment framework, grounded in CEDAW and Beijing commitments, and based on the promotion of women's rights opportunities and capacities.

As well as setting the conceptual agenda, UNIFEM has played a leading role in the promotion of approaches to GRB internationally. As the mapping of UNIFEM's GRB work shows, the approaches taken respond to regional and national contexts, meaning there is considerable variation in the types of intervention.

In beginning to look in more detail at UNIFEM's experience from the field, an initial conclusion is that **there does not seem to be an overall consensus within UNIFEM about what constitutes GRB**. In a number of cases, there seems to be little in practice that differs from general gender mainstreaming. There are some examples of longer-term experience within UNIFEM, such as that in **Egypt**, which suggest a way forward in developing a shared understanding. Similarly, there are **considerable variations in the theories of change** that accompany these different understandings of GRB. Four examples, from the **GRB Programme, Latin America, Nigeria and Egypt** demonstrate the importance of exploring the assumptions underlying the approaches used as a key step to achieving results. All three examples particularly highlight the need to work with both government and civil society.

Relevance

There are some good examples of programmes that have made **links between CEDAW and GBIs**, in identifying key issues of importance for women and using these as the basis for achieving change in policy-making and budgets. A more detailed examination of these examples could provide the basis for the development of a more rights-based approach. However, there is still a need to make the links between women's actual felt needs as analysed by CSOs and GBIs clearer in UNIFEM's work. In particular, in order to make such links in a sustainable way, there is a **need for GRB approaches to focus on both civil society and government partners**, involving the former in identifying policy priorities and holding government to account for budget allocations and the implementation of policy.

Effectiveness

A general conclusion that can be drawn is that **results achieved can be attributed to consistent efforts over time** and particularly to considerable capacity-building efforts, as is shown in the **GRB Programme** and the work in **Egypt**. In both cases, support has focused over time on raising awareness of the importance of gender to budgetary processes, building capacity to be able to use gender analysis and to develop gender indicators to measure progress, and providing ongoing support that responds to the reality of local policy and budget processes. Two examples from **India and Bolivia** show the **need to integrate GBIs at the local level with support to integrate gender in national-level policy**. Ensuring that national-level policy reflects gender equality concerns can provide a supportive framework for initiatives with local government.

All of the examples referred to highlight the **need for UNIFEM to focus monitoring and evaluation systems** on assessing the contribution made by their support to achieving results. There is a need to clarify in particular

what UNIFEM’s support is seeking to achieve and then to assess the success of such support. For example, whereas in the **GRB Programme** the focus was on getting gender included in call circulars, in **Egypt** results were assessed in terms of references to key women’s needs in national development plans.

Sustainability

The key successes in sustainability that have been achieved through UNIFEM’s support have been to get **GRB embedded in academic programmes and training for public officials**. These examples may be of particular importance given the anecdotal evidence from the GRB programme in **Ecuador** of the impact that such capacity-building programmes can have in the medium to long-term. In addition there are good examples from **Mozambique** and **Egypt** of **the effect that cadres and networks can have on the sustainability of interventions**, helping to build commitment and ensuring that experienced individuals are available for coaching and mentoring. In addition, an example from **Russia** of the use of the internet for sharing materials and experience shows likely potential for sustainable capacity-building of stakeholders and should be explored further to see how effective it has been.

Strategies

There is good evidence of **a range of interesting and innovative approaches to capacity-building**, suggesting that this is a key area of strength for UNIFEM. Given the anecdotal evidence of the impact of these approaches, this is an area where lesson learning and the collection of data on impact should be focused. There is, however, much more limited evidence of successes in Partnerships, Evidence-Based Advocacy, or Sector Piloting. These are all areas where further work is required to understand how these strategies are used and to collect data on their effectiveness. There are a number of other interesting examples of strategies from **Egypt, Albania, Serbia, and Armenia** that should be explored further.

Programme Management

Although the evidence is generally limited, there are some **examples of the important roles played by individual staff**, such as programme coordinators, regional directors, and technical advisers, in advancing GRBs in **Latin America** and **Egypt**, for example. Given the limitations noted by the GRB Programme evaluation due to staff gaps, this is an area that should be explored further. As in the GRB Programme evaluation, the evaluation of the experience of work in **Latin America** noted **the limited use of planning and management tools**. Again, this is an area where particular efforts are required to ensure that examples of good practice are backed up with hard evidence of progress and impact.

Many programmes noted **gaps in GRB expertise, particularly among in-house staff**. Given the continuing importance of GBIs to UNIFEM and the lack of consensus on what they are noted above, this is an area where particular efforts are required to develop a better sense of what GRB is and to collate and disseminate good examples from the field.

The Way Forward

The three stages of the evaluation have identified three significant gaps in UNIFEM’s work on GRB:

- A lack of consensus on what GRB is about and a lack of knowledge about how it should be implemented within the organization;
- A lack of data on the contribution that UNIFEM GRB initiatives have made to change and a lack of evidence to support claims of best practice; and
- A lack of experience amongst staff in using planning and management tools that would supply the necessary data and evidence.

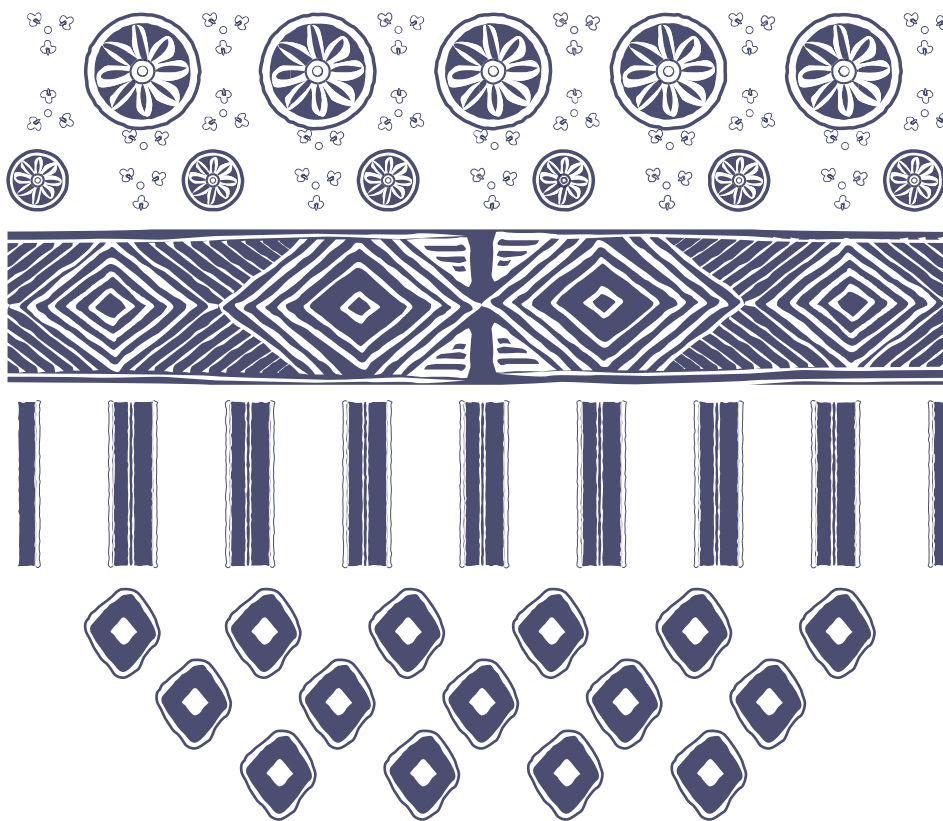
To respond to these gaps, the remainder of the report is divided into two sections, proposing:

A. A typology of GBIs that seeks to capture the essence of the theories of change of GRB programming in different contexts. The framework can help UNIFEM country teams to strengthen the strategic and results-oriented focus to country-level GBI planning and implementation and provides a structure for developing more detailed monitoring and evaluation tools at country and programmatic levels.

B. A set of monitoring and evaluation tools, with illustrative examples based on the experience of the evaluation. The practical approach to GRB M&E and user-friendly tools and templates is aimed to facilitate the implementation of M&E. These tools include a selection of potential indicators for assessing progress and measuring impact based on the typology proposed.

Part B

Moving Forward



GRB Typology & Indicators

6. Proposed typology for GRB work

The summative element of this evaluation has identified three significant gaps in UNIFEM's work on GRB: a lack of consensus on what GRB encompasses, a lack of data on results, and a lack of capacity in planning and management. In looking forward, this work draws on recent work that proposed new ways of measuring results and indicators for voice and accountability interventions.⁵² This report is particularly relevant to the GRB typology and posed a good way to structure the results framework and corresponding indicators.

This section proposes the following:

A typology for GRB work based on the Development Results Framework in UNIFEM's Strategic Plan (2008-2011) and GRB Thematic Strategy. The typology works at different levels to provide a relevant framework for the range of GRB work that UNIFEM is involved in, including a focus on building capability within government, ensuring that sustainable accountability structures and mechanisms are in place and beginning to look at government responsiveness to priorities and accountability; and

A set of indicators, based on the typology, mapped onto the results chain (inputs, processes, outputs, outcomes and impact) to provide examples for HQ and field-level staff and to enable them to collect and feed data into the Thematic Strategy and the Development Results Framework. This section also includes a basic guide to the use of these indicators, covering the development and use of the proposed indicators and guidance on the types of data that the indicators require.

The typology of GRB programmes proposed in this section provides the basis for developing data capture systems and monitoring tools at the country level for different types of gender budgeting initiatives (see Section 7, Monitoring and Evaluation Tools). The typology captures both the formative and summative elements of the evaluation.

⁵² Holland, Jeremy and Thirkell, Allyson, 2009. "Measuring Change and Results in Voice and Accountability Work." Forthcoming DFID Evaluation Working Paper.

ation. It is informed by the literature and desk reviews, the e-mail survey of UNIFEM staff, and the country case studies. It supports a results-based approach to planning of a GBI, and when adapted to a monitoring and evaluation framework, it enables continuous tracking of indicators of progress through the duration of a programme and evaluation of a programme at its completion.⁵³

This introduction is followed by two sections that focus on the detail of the typology and look at:

Grounding GRB in corporate outcomes; and

Towards a set of GRB Indicators.

6.1 Grounding GRB in corporate outcomes

The approach to GRB to date has drawn primarily on the three aims of GRB⁵⁴ reflected in the UNIFEM corporate and programme literature.⁵⁵ These have provided a clear basis on which to contextualise the GBI into an operational framework. This in turn has supported a strategic approach to GRB programming.

⁵³ Alami, Nisreen, 2007, *UNIFEM Programming Guidance Note GRB Programming Working Draft*, November (3).

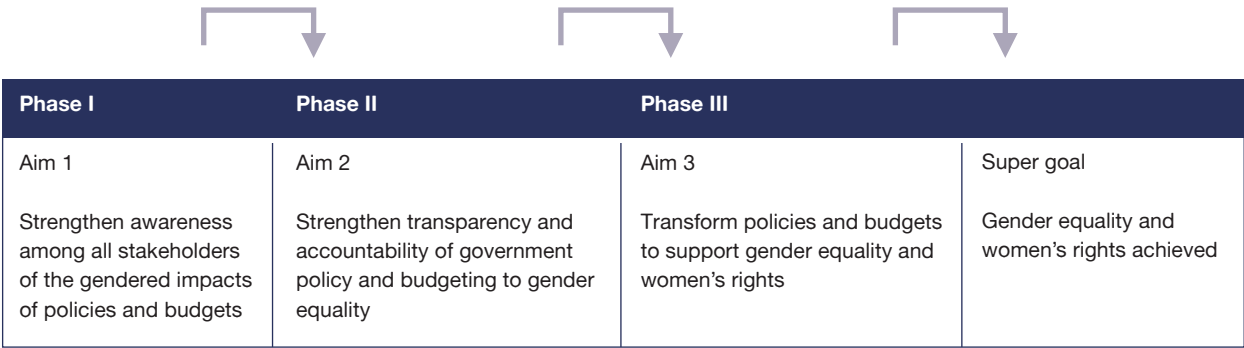
⁵⁴ As set out in, for example, Sharp, Rhonda, 2003, *Budgeting for Equity, Gender budgeting within a framework of performance-oriented budgeting*, UNIFEM, New York and Sharp, Rhonda and Vas Dev, Sanjuga, 2004, *Bridging the gap between gender analysis and gender-responsive budgets: Key Lessons from a Pilot Project in the Republic of the Marshall Islands*, Hawe Research Institute, Working Paper Series, No. 25, Magill, South Australia.

⁵⁵ For example, this captures Outcome 1 of the corporate Strategic Plan "2008-2011" to increase "the number of national development strategies (including PRSs, SWAPs, post-conflict reconstruction strategies, and other nationally owned plans). incorporate gender equality in line with national commitments to women's empowerment (e.g., MDGs, SC1325, etc.) and human rights (e.g., CEDAW and regional human rights commitments); Outcome 4 to increase "the number of budget processes that fully incorporate gender equality" and Outcome 6

Raising awareness, strengthening accountability, and engendering policy and budgeting processes are mutually reinforcing aims. In addition, the three aims correspond to stages in the evolution of GRB and reflect a broad theory of change underlying UNIFEM programming. For example, the earliest gender budgeting initiatives focused to a large extent on raising awareness of GRB among a range of stakeholders. UNIFEM's early GRB work, up to 2005, reported explicitly on its progress in terms of the achievement of Aims 1 and 2 and noted less progress in the achievement of Aim 3.⁵⁶

The focus in later years (2005-2008) reinforced the aims as a broad basis of a theory of change, with an explicit focus on changing policy and budgeting *processes* and building on progress in improving transparency and strengthening accountability to gender equality and women's rights (see Diagram 6.1 below). In more recent years, UNIFEM has made explicit efforts to achieve Aim 3 through a focus on institutionalising gender responsiveness in budget planning and allocation and through sector piloting and participatory budgeting initiatives.

Diagram 6.1 - Evolution of GRB



56 UNIFEM, Commonwealth Secretariat, IDRC, 2002, *Gender Budget Initiatives: Strategies, Concepts and Experiences*, United Nations Development Fund for Women (UNIFEM), United Nations, New York.

Looking ahead, however, UNIFEM seeks to ensure that budget processes fully incorporate gender equality and women's rights and are more clearly focused on achieving tangible results ("GRB Super goal").⁵⁷ The UNIFEM development results framework set out in the Strategic Plan 2008-2011 is based on eight outcomes to which UNIFEM will contribute, along with other UN organizations and key national and regional stakeholders. From the Strategic Plan, UNIFEM have developed a GRB Thematic Strategy⁵⁸ to give increased focus to the range of work that UNIFEM is involved in. The key objectives of this strategy are:

Strengthening coherence and effectiveness of UNIFEM's on-going and future GRB programming and ensuring that future programming responds to evolving and expanding needs;

Facilitating sectoral application of GRB and cross-thematic linkages to demonstrate effective contribution towards implementation of commitments towards gender equality through mobilising financial resources;

Refining monitoring approaches to track impact of GRB initiatives; and

Strengthening UNIFEM's internal competencies required to effectively respond to the demands and needs of its partners.

It is proposed in the Thematic Strategy that these objectives will be achieved through contributions to Outcomes 1, 4, 5, 7, and 8 in the Development Results Framework. In addition, a contribution towards Outcome 6 will be made through interventions linking gender equality advocates with the women's priorities covered under this outcome, both of which contribute to Outcome 7. The relationship between GRB contributions to these high-level outcomes is set out in Diagram 6.2, which provides a visual representation of the relevance of GBIs at different levels and for different purposes. The diagram seeks to:

Highlight the linkages between GRB implementation at the country level and corporate outcomes;

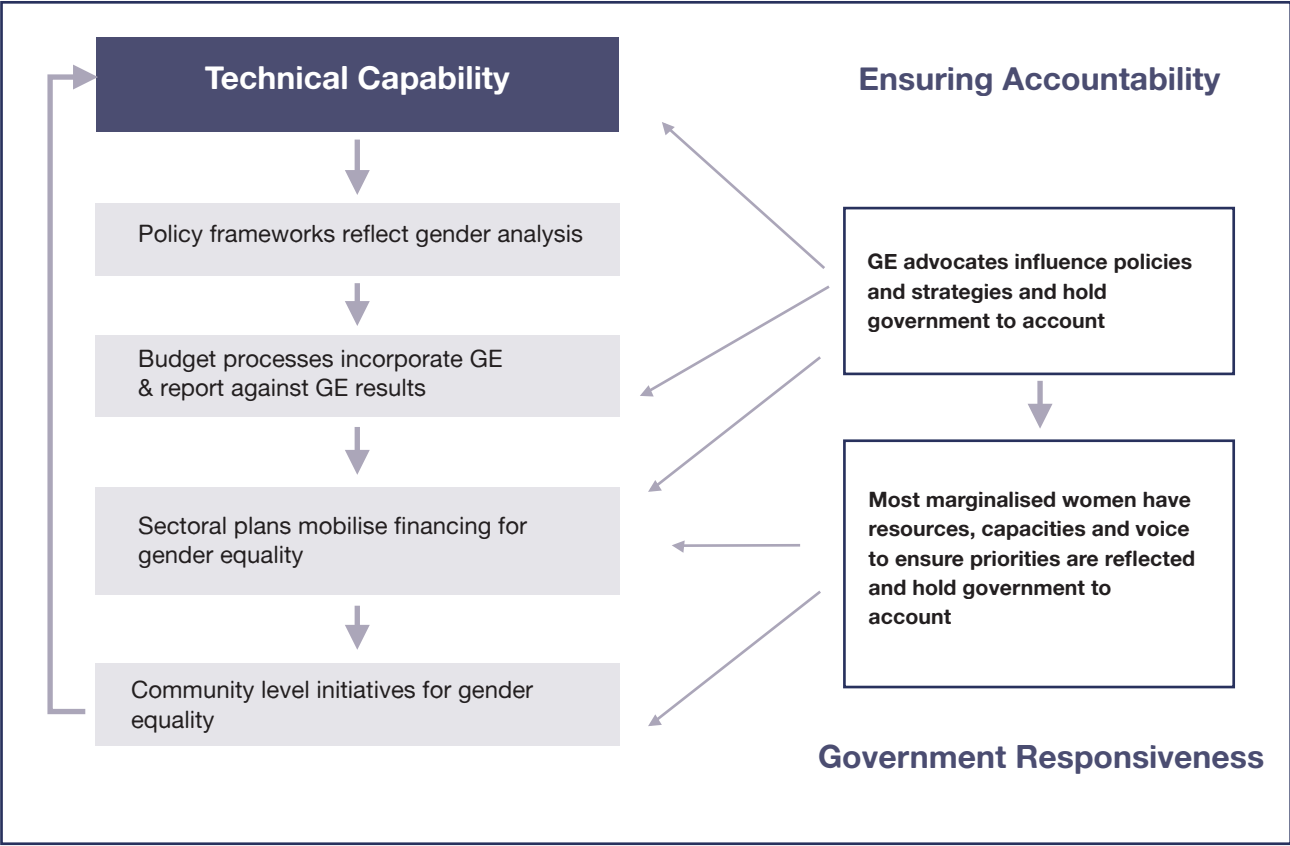
Suggest that different types of GBIs may support different outcomes; and

Suggest the need to focus on government responsiveness in order to achieve real results for gender equality and women rights.

⁵⁷ UNIFEM, 2008, *Upscaling Gender Responsive Budgeting for Accelerated Action towards Gender Equality*, GRB Phase III, Programme Log frame and Alami, Nisreen, 2008, cited above.

⁵⁸ UNIFEM, 2008, *Thematic Strategy for Programming on GRB*

Diagram 6.2 – GRB Contributions to UNIFEM’s Corporate Outcomes



Building Technical Capability - GRB interventions have generally focused on raising awareness and building the technical capacity to engender planning and budgeting processes. A GBI framed within the context of a Poverty Reduction or National Development Strategy or a particular sectoral or cross-sectoral theme may cover a wide range of policy and budgeting activities: from developing a policy-focused situation analysis to policy formulation, budgeting, and impact assessment depending on the situation. The Planning ministry, together with the line ministries (and donor partners), are usually responsible for developing and/or implementing sector policies and so are key government partners. An increased focus on impact assessment and reporting results are key aspects of expanding the scope of work at this level.

Ensuring Accountability - PRS processes in particular have provided opportunities to align GBIs with civil society-led monitoring groups, for example, enabling them to input into priority-setting processes. Decentralization presents a different set of opportunities and challenges for GRB. GBIs aligned with decentralization and local budgeting processes have often focused explicitly on achieving accountability and transparency, policy, and budgeting processes, with a strong focus on strengthening citizens' voices and including women in local-level government planning and budgeting. Decentralization has provided an enabling environment for GRB through partnerships with grass-roots organizations and with citizen-focused budgeting groups. GBIs at this level potentially provide a model for more sustained mechanisms for ensuring accountability in national planning and budgeting.

Government Responsiveness - The increased focus on results in the policies and programmes of both governments and donors provides an opportunity to expand the focus of current GBIs working at the level of sectoral and decentralized planning. The focus at these levels should be not just on planning and budgeting, but should increasingly consider implementation and impact. The emphasis in the outcomes focused on the most marginalised groups (Outcome 6) and community-level initiatives (Outcome 8) provides the basis for assessing whether government poli-

cies and programmes provide the resources and services that the poorest women need most. A focus at this level in turn provides a clear linkage between the **utilization of budgets** at sectoral and local levels and the transparent reporting of results achieved and impact, which in turn feeds back into planning processes.

The current focus of the GRB has been on analysis, planning programming, budgeting and monitoring of budgets. However, there is a need to also understand the impact that transforming policies and budgets has on gender equality and women's rights. To do this there needs to be clear evidence of a link between changes at the policy and budget levels and changes on gender outcomes on the ground. Collecting evidence on GRB programme-related gender outcomes may in some countries stretch UNIFEM's limited resources. Therefore, to achieve this, it may be necessary to tap into existing data collection systems and work strategically with partners such as NGOs, government and other donors that are already measuring gender outcomes using poverty indicators or sector-specific indicators.

The steps required to achieve the outcomes of GRB in a given policy context will vary according to the situation. Thus, the strategies, activities, gender budgeting tools, and partnerships are determined by the specific context. The typology provides an output and outcome-focused framework to assist those working on individual GBIs to determine the most appropriate strategies, activities, tools, and partnerships to adopt in a given context. Mapping elements of the thematic strategy onto the typology provides examples of how UNIFEM's ongoing interventions contribute to these different areas (see Table 6.1).

Table 6.1 - Mapping the thematic strategy onto the typology

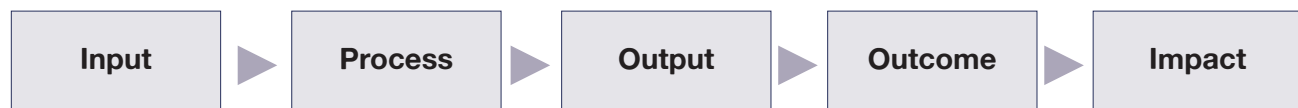
	Type of change	Intervention	GRB Outcome Indicators
Capability	National Development Planning Change	<ul style="list-style-type: none">• Capacity-building with Ministry of Planning and sectoral ministries• Building linkages between planners, policy makers and gender advocates	<ul style="list-style-type: none">• Gender disaggregated or gender aware results measures related to specific policy areas• Publication of commitments to policies advancing gender priorities
	Budgeting processes change	<ul style="list-style-type: none">• Capacity-building with Ministry of Finance and sectoral ministries• Building linkages between budget planners and gender advocates	<ul style="list-style-type: none">• Number of major programmes, % age of budget supporting gender equality objectives by sector• %age of budget allocation reflecting gender priorities• Annual budget statement report gender priorities, achievement of gender objectives and share of budget allocated to achieve gender objectives
Accountability	Gender Advocacy Influence	<ul style="list-style-type: none">• Capacity-building with NWMs and gender advocates• Strengthening linkages between civil society in watchdog role	<ul style="list-style-type: none">• Women’s machinery and GE advocates articulating GRB issues during government budgeting processes
	Most Marginalised Groups Influence & Evidence	<ul style="list-style-type: none">• Capacity-building with networks and groups to collect and analyse evidence• Strengthening capacity of networks and groups to influence planning and budgeting processes	<ul style="list-style-type: none">• Level and quality of participation in planning processes
Responsiveness	Service Delivery Change	<ul style="list-style-type: none">• Capacity-building with government agencies to design and implement policies and programmes focused on gender priorities• Building linkages between government agencies and gender advocates	<ul style="list-style-type: none">• % age of budget allocation reflecting gender priorities• Annual budget statement report gender priorities, achievement of gender objectives and share of budget allocated to achieve gender objectives
	Community-level Initiatives change	<ul style="list-style-type: none">• Capacity-building for men and women to participate in planning and budgeting processes• Strengthening linkages between local civil society in watchdog role	<ul style="list-style-type: none">• Level and quality of participation in planning and budgeting processes

6.2 Towards a set of GRB indicators

This section maps GRB indicators and instruments onto the typology introduced above and shows how these can be “read across” the results chain to embed a more robust culture of measurement. This section shows how GRB indicators can be used within the results chain in

conjunction with the typology. These are presented in Table 7.1 in the following section.

The five basic elements of the Results Chain are input, process, output, outcome and impact.



In each of these elements, there is a desired result, and indicator(s) will have been chosen to show whether it is being achieved. In the case of an intervention to strengthen technical capability, for example, resources will be provided as *input* and capacity-building activities⁵⁹ provided as *process*. The expected *output* of these activities will be that government capacity to engender planning and budget processes is increased, as measured by their utilization of gender analysis or evidence of gender priorities in policy. The expected *outcome* of this capacity-building intervention is typically an engendering of policies and budgets, which should in turn lead to increased access by women to services or resources.

Diagram 6.3 illustrates how this “read through” of interventions and indicators works, with the addition of a set of change indicators at the output level. The example given is of a results chain for an intervention to strengthen government capacity to engender budget processes, such as the GRB Phase II Programme. The change indicators measure whether building government capacity in GRB leads to inclusion of gender priorities in budget allocations and, in turn, to increased access by women to services or resources. The results chain further links these GRB change outputs to outcomes that can be measured

through increased resource allocation and improved accessibility and quality of services, through to developmental impact, as shown by broader changes in well-being and measured by MDG-type indicators.

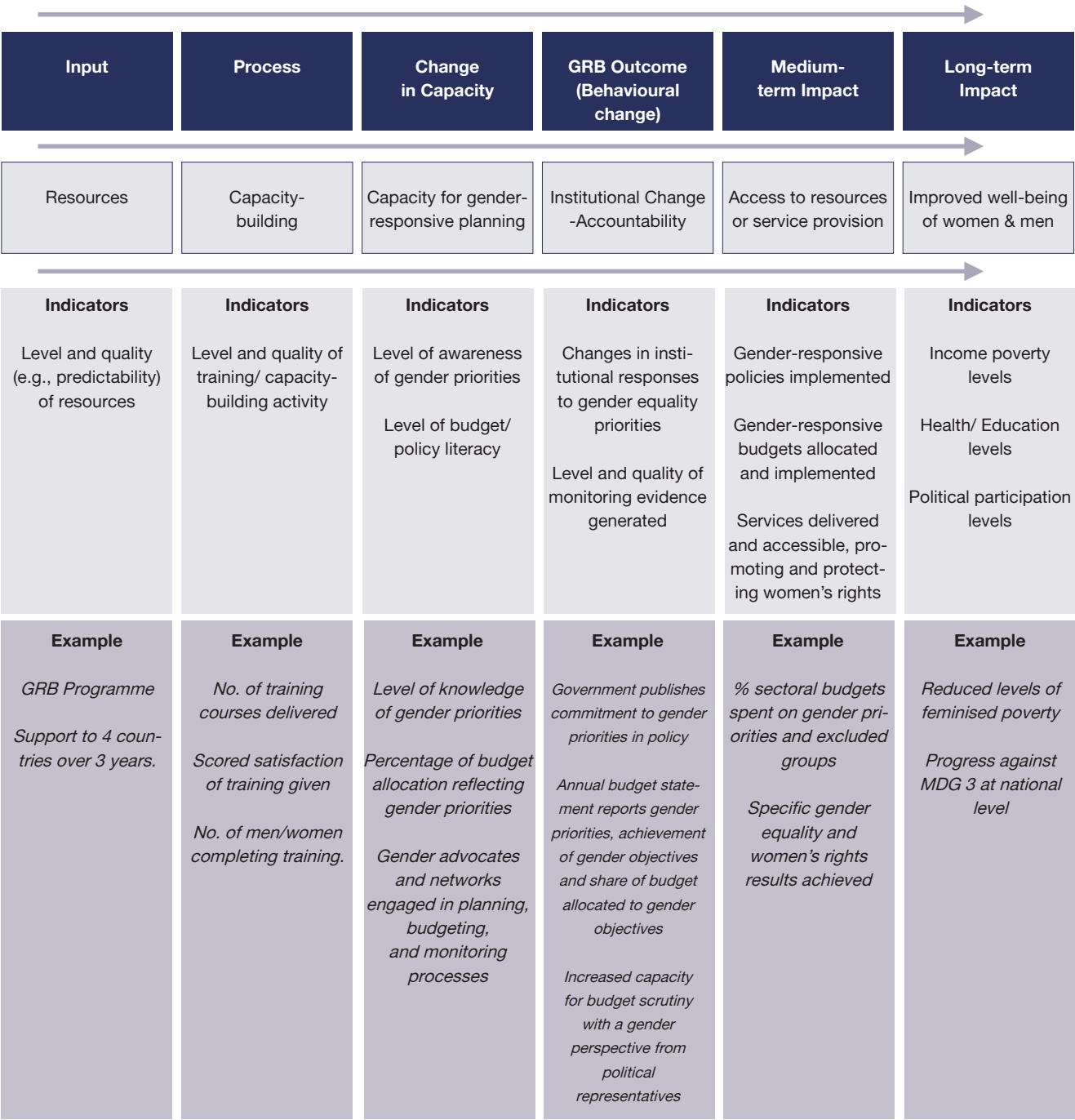
Concluding Comments on Typology

The typology incorporates the expressed needs of UNIFEM as it looks forward to the next phase of GRB. It captures the essence of the theories of change of GRB programming in different contexts.⁶⁰ The framework can help UNIFEM GBI country teams to strengthen the strategic and results-oriented focus to country-level GBI planning and implementation and, as Section 7 demonstrates, provides a framework for developing more detailed monitoring and evaluation tools at country and programmatic levels. The typology provides a clear and simple framework that can enable country-based UNIFEM GBI teams to make effective use of UNIFEM’s knowledge management strategy. In the future, UNIFEM may wish to develop this simple framework into a learning tool for country teams to assist in GBI planning and to enhance GBI management, including a coherent and consistent data management system.

⁵⁹ We interpret capacity-building broadly to include training and sensitization.

⁶⁰ UNIFEM, 2008, Thematic Strategy for UNIFEM programming for GRB 2008-2011; UNIFEM, 2008, Upscaling Gender Responsive Budgeting For Accelerated Action towards Gender Equality Phase III (2009 – 2011).

Diagram 6.3 - GRB Indicators: mapping onto the results chain



7. Monitoring and evaluation tools

Future GRB programmes will require an explicit evaluation lens throughout their design and implementation. Many of the claims for the effectiveness and sustainability of the approaches used in GBIs are anecdotal and rely on case study material that does not provide sufficient and convincing evidence to demonstrate impact. Improving the focus on monitoring and evaluation throughout the programme will ensure that impact is clearly understood and that common indicators within regions and across the global programme can provide aggregated data under common aims, enabling UNIFEM to demonstrate results against corporate goals.

The Terms of Reference for the corporate evaluation of UNIFEM's work on Gender-Responsive Budgeting specify the need to "develop data capture systems and monitoring tools at a country level for different 'types' of programmes/ projects." The evaluation team proposes a set of monitoring tools that are situated within the theory-based M&E approaches. This approach supports GRB programming in two very specific ways:

First, it enhances accountability for results and supports assessing a range of projects financed under the GRB programmes. It also provides a way to aggregate, where possible, the achievements of specific GRB projects. Their contribution to achieving the objectives of GRB programme, and the extent to which they contribute to UNIFEM's Strategic Framework and ultimately improved gender equality can also be tracked; and

Second, as in all M&E approaches, learning is as important as accountability. Monitoring and evaluation activities allow for reflection and facilitate the involvement of partners in these processes. Ultimately, reflection enables refocused action to make better progress or to have wider impact, which should be the aim of all learning processes.

This section is divided into two parts:

The first introduces a comprehensive set of GRB indicators based on the typology proposed in Section 6 above; and


The second presents a 'how-to' guide to the development and use of these indicators for GRB programming.

The tools proposed can be used to enhance programming by tracking the progress of different 'types' of GRB programmes and projects. The approach proposed for GRB monitoring, evaluation, and impact assessment consists of four key elements of theory of change, log frames, results frameworks, and impact pathways.


7.1 Mapping GRB indicators onto the results chain

Table 7.1 follows the illustrative figure in Section 6 (Diagram 6.3) and maps the indicators onto the results chain in greater detail, illustrating a menu of indicators that could be selected. The GRB outcome indicators highlighted in Table 3.1 are again highlighted in Table 7.1 and measure the changes in institutions, accountability, and responsiveness that follow from a GRB project intervention.


Table 7.1 - Mapping GRB indicators onto the Results Chain




	Input	Process	Output	GRB Outcome	DRF Outcome	Impact
Change: Capability National Development Planning Change	<ul style="list-style-type: none"> • Funding • Physical resources 	<ul style="list-style-type: none"> • Training/capacity-building • Network building 	<ul style="list-style-type: none"> • Technical capacity used in government ministries to make planning processes gender-responsive 	<ul style="list-style-type: none"> • Ensuring that key policy frameworks reflect gender analysis and identify interventions that can be costed and monitored 	<ul style="list-style-type: none"> • Increased number of national development strategies incorporate gender equality in line with national commitments to women's empowerment 	<ul style="list-style-type: none"> • Progress on gender equality
Indicator	<ul style="list-style-type: none"> • Level and quality (e.g. predictability) of resources 	<ul style="list-style-type: none"> • Level and quality of training/capacity-building activity 	<ul style="list-style-type: none"> • Utilization of gender analysis in planning processes • Policy priorities reflect gender priorities 	<ul style="list-style-type: none"> • Gender disaggregated or gender aware results measures related to specific policy areas • Publication of commitments to policies advancing gender priorities 	<ul style="list-style-type: none"> • No. of countries and strategies incorporating commitments • Extent to which strategies incorporate commitments 	<ul style="list-style-type: none"> • Progress against MDG 3
Instrument	<ul style="list-style-type: none"> • Resource monitoring tool 	<ul style="list-style-type: none"> • Activity reporting tool 	<ul style="list-style-type: none"> • Follow-up interviews with trainees to record progress and utilization of capacity • Detailed policy analysis and policy tracker studies 	<ul style="list-style-type: none"> • Monitoring government policy and reporting • CEDAW reporting 	<ul style="list-style-type: none"> • UNIFEM's Strategic Plan reporting 	<ul style="list-style-type: none"> • Progress of the World's Women • UNDP Human Development Report



	Input	Process	Output	GRB Outcome	DRF Outcome	Impact
Change: Capability Budgeting processes change	<ul style="list-style-type: none"> • Funding • Physical resources 	<ul style="list-style-type: none"> • Training/capacity-building • Network building 	<ul style="list-style-type: none"> • Technical capacity used in government ministries to make planning budgeting gender-responsive 	<ul style="list-style-type: none"> • Public finance management systems and budgeting processes at national, sectoral and local levels incorporate a gender perspective and reflect women's voice 	<ul style="list-style-type: none"> • Increase in the number of budget processes that fully incorporate gender equality 	<ul style="list-style-type: none"> • Progress on gender equality
Indicator	<ul style="list-style-type: none"> • Level and quality (e.g. predictability) of resources 	<ul style="list-style-type: none"> • Level and quality of activities 	<ul style="list-style-type: none"> • Increase in resources allocated to gender priorities • Government annual reporting against gender disaggregated performance indicators 	<ul style="list-style-type: none"> • Number of major programmes, %age of budget supporting gender equality objectives by sector • % age of budget allocation reflecting gender priorities • Annual budget statement report gender priorities, achievement of gender objectives and share of budget allocated to achieve gender objectives 	<ul style="list-style-type: none"> • Ministries of Finance that issue GRB guidelines • Sectoral and local budget processes in which GRB is incorporated 	<ul style="list-style-type: none"> • Progress against MDG 3
Instrument	<ul style="list-style-type: none"> • Resource monitoring tool 	<ul style="list-style-type: none"> • Activity reporting tool 	<ul style="list-style-type: none"> • Budget analysis and policy tracker studies • Follow-up interviews with trainees to record progress and utilization of capacity 	<ul style="list-style-type: none"> • Monitoring government policy and reporting • CEDAW reporting 	<ul style="list-style-type: none"> • UNIFEM's Strategic Plan reporting 	<ul style="list-style-type: none"> • See above




	Input	Process	Output	GRB Outcome	DRF Outcome	Impact
Change: Responsiveness Service Delivery change	<ul style="list-style-type: none">• Funding• Physical resources	<ul style="list-style-type: none">• Training/ capacity-building• Network building	<ul style="list-style-type: none">• Technical capacity used in sectoral ministries to make strategies and programmes gender-responsive	<ul style="list-style-type: none">• Enhanced institutional responses to gender-responsive planning and budgeting requirements mobilising financing for gender equality at sectoral level	<ul style="list-style-type: none">• Key policy, service delivery and media institutions have increased resources, structures, procedures, incentives and capacities to implement laws and policies that promote and protect women's human rights	<ul style="list-style-type: none">• Improved well-being – sex-disaggregated
Indicator	<ul style="list-style-type: none">• Level and quality (e.g. predictability) of resources	<ul style="list-style-type: none">• Level and quality of training/ capacity-building activity• Level and quality of network building activity	<ul style="list-style-type: none">• Number of major programmes, % age of budget supporting GE objectives by sector• No of ministries reporting annually against gender disaggregated performance indicators	<ul style="list-style-type: none">• % age of budget allocation reflecting gender priorities• Annual budget statement report gender priorities, achievement of gender objectives and share of budget allocated to achieve gender objectives	<ul style="list-style-type: none">• Evidence of changes in institutional performance• Extent to which key policy and service delivery institutions have increased budgets for promoting GE and women's human rights	<ul style="list-style-type: none">• Income poverty levels• Health/ education levels• Political participation levels
Instrument	<ul style="list-style-type: none">• Resource monitoring tool	<ul style="list-style-type: none">• Activity reporting tool	<ul style="list-style-type: none">• Budget analysis and policy tracker studies• Follow-up interviews with trainees to record progress and utilization of capacity	<ul style="list-style-type: none">• Monitoring government policy and reporting• CEDAW reporting	<ul style="list-style-type: none">• UNIFEM's Strategic Plan reporting	<ul style="list-style-type: none">• National surveys• Project surveys



	Input	Process	Output	GRB Outcome	DRF Outcome	Impact
Change: Responsiveness Community-level Initiatives change	<ul style="list-style-type: none"> • Funding • Physical resources 	<ul style="list-style-type: none"> • Training/capacity-building 	<ul style="list-style-type: none"> • Development and replication of effective models on gender-responsive planning, budgeting, and monitoring and evaluation 	<ul style="list-style-type: none"> • Building knowledge on effective and innovative models on gender-responsive planning, budgeting and monitoring and evaluation 	<ul style="list-style-type: none"> • Increased numbers and relevance of models of community-level initiatives for advancing women's human rights and eliminating gender inequality 	<ul style="list-style-type: none"> • Improved well-being – sex-disaggregated
Indicator	<ul style="list-style-type: none"> • Level and quality (e.g. predictability) of resources 	<ul style="list-style-type: none"> • Level and quality of training/capacity-building activity 	<ul style="list-style-type: none"> • Participation of men and women, including marginalised groups, in local planning and budgeting processes • Local groups and representatives hold local government to account over commitments 	<ul style="list-style-type: none"> • Level and quality of participation in planning and budgeting processes • Predictable and transparent budget process 	<ul style="list-style-type: none"> • Community level model initiatives that are replicated or up-scaled by national or international partners • Extent to which models demonstrate how holistic, multi-stakeholder approaches support progress towards gender equality and women's empowerment 	<ul style="list-style-type: none"> • MDG indicators
Instrument	<ul style="list-style-type: none"> • Resource monitoring tool 	<ul style="list-style-type: none"> • Activity reporting tool 	<ul style="list-style-type: none"> • Close monitoring of processes • Participation in monitoring processes and shadow reporting by CSOs 	<ul style="list-style-type: none"> • Published records of planning and budgeting processes • GE advocates monitoring of advocacy campaigns 	<ul style="list-style-type: none"> • UNIFEM's Strategic Plan reporting 	<ul style="list-style-type: none"> • National surveys • Project surveys



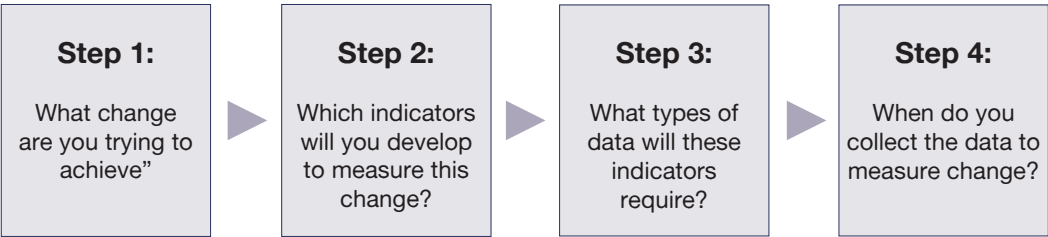
	Input	Process	Output	GRB Outcome	DRF Outcome	Impact
Change: Accountability Gender Advocacy Influence	<ul style="list-style-type: none">• Funding• Physical resources	<ul style="list-style-type: none">• Training/capacity-building• System strengthening	<ul style="list-style-type: none">• Technical capacity of NWM and GE advocates to advocate for and influence planning and budgeting processes	<ul style="list-style-type: none">• Capacity development of NWM and GE advocates on GRB• Open spaces for gender equality advocates for shaping national, local, and sectoral budgeting processes	<ul style="list-style-type: none">• Gender equality experts, advocates and their organizations and networks enhance their capacity and influence to ensure that there are strong gender equality dimensions in national laws, policies, and strategies	<ul style="list-style-type: none">• Progress on gender equality
Indicator	<ul style="list-style-type: none">• Level and quality (e.g. predictability) of resources	<ul style="list-style-type: none">• Level and quality of training/capacity-building/system strengthening activity	<ul style="list-style-type: none">• Level and quality of participation in planning and accountability fora	<ul style="list-style-type: none">• Women's machinery and GE advocates articulating GRB issues during government budgeting processes	<ul style="list-style-type: none">• Key decision-making fora where presence of GE experts, etc results in stronger commitments to gender equality• Evidence that GE advocates call for decision makers' accountability to national commitments	<ul style="list-style-type: none">• Progress against MDG 3
Instrument	<ul style="list-style-type: none">• Resource monitoring tool	<ul style="list-style-type: none">• Activity reporting tool	<ul style="list-style-type: none">• Close monitoring of processes• Key informant perception scoring	<ul style="list-style-type: none">• Published records of planning and budgeting processes• GE advocates monitoring of advocacy campaigns	<ul style="list-style-type: none">• UNIFEM's Strategic Plan reporting	<ul style="list-style-type: none">• National surveys• Project surveys



	Input	Process	Output	GRB Outcome	DRF Outcome	Impact
Change: Accountability Most Marginalised Groups Influence & Evidence	<ul style="list-style-type: none"> • Funding • Physical resources 	<ul style="list-style-type: none"> • Training/capacity-building • Procedural strengthening 	<ul style="list-style-type: none"> • Technical capacity of networks and groups representing excluded women to advocate for and influence planning and budgeting processes 	<ul style="list-style-type: none"> • Networks and groups representing excluded women influence policy and budgeting processes 	<ul style="list-style-type: none"> • The most marginalised women have increased resources, capacities, and voice to ensure that their priorities are included in relevant national policies, programmes and budgets 	<ul style="list-style-type: none"> • Improved well-being – sex-disaggregated
Indicator	<ul style="list-style-type: none"> • Level and quality (e.g. predictability) of resources 	<ul style="list-style-type: none"> • Level and quality of training/capacity-building/procedural strengthening activity 	<ul style="list-style-type: none"> • Level and quality of participation in planning and accountability fora 	<ul style="list-style-type: none"> • Level and quality of participation in planning processes 	<ul style="list-style-type: none"> • Networks and groups that advance the rights of excluded women can articulate an agenda in relevant policy setting and decision-making fora • Evidence that groups advance the rights of excluded women call for decision makers' accountability to national commitments to women's human rights 	<ul style="list-style-type: none"> • MDG indicators
Instrument	<ul style="list-style-type: none"> • Resource monitoring tool 	<ul style="list-style-type: none"> • Activity reporting tool 	<ul style="list-style-type: none"> • Close monitoring of processes • Key informant perception scoring • Detailed policy analysis and policy tracker studies, with disaggregation of policy analysis 	<ul style="list-style-type: none"> • Monitoring observable events • Key informant perception scoring 	<ul style="list-style-type: none"> • UNIFEM's Strategic Plan reporting 	<ul style="list-style-type: none"> • National surveys • Project surveys

7.2 GRB indicators: ‘How-to’ guidance⁶¹

In this section, we describe and illustrate a section of technical tasks for an audience of “intelligent consumers” of technical information. We finish with a checklist of important management issues that should be considered through this process.



Step 1: What change are you trying to achieve?

The Log frame Approach “is about applying clear, logical thought when seeking to tackle the complex and ever-changing challenges of poverty and need.”⁶² GRB projects are complex process challenges involving changes of institutional behaviour and increases in accountability. To have a clear understanding of the purpose of the project, it is important to discuss and agree about the desired outcome and develop a transparent set of effect assumptions about how project inputs will produce expected outputs and lead to specific outcomes.

The best Log frame designs are built on a participatory approach. A consultative approach to GRB interventions is recommended, with a wide range of stakeholders involved in identifying the problem, the solution, and significant GRB changes that can be measured. This consultative process—on problem identification and problem solving—should not exclude those with the weakest voice in the project governance context. It is evident that the

design process of GRB interventions that aim to increase the influence of gender advocates and marginalised groups should not further exclude those with the least power. There is the need to ask the question: “Who identifies change?” Much of the best evidence and analysis on what works and why comes from the very people who will be affected by GRB interventions.

Step 2: Which indicators will you develop to measure this change?

While Log frames are valuable planning and evaluation documents, they are not sufficient for detailed project and programme monitoring and management. Programme monitoring requires complementary tools for decision-making and management during the lifetime of the GRB programme. Two such tools are presented here: results frameworks and impact pathways.

A results framework is a tool to assist with achieving and measuring specific objectives, usually laid out in diagrammatic form as with Table 7.1. It uses the objective tree approach to link high-level objectives through a hierarchy to programme-level outcomes (and ultimately individual activities) and then sets out a means by which achievement at all levels of the hierarchy can be measured. The results framework plugs directly into the Log frame and

61 Much of this section is based on a simple ‘How-to’ Guidance present in Holland, J. and Thirkell, A. 2009. ‘Measuring Change and Results in Voice and Accountability Work.’ DFID.

62 DFID, 2009. “Guidance on Using the Revised Logical Framework,” How To Note, Value for Money Department, FCPD, February.

works together to provide managers with the tools to both monitor and manage their work. The Log frame and results framework should be used for the GRB programme and its sub-projects.

The added value of the results framework is that it can allow space for further specification of the milestones on the way to achieving the outcomes, purpose, and goal of phase III of the GRB programme. Progress towards achieving these time-bound milestones can be recorded and assessed using a user-friendly traffic light scale. The reasons for progress, or the lack thereof, of time-bound actions to be taken to get back on track and the responsible staff to take these actions can all be included in the results framework. Hence, the results framework is a tool for monitoring and managing of the GRB programme and its projects and will also serve as a readily available database at the time of evaluation.

Impact assessment: impact pathway

An impact pathway is a visual description of the causal chain of events and outcomes in the logic model that link outputs to the goal. The impact pathway follows the same logical concept as the theory of change mapped out in the programme logic and used in the Log frame. However, the assumptions for achieving GRB impact and its related processes are clearly mapped out through processes at the three distinctive levels of:

Awareness-raising;

Making governments accountable; and

Transforming budgets and policies.

This approach enables GRB partners to show how systemic change can be achieved through specifically targeting and engaging different drivers of change. To identify these drivers of change, standard methods like a stakeholder analysis and force-field analysis can be applied.

Diagram 7.1 shows an example of how to apply an impact pathway from Stage 2 of the evaluation, proposing an impact pathway for the GRB Programme.

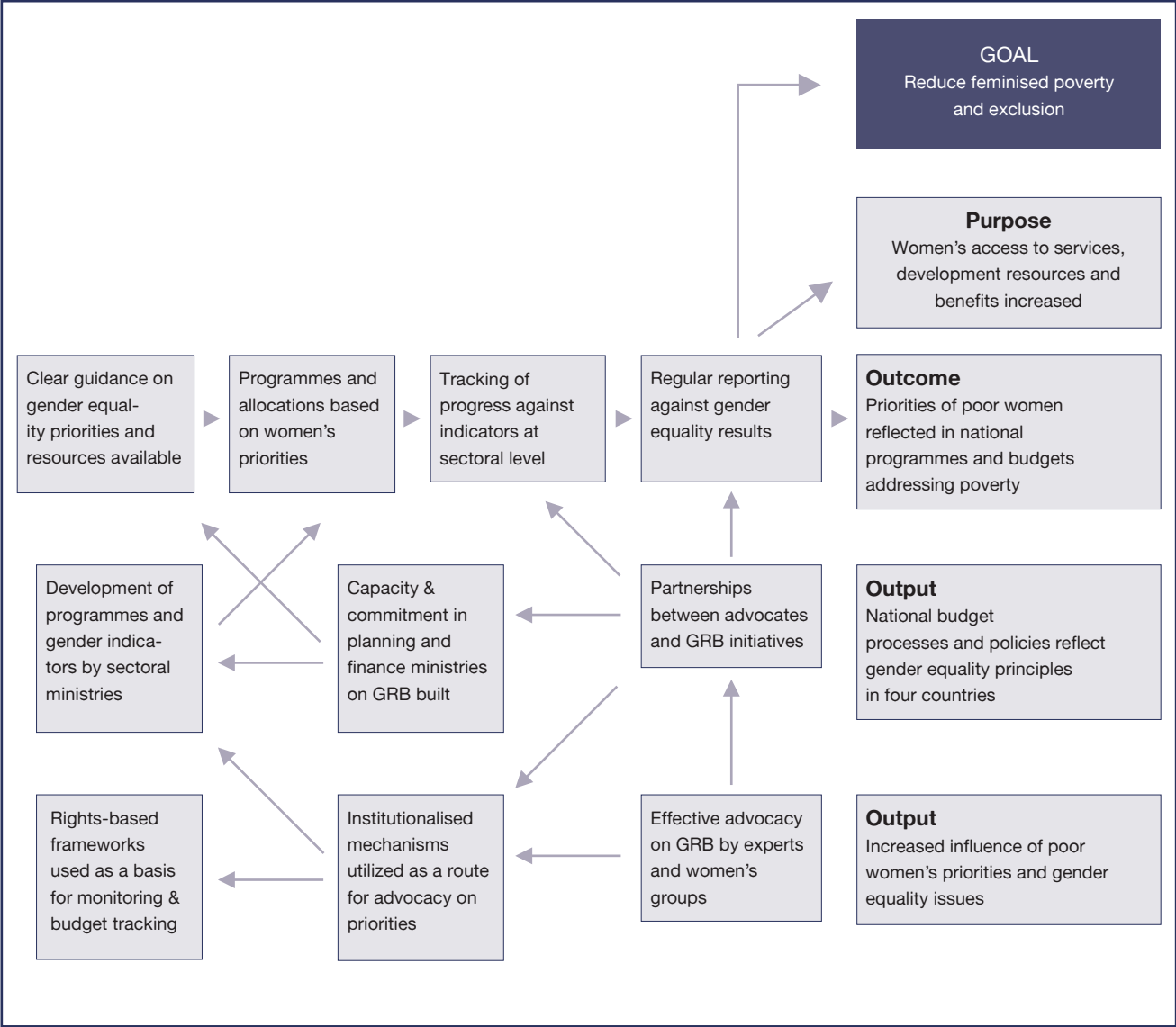


Diagram 7.1 - Sample impact pathway

By laying out the shared theory of change specifically at the impact level, the impact pathway provides a device for strategic planning and monitoring. It serves as an excellent basis for subsequent evaluations. Methods for laying bare the critical assumptions about how GRB will ultimately lead to systemic change are at the core of the impact pathway approach.

Through the use of tools such as results frameworks and impact pathways, it is possible to set out more clearly a shared understanding of the types of change that are an-

anticipated through GRB interventions and develop 'a theory of change.' The next stage in the process is defining clear indicators based on the menu of options set out in Table 7.1 above. This may incorporate a small number of 'core' indicators that may be agreed at the global programme level as key and common to all national programmes and cannot be collected and collated, providing global outcome data.

Indicators are concrete, specific descriptions of what you will measure when you are trying to see if you have made

a change through your interventions. The indicators you choose should allow you to test your effect assumptions about project outputs, outcomes, and impacts. Although GRB interventions are often, in reality, non-linear, it is nonetheless useful to describe, within a linear Log frame format, a set of indicators that can be mapped onto the results chain, as illustrated in Diagram 6.3 above.

The inclusive process of Log frame design should, where possible, extend to consultations with citizens/project beneficiaries. It is all too easy for ordinary people to get excluded from Log frames, which, at their worst, are extractive in process and managerialist in tone. The process

of choosing indicators can profit hugely from participation that helps to visualise “good change” in GRB and identifies the types of indicators that can accurately measure those changes. In many cases, indicators will already be in use by governments or donors, and systems should use and build on these.

GRB indicators—as with all log frame indicators—should strive to meet indicator standards requirements. In moving towards a set of GRB indicators, we need to consider the standards by which we assess whether these indicators are operationally appropriate. A checklist of standards with question prompts is included in Box 7.1.

Box 7.1. Indicator Standards

Standard 1: The Indicator Is Needed and Useful. Is there evidence that this indicator is needed at the appropriate level? Which stakeholders need and would use the information collected by this indicator? How would information from this indicator be used? What effect would this information have on planning and decision-making? Is this information available from other indicators? Is this indicator harmonised with other indicators?

Standard 2: The Indicator Has Technical Merit. Does the indicator have substantive merit? Does it measure something significant? Is it clear and focused? Is it clear how to interpret changes in the level of the indicator? Is the indicator sufficiently sensitive to change? Does the indicator have monitoring merit? Is the indicator fully defined (see Standard 3)? Is the indicator reliable? Is the indicator measurable? Will the indicator be subject to peer review to assess its substantive and monitoring merit?

Standard 3: The Indicator Is Fully Defined. Does the indicator specify the following: title and definition; purpose and rationale; method of measurement; collection method; measurement frequency; details of disaggregation; guidelines on how to interpret change in the indicator; strengths and weaknesses; and additional information?

Standard 4: It Is Feasible to Collect and Analyse Data for This Indicator. Can the indicator be measured with reasonable levels of resources and capacity? Are appropriate mechanisms in place to collect, interpret, and use the data for the indicator? Is the indicator aligned (*where possible and appropriate*) with those that are included in national M&E systems? Are the benefits of measuring the indicator worth the costs?

Standard 5: The Indicator Has Been Field-Tested or Used Operationally. Has the indicator been field tested or been subject to extensive operational use?

Standard 6: The Indicator Set Is Coherent and Balanced Overall. When dealing with a set of indicators, does the indicator set give an overall picture of the adequacy or otherwise of the response being measured (e.g., inputs, outputs, outcomes, and impacts)? Does it have a mix of indicators at different monitoring levels? Does it measure both quantity and quality? If individual indicators are in different indicator sets, are these harmonised?

* Words in italics added by authors.

Source: UNAIDS Monitoring and Evaluation Reference Group [MERG], Technical Working Group, October 2008, DRAFT.

When considering indicator standards, it is also important to remember that GRB processes are highly contextual and that the normative assumptions that underlie each indicator may not be equally valid in different contexts.

Step 3: What types of data will these indicators require?

As a guide to the range of data that are required to

measure the variety of indicators proposed in the results change (see Table 7.1), an illustration is given in Table 7.2 below of the various means of verification that may be required. The means of verifying change represents the data needed for monitoring progress against outcomes using indicators. Monitoring data systems need to be designed and implemented collecting and collating data as part and parcel of programme implementation.

Table 7.2 - Means of Verification for GRB Interventions: Selected Outputs, Indicators, and MOVs mapped onto the GRB Typology

Typology mapping	Type of change (Outcomes)	Indicator	Means of Verification
Capability National Development Planning Change	Key policy frameworks reflect gender analysis and identify interventions that can be costed and monitored	<ul style="list-style-type: none">• Gender disaggregated or gender aware results measures related to specific policy areas• Publication of commitments to policies advancing gender priorities	<ul style="list-style-type: none">• Gender analysis of government policies
Capability Budgeting Processes Change	Public finance management systems and budgeting processes at national, sectoral and local levels incorporate a gender perspective and reflect women's voice	<ul style="list-style-type: none">• Number of major programmes, % age of budget supporting gender equality objectives by sector• % age of budget allocation reflecting gender priorities• Annual budget statement report gender priorities, achievement of gender objectives and share of budget allocated to achieve gender objectives	<ul style="list-style-type: none">• Gender analysis of government budget statements at national and sectoral level• Gender analysis of government annual reporting
Responsiveness Service Delivery change	Enhanced institutional responses to gender- responsive planning and budgeting requirements mobilising financing for gender equality at sectoral level	<ul style="list-style-type: none">• % age of budget allocation reflecting gender priorities• Annual budget statement report gender priorities, achievement of gender objectives and share of budget allocated to achieve gender objectives	<ul style="list-style-type: none">• Gender analysis of government budget statements at national and sectoral level• Gender analysis of government annual reporting
Responsiveness Community- level Initiatives change	Building knowledge on effective and innovative models on gender- responsive planning, budgeting, and monitoring and evaluation	<ul style="list-style-type: none">• Level and quality of participation in planning and budgeting processes• Predictable and transparent budget process	<ul style="list-style-type: none">• Key informant perception scoring• Assessment of budget process against international benchmarks
Accountability Gender Advocacy Influence	Capacity development of NWM and GE advocates on GRB Open spaces for gender equality advocates for shaping national, local and sectoral budgeting processes	<ul style="list-style-type: none">• Women's machinery and GE advocates articulating GRB issues during government budgeting processes	<ul style="list-style-type: none">• Key informant perception scoring• Monitoring of observable events
Accountability Most Marginalised Groups Influence & Evidence	Networks and groups representing excluded women influence policy and budgeting processes	<ul style="list-style-type: none">• Level and quality of participation in planning processes	<ul style="list-style-type: none">• Key informant perception scoring• Monitoring of observable events

Step 4. - When do you collect the data to measure change?

In general, Log frame guidance stresses the importance of establishing a baseline and for measuring change according to a set of milestones leading to an identified target.

In the case of GRB change, these milestones would relate, for example, to a level of commitments for gender priorities or regular reporting of achievement against these commitments, a level of observable participation (socially disaggregated), or frequency of interactions.

The Log frame provides the basis for annual reviews and more significant milestone evaluations, but there is also a case for more frequent, “light touch” monitoring of GRB changes through ongoing mechanisms such as panel-based scoring and recall data. More frequent monitoring is justified if the behavioural changes that are targeted are capable of changing over a relatively short time period so that rapid “course correction” in project activities can be made. These data will need to be stored for simple aggregation and testing. There may also be an opportunity to

integrate the data generated with national and multi-donor data sets. For evaluation purposes, a counterfactual data set may be possible if the project is restricted to a particular geographical area or is being rolled out incrementally across a region or country.

For monitoring outcome and impacts, there is plenty of good practice of joint monitoring amongst donors and amongst donors and government, for example, through PRS policy frameworks. But there are also alliances of government-CSO-donor working groups or joint dialogue forums, which can in turn strengthen local forums for data-collection and monitoring.

Management Checklist

Below is a checklist of prompts for advisers who are managing the process of identifying and implementing GRB indicators as part of a Log frame process. These are the management challenges that underpin the more technical step-by-step discussion above.

Prompt	Check
Ensure integration with country and regional programmes and with other donor and government programmes (e.g., through multi-stakeholder design workshop and ongoing discussions).	
Ensure that the project design process, including indicator identification, is as consultative as possible, and that it includes analysis “from below” by ordinary citizens/ project beneficiaries.	
Establish a clear set of project effect assumptions that can be tested through indicator data collection.	
Involve technical expertise early in the process. Get technical advice to ensure that indicator standards are adhered to. Where there will be a baseline study, it is good to have a highly developed Log frame (not just a draft) before launching the baseline (i.e., get specialist/experts to help develop detailed log frame indicators, particularly the GRB output indicators) and before collecting the baseline data.	
Ensure GRB changes and their effects.	
Ensure government approval through participation and partnership with technical agencies	

Prompt	Check
Consider feasibility of data collection with time and resources available in a “crowded indicator landscape.”	
Consider participatory elements to the M&E process that involve local analysis and reflection and action for “change from below.”	
Ensure the project M&E budget line is protected for funding baseline and monitoring activities.	
Ensure where possible and necessary capacity-building support for local outfits commissioned for baseline and M&E activities.	
Make every effort to collaborate with donor partners and government stakeholders (e.g., line ministries or the Bureau of Statistics) - in harmonised data-collection. This will reduce transaction costs and ensure that the benefits are not for UNIFEM alone. Only set up parallel M&E processes if absolutely essential.	
Stress the importance of working through larger donor groups on GRB, where possible, monitor outcome and impact levels, as well as risks jointly.	

8 Summary of recommendations: Parts A & B

There are three sets of recommendations related to the three evaluation criteria used: relevance, effectiveness, and sustainability. The recommendations draw on the conclusions in Section 5 and aim to flesh out the way forward outlined in Sections 6 and 7.

Ensuring Relevance

There is a need for UNIFEM to clarify what GRB means in different contexts and what different approaches to GBIs aim to achieve. The proposed typology, set out in Section 6, is a helpful starting point, aiming to develop clarity on what GRB looks like in different policy contexts, setting out clear objectives and outcomes, and focusing on building sustainability. However, an important part of a process of developing clarity is building a shared understanding within UNIFEM based on the diverse experience within the organization. As will be focused on below, this is a process of drawing on this experience in a robust way, based on solid evidence, and then ensuring that the shared understanding and the experience are widely disseminated in order to become part of UNIFEM's normal business.

As an important part of this clarification of what GRB means, **there is a need to build on the excellent conceptual work done by UNIFEM and on the broad range of field experience that has been developed to ensure that a rights-based approach to GRB is consistently implemented in UNIFEM's programme.** This focus on consistent implementation consists of a number of different elements:

Pulling together examples of what works (backed up by strong evidence) and using this to develop practical guidance to ensure consistency;

Developing a clear position on the respective roles of government and civil society in the identification of women's priorities, the representation of women's positions in decision-making fora and processes to ensure accountability. There is a particular need to focus on the roles of national women's machineries, women's organizations, and gender advocates in these policy-making and accountability processes; and

Ensuring that there is practical guidance available on how these roles should operate and how they can best be supported.

Maintaining Effectiveness

There is an important need for UNIFEM to clarify its own role in taking forward GRB. In particular, there is a need for UNIFEM to set out its strengths and make clear the linkages among three different roles: leading theoretically and conceptually; supporting GBIs in the field; and collecting, analysing, and disseminating the experience of GBIs. Looking at each of these three roles has implications for UNIFEM, which are highlighted in the evaluation reports. Namely:

Conceptual leader – UNIFEM's role is well established, although the links to the work that the organization supports in the field are less clear than might be expected. It is, therefore, recommended that efforts be focused on developing practical guidance, based on field experience, as discussed above;

Supporting GBIs – The evaluation has identified a number of gaps in the organization that will take considerable investment to fill. These include: significant gaps in technical capacity in the field, a diverse understanding among GRB staff of what GRB is, and weak project monitoring and management skills. It is, therefore, recommended that UNIFEM focuses its efforts on areas where it is able to add the most value, as will be explored further under Sustainability. The evaluation has highlighted some major weaknesses, particularly in collecting robust evidence for lesson learning and evaluation. It is, therefore, recommended that UNIFEM now focuses significant efforts on lesson learning and evaluation of impact, based on solid data and evidence; and

Disseminating Experience – Again, UNIFEM's role is well established. UNIFEM currently plays an international role in disseminating experience from examples in a wide range of contexts and commissioning theoretical work based on this experience, which aims to move GRB forward. Where UNIFEM could add further value is in playing a critical role in gathering evidence and examples of what works and what has an impact. The focus on results in the proposed typology and indicators in the results chain can help UNIFEM in playing this more critical role.

There is a need for UNIFEM to focus efforts over the remaining two years of the Strategic Plan on collecting and analysing evidence for lesson learning and evaluating impact. The evaluation has highlighted areas of good practice and numerous examples that are worth exploring further. What are lacking at present are good data for assessing progress towards objectives and outcomes and robust evidence of the impact of GRBs. The guidance set out in Section 7 of this report provides the monitoring and evaluation tools that can help in providing a way forward. What is perhaps more important is the need for capacity within the organization to be able to carry out monitoring and evaluation and the incentives for staff to focus their efforts on this key task.

Focusing on Sustainability

There is anecdotal evidence from the evaluation to suggest that UNIFEM's support to capacity-building has been key to achieving some of the results in GRB. Although partnerships are clearly important in GRB, as is discussed above under Relevance, there is much less evidence to support the internal view of results achieved. This is not to say that results have not been achieved, only that there is no satisfactory evidence present to comment. Both areas are key to ensuring sustainability of results in GRB. It is, therefore, recommended that **UNIFEM focuses lesson learning and evaluation efforts on partnerships and capacity-building** in order to record successes to date and to help in developing future GRB strategies.

Partnerships are an area of key importance in maintaining the relevance of GBIs. As discussed above, there is a need for greater clarity on the respective roles of government and civil society and for a clear strategy for support. As recommended in the evaluation of the GRB programme, **building and sustaining partnerships require a conscious and sequenced strategy as well as indicators to measure against change.** To ensure access to all areas of engagement for GRB, UNIFEM should map the range of government, civil society, and donor partnerships that the programme requires and then proceed systematically to develop those partnerships assessing the most strategic relationships and sequencing their development according to opportunities and resources.

Capacity-building has been central to achieving some of the key results in GRB and is a route to sustainability, as suggested in the GRB evaluation. There are a number of specific recommendations for taking this work forward:

There is a need in the short-term to ensure that capacity-building work is effectively monitored. This should include follow-up with beneficiaries to assess the effectiveness and utilization of skills and to provide further support where required;

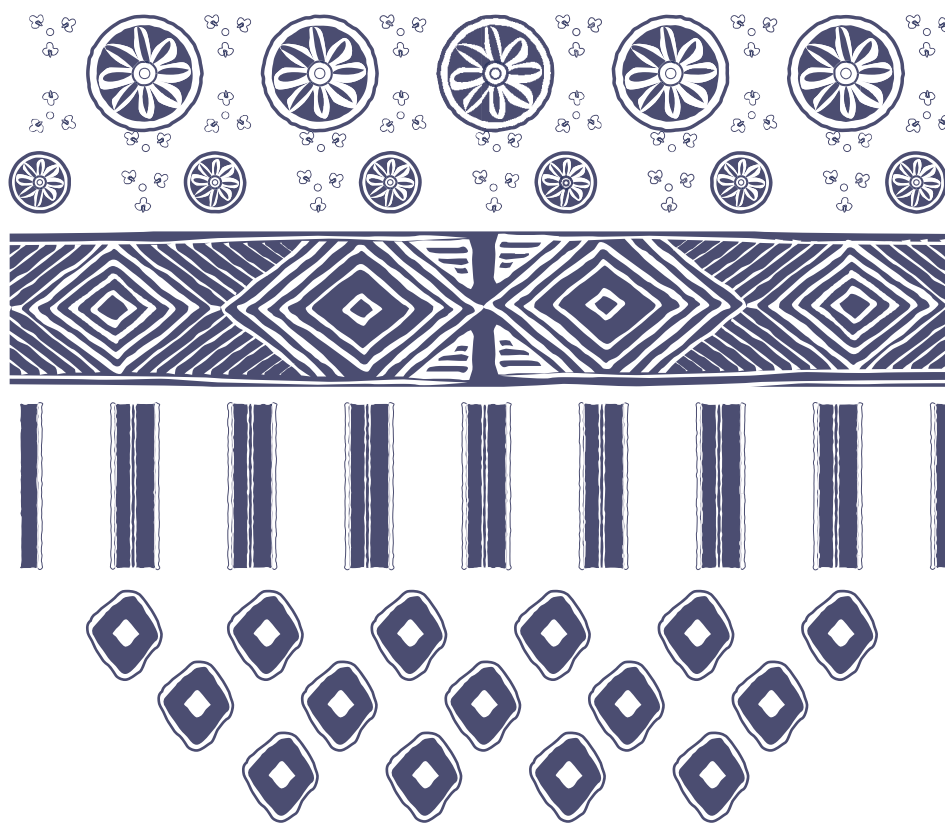
UNIFEM should consider adopting a quality assurance role for GRB capacity-building both in terms of resources/materials development and courses. This could draw in regional or international resources, to provide technical inputs to training implemented by other actors, encouraging coordination and systematic prioritization of training and promoting realistic but effective approaches to monitoring and evaluation. However, to take on this role, UNIFEM must focus first on lesson learning and evaluation of impact; and

There is a need for UNIFEM to focus efforts on areas where there are the greatest needs and where the organization has the greatest strengths. For example, the GRB programme evaluation has highlighted the need to build up GRB technical capacity in different regions. The evaluation as a whole has highlighted the value of longer term approaches, such as academic courses and government staff training. Both are areas that should be explored further and developed.

Part B of this report presents a typology with accompanying indicators for GRB programming. The challenge ahead for UNIFEM is to discuss and agree on a strategy for reinforcing the design and implementation of indicators throughout the GRB programme and the investment in capacity-building within UNIFEM that will be needed to achieve it. Part B forms the core materials for a possible resource or handbook for staff in order to roll out evaluation guidance to staff and partners working on GRB. However, it forms only a part of a larger strategy for putting robust strategies in place to reinforce the monitoring and evaluation of change on the ground. UNIFEM has achieved much in developing the conceptual architecture and convincing a wide global audience of the potential of budget changes towards achieving better gender outcomes. The next logical step is to ensure that the systems are in place to monitor achievements against objectives in order to understand and provide convincing evidence of the impact of GRB.

Evaluation Report

UNIFEM's Work on Gender-Responsive Budgeting



Annexes

Annex 1

Terms of Reference for the Corporate Evaluation of the Programme Portfolio UNIFEM's Work on Gender-Responsive Budgeting

1. Background

Gender-responsive budgeting (GRB) has become an internationally acknowledged tool for achieving gender equality. This tool was first pioneered in Australia in 1984, with a federal government assessment of the budget's impact on women. A decade later, the concept was endorsed by the UN's Fourth World Conference on Women and the Beijing Platform for Action in 1995. Presently, more than 90 countries all around the world pursue a variety of GRB initiatives that span civil society, government and international organizations.

Responding to the demand from countries to introduce or institutionalise GRB, the United Nations Development Fund for Women (UNIFEM) contributes extensively to building interest, capacity and commitment to incorporate a gender equality perspective in budgetary processes and practices. Since 2001, UNIFEM has supported GRB initiatives in more than 35 countries and has positioned itself as a leading player in GRB in the UN system.

UNIFEM's global programme, "Strengthening Economic Governance: Applied Gender Analysis to Government Budgets", launched in 2001, provided technical and financial support to gender budget initiatives in Latin America, Africa and Asia-Pacific. The first 4 years of the programme focused on making gender budgeting tools and methodologies available, increasing stakeholders' capacity to advocate and carry out gender budget analysis, improving budgeting and planning processes to enhance gender equality and increasing resource allocations to support gender equality.

The second phase of the programme, implemented in 2005-2008, aimed to ensure that poor women's priorities were adequately reflected in national budgeting processes. Initiatives were put into action in Morocco, Senegal, Mozambique and Ecuador. In these four countries, the programme sought to transform budget execution processes and policies, making them more responsive to principles of gender equality. The programme also aimed to make concrete changes for resource allocation towards women's priorities.

The global programme inspired numerous GRB initiatives, which took shape differently and stretched beyond the scope of the original programme. Currently, UNIFEM's GRB programming consists of a portfolio of cross-regional, thematic, regional and country level programmes that span across different countries and local communities all over the world.

UNIFEM's GRB initiatives operate on different levels and vary in their objectives, but they are united in their ultimate goal: to contribute to the realization of women's rights and gender equality through changes in budget priorities as well as increased women's participation in budgetary debates and decision-making.

2. Justification and purpose of the evaluation

In order to assess the effectiveness and relevance of UNIFEM's work in key areas, UNIFEM undertakes a number of strategic corporate evaluations every year. Corporate evaluations are independent assessments that analyse UNIFEM's performance and contribution to the critical areas of gender equality and women's empowerment. They are considered strategic because they provide knowledge on policy issues, programmatic approaches or cooperation modalities.

The evaluation of UNIFEM’s work on GRB is a corporate evaluation, and it is undertaken as part of the annual evaluation plan of the Evaluation Unit in 2008. The justification for its selection as a corporate evaluation is based on the existing commitment of donors to fund the programme (the Belgium government), its relevance to the UNIFEM Strategic Plan (2008-2011), its potential for generating knowledge on the role of GRB for greater accountability to women and advancement of the gender equality agenda, the size of investment allocated to this area of work in the last years and its geographic coverage.

In particular, the relevance of this evaluation is remarkable considering that UNIFEM’s Strategic Plan has placed a specific focus on **increasing the number of budget processes that fully incorporate gender equality**, defining it as one of the key eight outcomes to which the organization aims to contribute by advancing the goal of implementation of national commitments to gender equality and women’s empowerment. It is therefore expected that this evaluation will bring significant evidence and understanding of the factors that enable or hinder successful implementation of GRB processes.

This evaluation is an independent external evaluation, which has both summative and formative components. It seeks to be a forward looking and learning exercise, rather than a pure assessment of GRB programming in UNIFEM. The evaluation deploys a theory-driven approach and aims to assess critically what conditions and mechanisms enable or hinder UNIFEM’s work in increasing gender equality in budget processes and practices, as well as evaluate UNIFEM’s overall approach to GRB programming. The principal objective is to inform and support UNIFEM’s strategy on GRB.

The corporate evaluation will be conducted in different stages. **Stage 1** will constitute a preliminary rapid assessment of GRB initiatives that will aim to clarify the scope of evaluation. **Stage 2** will focus on the *Global GRB Programme: Phase II* as a case study and will assess the programme’s results at country level. **Stage 3**, building on the findings of the first two stages, will aim to evaluate

the overall appropriateness (effectiveness, relevance and sustainability) of UNIFEM’s approach to GRB programming.

The evaluation will have the following objectives:

- To assess UNIFEM’s GRB thematic strategy and its technical and political effectiveness in promoting gender equality;
- To support GRB programming by consolidating and testing the theories of change that underpin UNIFEM’s work in this thematic area;
- To identify enabling and disabling factors that affect the implementation of GRB Programmes;
- To evaluate progress towards GRB programming outcomes and outputs at country level through a case study of the *Global GRB Programme: Phase II*;
- To inform UNIFEM’s learning on effective strategies, models and practices in promoting gender accountability in budgetary policies and practices;
- To support the selected GRB Programmes in their programming and evaluation by updating their theories of change, identifying indicators and providing monitoring tools.

It is expected that the results of the evaluation will be used as significant inputs for:

- UNIFEM’s thematic strategy, reflection and learning about work on GRB programming;
- The design and implementation of the third stage of the Gender-Responsive Budgeting Programme;
- Improving the monitoring and evaluation systems of UNIFEM’s current GRB Programmes and preparing the impact evaluation of the selected countries.

3. Description of UNIFEM's GRB programming

UNIFEM's GRB programming portfolio supports activities at global, regional, national and local levels to achieve gender equality through research and capacity-building, policy advocacy, networking and knowledge sharing. The Global GRB Programme supports the development of tools for applied gender analysis of expenditure and revenues for adaptation and utilization at the country level. It also promotes women's participation in economic fora and economic governance bodies, and it advocates for debate among international institutions on gender and economic challenges. The country-level initiatives for GRB include the examination and analysis of local, national, and sectoral budgets from a gender perspective and study of the gender-differentiated impact of taxation policies and revenue-raising measures. These efforts seek to promote dialogue among civil society, parliamentarians and officials responsible for budget policy formulation and implementation around gender equality, poverty and human development.

UNIFEM's recent GRB initiatives include:

The Gender-responsive Budgeting Programme: Phase I, 2001-2004, and Phase II, 2005-2008 (the Belgian government-funded programme, with a budget of more than 5 million Euros over two phases of the programme);

UNIFEM's Local Level Gender-responsive Budgets Programme: 2003-2006 (funded by the European Commission, provided support of 700,000 Euros to local initiatives in India, Morocco, Uganda and the Philippines);

Gender Equitable Local Development (joint thematic programme with UNCDF, UNIFEM and UNDP launched in 2008; with the budget exceeding US\$6 million);

Application of GRB in the context of Reproductive Health (joint thematic programme with UNFPA; US\$730,000; 2006-present);

GRB and Aid Effectiveness: 2008-2011 (the European Commission-funded thematic programme; Euros 2.61 million);

Engendering Budgets: Making visible women's voluntary contributions to national development in Latin America (joint programme with UNV; US\$365,500; 2005-2007);

Strengthening local democratic governability: Latin American gender responsive budget initiatives (joint programme with AECID; \$1, 400,000; 2006-2009);

Independent regional and country level programmes, projects and activities that are inspired by cross-regional and thematic programming but as such are not directly funded by these programmes.

4. The Scope of Evaluation: Evaluation Questions

Regarding the geographic scope and time-frame, **Stage 1** will do an overall scanning of UNIFEM's work in all regions. **Stage 2** will focus its analysis on the *GRB Programme: Phase II* in Ecuador, Morocco, Mozambique and Senegal, covering the time-frame 2005-2008. **Stage 3** will have a global perspective and will explore GRB initiatives in different regions, including Latin America, Central and Eastern Europe, Africa, Asia and Arab States from 2004 to 2008. It is expected that the final geographic focus of the evaluation for **Stage 3** will be defined after preliminary literature and desk reviews and consultations with the programme staff.

The evaluation will address the following key questions:

What approaches does UNIFEM deploy in GRB programming and what underlying assumptions and theories support these programmes?

What are the results of the *GRB Programme: Phase II*? Why and how were these results achieved? What are the good practices, lessons learned and challenges?

What evidence exists to support claims that UNIFEM's GRB programme portfolio is contributing to gender equality and making an impact on the advancement of women's rights?

What key indicators, processes and variables are strategic for tracking and measuring progress in GRB processes?

How do the political, economic, social and institutional contexts affect UNIFEM's GRB work and the achievement of expected results?

What support does UNIFEM provide to its partners working on GRB to achieve results at the country, regional and global levels? To what extent has the national ownership of GRB initiatives been achieved?

How effective, relevant and potentially sustainable are approaches in GRB programming with a view to recommending future directions?

It is expected that the evaluation team will develop an evaluation matrix, which will relate to the above questions, the areas they refer to, the criteria for evaluating them, the indicators and the means for verification as a tool for the evaluation.

5. Approach to Evaluation

In order to use available resources effectively and to avoid duplication, the corporate evaluation builds on previously planned evaluations as well as the ample research on GRB already conducted by UNIFEM. As noted previously, the evaluation is carried out in two stages, which differ in their geographical scope and timeframe. We propose that these different stages of the evaluation could be combined by deploying a theory-driven approach to evaluation. The different stages of evaluation will inform each other by identifying, testing and mapping the underlying theories and practices, which enable or obstruct transformative change.

We understand a theory-driven approach as an evaluation methodology that focuses on uncovering the underlying assumptions held about how the programme is believed to be working to achieve its outcomes and then testing these assumptions on the ground once they have been made public. Like any planning and evaluation method, the theory-driven evaluations require the stakeholders to be clear on long-term goals, identify measurable indicators of success and formulate actions to achieve goals. However, its focus on causal relations among resources,

activities, outcomes and the context of intervention makes this method particularly suitable for the assessment of complex programmes, such as UNIFEM's GRB programming. The theory-driven approach makes the programme transparent, allowing the stakeholders to see how it is thought to be working from multiple perspectives. It helps to identify critical areas and issues on which the evaluation should focus. Overall, a theory-driven approach by mapping a process of change from beginning to end establishes a blueprint for the work ahead and anticipates its effects, and it reveals what should be evaluated, when and how.

Stage 1: Preliminary desk reviews and consultations

The evaluation will start with a rapid scan of the GRB initiatives in the period 2004-2008 and focus groups with the programme staff to identify the key models and theories of change deployed in GRB programming. This preparatory part of evaluation will aim to assess the evaluability of the GRB Programmes/projects/activities and clarify the focus of overall assessment of GRB strategy, referred to below as Stage 3.

Stage 2: Evaluation of the GRB Programme

This stage will focus on a case study of the *GRB Programme: Phase II* in Ecuador, Morocco, Mozambique and Senegal. Although the former evaluation has been planned as a separate final evaluation, the corporate evaluation will use *the Phase II* as a site for in-depth analysis of the programme theories. During this stage, the key theories of change and their indicators will be constructed and the programme's progress towards its outcomes assessed. The evaluation will be summative and will focus on the results (at the output and outcome levels) as well as on process issues (partnerships and effective management for the achievement of results). Responding to the needs identified by the *GRB Programme: Phase II*, this stage will pay particular attention to the assessment of the effectiveness of GRB implementation strategies used.

Stage 3: Mapping and assessment of overall UNIFEM's approach to GRB programming

Building on the findings of Stages 1 and 2, the third part will analyse UNIFEM's GRB programming portfolio since 2004 and will aim to assess the validity of UNIFEM's GRB approach based on the results achieved and identify possible constraints. It will involve a comprehensive mapping of UNIFEM's work on GRB and the development of a typology of GRB programmes/projects according to their theories of change. It has to be noted that Stage 2 mostly captures GRB initiatives at the national level, therefore, the theories of change for local and sectoral initiatives in Stage 3 will be constructed drawing on recently conducted evaluations and semi-structured telephone interviews. Depending on the results of initial scanning, a few field visits may be included in this stage of the evaluation. The data analysis will draw connections between GRB programming and UNIFEM's corporate strategy and will assess the coherence and effectiveness of GRB programming.

The third stage of evaluation will have three main purposes:

To assess the extent of UNIFEM's contribution to raising awareness and capacity-building about gender budgets, as well as increasing gender equality in budgetary processes at country, regional and cross-regional levels.

To extract good practices and inform UNIFEM's strategic guidance for future programming on GRB.

To propose a typology of GRB Programmes and develop data capture systems and monitoring tools at a country level for different "types" of programmes/projects. The developed tools will be used to enhance programming by tracking the progress of different "types" of GRB Programmes and projects.

6. Methodology

The GRB programming at UNIFEM constitutes a complex programme and project portfolio aimed at promoting gender equality in budgetary processes at country, regional and cross-regional levels. The proposed evaluation approach will take account of this complexity by

combining qualitative and quantitative research methods within a theory-driven approach. The key components of the evaluation design will include literature and desk reviews, case study and global mapping/systemic review of UNIFEM's GRB initiatives.

Desk and literature reviews (Stage 1)

We propose to begin the process of evaluation by developing a framework of project and programme theories. This step will begin with a mini literature review of key academic and grey literature on underlying aspects of the programmes. The grey literature reviewed will include programme documents, reports, reviews and previous evaluations of UNIFEM's GRB Programmes. Here the evaluators will aim to identify the underlying assumptions (programme theories) that the stakeholders have made about how GRB Programmes are supposed to work. The document analysis will be supported by focus groups and consultation with key programme staff. The desk review will focus on a variety of GRB initiatives, including regional, national, local and thematic programmes, projects and activities. The GRB Programmes will be explored in broad socio-economic and organizational contexts.

A case study (Stage 2)

The programme theories will be refined and tested focusing on the in depth study of the *GRB Programme: Phase II*. Following the literature and desk reviews, theories will be further developed through a series of semi-structured interviews and focus groups with the GRB Programme management staff, regional and country offices and partners. The consultative element of this stage is crucial for building up a consensus about the programme's overall rationale and desired outcomes and, more specifically, how these work (the generative mechanisms). The good practices and their supporting mechanisms will be mapped and grouped according to the specific programme strands. Finally, surveys of beneficiaries and content analysis of budget policy papers will be conducted to assess the effects of the programme. Data from different research sources will be triangulated to increase its validity.

Typology and Overall Assessment (Stage3)

The second stage of corporate evaluation will focus on the analysis of secondary data and telephone interviews to evaluate the effectiveness, relevance and sustainability of UNIFEM's GRB approach. Here the semi-structured telephone interviews conducted with key stakeholders will be an important tool for data collection as the available programme/project documents may not provide enough evidence to map the theories of change and propose data capture and monitoring systems for different "types" of projects. If the evaluators identify the need, a few country visits may also be conducted.

The proposed approach and methodology have to be considered as flexible guidelines rather than final standards, and the evaluators will have an opportunity to make their inputs and propose changes in the evaluation design. It is expected that the Evaluation Team will further refine the approach and methodology and submit their detailed description in the proposal and Inception Report. In addition, the refined approach and methodology by the Evaluation Team should incorporate Human Rights and Gender Equality perspectives.

The United Nations Evaluation Group is currently preparing a system-wide guidance on how to integrate Human Rights and Gender Equality in evaluation. This evaluation has been selected for piloting the guide, and that will require approximately three additional person days from the Evaluation Team for the initial briefing and review of the draft guide, piloting process and feedback on the guide.

7. Management of the evaluation

This independent evaluation will be managed by the UNIFEM Evaluation Unit. During the evaluation process, it will consult with the GRB Programme unit, Directorate, Geographical and Thematic sections, Subregional offices and key external partners. An advisory panel and a reference group will be constituted in the beginning of the evaluation to guarantee the quality assurance of the study. Coordination in the field including logistical support will be

the responsibility of GRB Programme management and relevant Geographical Sections, Regional and Country Offices.

This evaluation is consultative and has a strong learning component. For the preparation of this ToR, an initial identification of key stakeholders at national and regional levels will be conducted in order to analyse their involvement in the evaluation process. The management of the evaluation will ensure that key stakeholders will be consulted.

After the completion of the evaluation, the final stage of the process will take place, including the dissemination strategy for sharing the lessons learned and the management response to the evaluation results. These activities will be managed by the Evaluation Unit in close consultation with the GRB Programme unit and other relevant units.

The UNIFEM Evaluation Unit may participate in the country missions in collaboration with the evaluation team.

8. Time-frame and products

The evaluation will be conducted between September 2008 and January 2009. Approximately 200 person days will be required for the conduction of this evaluation.

Product / Activity	Estimated dates
Stage 1 Key product – preliminary models and programme theories identified and the scope of Stage 3 defined	
Inception report of the evaluation team, which includes the evaluation methodology and the timing of activities and deliverables.	28 September – 7 October 2008
Summary report of rapid scanning and evaluability assessment, including set criteria for selection of initiatives to be evaluated.	17 October 2008
Stage 2 Key Product – the Evaluation Report for the GRB Programme: Phase II	
Data collection (including field work)	7 October – 15 November 2008
Progress Report of the Field work to UNIFEM's Evaluation Unit and key internal and external stakeholders.	31 October 2008
Power Point presentation on preliminary findings, lessons learned and recommendations.	17 November 2008
Draft full report highlighting key evaluation findings and conclusions, lessons and recommendations. The format of the evaluation report will be agreed with the evaluators.	3 December 2008
Final evaluation report and five-page executive summary	15 December 2008
Stage 3 Final Report for the Corporate Evaluation, which builds on Stage 2 but also has additional components (*would start in parallel with Stage 2)	
Assessment of the overall GRB approach, including the typology of the programmes, and development of monitoring tools.	15 -31 December 2008
Final report on the assessment of overall GRB approach, which builds on the findings of Stage 1.	15 January 2009
Dissemination event/web podcast/video of evaluation results using new media/video/ alternative methods.	17 de enero

9. Team composition

An international team of consultants supported by local experts and research/technical assistance and the Evaluation Unit will undertake the evaluation. There will be four to six team members with experience linked to evaluation, gender equality and economic policy with specific knowledge of GRB and public financial management systems. There will be one evaluation team member for each country at Stage 1, one of whom will be a team leader. The Evaluation Unit may post the Task Manager of the corporate evaluation as a team member, who will be involved in the conduction of the evaluation.

The composition of the team should reflect substantive evaluation experience in gender and economic policy areas. A team leader should demonstrate capacity for strategic thinking and expertise in global GRB issues. The team’s experience should reflect cross-cultural experience in development. The team also should include national experts.

a. Evaluation Team Leader – International Consultant

At least a master’s degree; PhD preferred, in any social science.
10 years of working experience in evaluation and at least 5 in evaluation of development programmes. Experience in evaluation of large programmes involving multi-countries and theory-driven evaluations.
Proven experience as evaluation team leader with ability to lead and work with other evaluation experts.
5 years of experience and background on gender equality and economic policy with specific knowledge of GRB and public financial management systems and public sector reform. Experience in working with multi-stakeholders essential: governments, CSOs and the UN/multilateral/bilateral institutions. Experience in participatory approach is an asset. Facilitation skills and ability to manage diversity of views in different cultural contexts.
Experience in capacity development essential.

Familiarity with any of the specific countries covered by the programme is an asset.
Ability to produce well-written reports demonstrating analytical ability and communication skill.
Ability to work with the organisation commissioning the evaluation and with other evaluation stakeholders to ensure that a high-quality product is delivered on a timely basis.
Fluent in English.

The Evaluation Team leader will be responsible for coordinating the evaluation as a whole, the evaluation team, the workplan and the presentation of the different evaluation products.

a. Evaluation Team Members – Regional/National Consultants

At least a master’s degree related to any of the social sciences.
At least 5 years experience in evaluation.
Familiarity with Morocco, Senegal, Ecuador and Mozambique is essential. Preference to be given to consultants familiar with most number of countries covered by the programme to be evaluated.
Good understanding of gender equality and economic policy. At least 5 years experience in this field. Familiarity with GRB is an asset.
Experience in working with at least two of the following types of stakeholders: government, civil society and multilateral institution.
Good analytical ability and drafting skills.
Ability to work with a team.
Fluent in English. Working knowledge of an additional language used in one of the countries essential (Spanish/ French), in two or more countries is an asset.

10. Ethical code of conduct for the evaluation

It is expected that the evaluators will respect the ethical code of conduct of the United Nations Evaluation Group (UNEG):

Independence: Evaluators shall ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.

Impartiality: Evaluators shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project or organisational unit being evaluated.

Conflict of Interest: Evaluators are required to disclose in writing any past experience that may give rise to a potential conflict of interest and to deal honestly in resolving any conflict of interest which may arise.

Honesty and Integrity: Evaluators shall show honesty and integrity in their own behaviour, negotiating honestly the evaluation costs, tasks, limitations and scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.

Competence: Evaluators shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.

Accountability: Evaluators are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed while operating in a cost-effective manner.

Obligations to Participants: Evaluators shall respect and protect the rights and welfare of human subjects and communities in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.

Confidentiality: Evaluators shall respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality while ensuring that sensitive information cannot be traced to its source.

Avoidance of Harm: Evaluators shall act to minimize risks and harms to, and burdens on, those participating in the evaluation without compromising the integrity of the evaluation findings.

Accuracy, Completeness and Reliability: Evaluators have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale so that stakeholders are in a position to assess them.

Transparency: Evaluators shall clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.

Omissions and wrong-doing: Where evaluators find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.

Annex 2

Definitions of Evaluation Criteria & Summary of Key Questions Developed by Evaluators

Relevance: the extent to which the objectives of the development intervention are consistent with beneficiaries' requirements, country needs, global priorities, and partner's and donor's policies.

To what extent has the programme been successful in positioning the GRB work within broader national planning, budgeting, and monitoring frameworks (PRSP, budget reform, public sector reform, decentralization)?

How was the situation and needs analysis undertaken for the GRB intervention?

How were women's priorities identified?

Effectiveness: the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

Outcome 1

To what extent has the programme been successful in introducing changes in MOF budgeting processes to better respond to gender needs (e.g., budgeting process, guidelines, and budgeting instruments, access of gender equality advocates to budget policy-making processes)?

To what extent has the capacity of the Ministry of Finance to carry out GRB been enhanced by the programme?

To what extent has the programme strengthened the role of women's rights advocates in the budgeting process?

Outcome 2

What kinds of changes could be observed as a result of the piloting, in terms of budgetary allocations for women's priorities?

Outcome 3

What form has knowledge development taken in the programme countries? What types of knowledge products have been produced?

Programme Strategies

How have the strategies of capacity-building, sector piloting, evidence-based advocacy, and partnership contributed to change?

Programme Management

How effective has UNIFEM been in ensuring adequate human, financial, and technical resources towards the programme?

Across the GRB programme

What were the challenges/difficulties of the programme? How were these addressed?

How has the achievement of outcomes been influenced by the political, economic, social, and institutional contexts?

What examples of "promising practices" have emerged in the GRB programme?

What evidence exists (if any at this stage) that UNIFEM's GRB programme is contributing to gender equality and making an impact on the advancement of human rights?

Sustainability: the continuation of benefits from a development intervention after major development assistance has been completed, the probability of continued long-term benefits and the resilience to risk of the net benefit flows over time

What evidence is there that achievements will be sustained?

What specific activities do government, civil society organizations, or others say they will continue regardless of whether UNIFEM support continues?

To what extent has the programme been successful in embedding the participation of civil society and women's organizations in the entire budgetary cycle?

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?

Annex 3

People Interviewed

Meetings with UNIFEM HQ Staff
Evaluation Unit
Africa
Gender-Responsive Budgeting
Latin America & Caribbean
Asia, Pacific, & Arab States

GRB Working Meeting – UNIFEM Participants:

Deputy Director, Programmes
Chief, APAS
Programme Specialist, APAS
Programme Specialist, Africa
Programme Specialist, Africa
Consultant, Cross-Regional Programmes
Programme Specialist, GRB
Programme Specialist, GRB
Evaluation Analyst, EU

E-mail Survey Responses⁶⁴

Region	Countries
Central Africa	Rwanda
East and Horn of Africa	Combined response
West Africa	Ghana Nigeria
Southern Africa	Zimbabwe
Andean	Bolivia Venezuela
Caribbean	Haiti
Southern Cone	Brazil
Arab States	Egypt
East and South-East Asia	Cambodia
South Asia	India Nepal
Central and Eastern Europe	Combined response for Albania, Bosnia and Herzegovina, FYR Macedonia, Serbia
Commonwealth of Independent Status (CIS)	Armenia Kazakhstan Kyrgystan Moldova Russia Tajikistan

⁶⁴ The survey was carried out anonymously (see Annex 5) and hence responses are by country or region.

Numbers of Representatives from Agencies and Organizations Interviewed in Stage II of the Evaluation

Ecuador

Institution	Number of Representatives Interviewed
UNIFEM	5
Gender Unit of the Ministry of Finance	2
Ministry of Finance	4
GTZ	1
Sagrado Corazon de Jesus	1
CONAMU, National Council for Women	4
Belgian Embassy	1
SENPLADES, National Secretariat of Planning and Development	2
SRI, Internal Revenue Service	1
INEC, National Institute of Statistics and Census	1
Grupo Faro	1
FLACSO, Latin American Faculty of Social Sciences in Ecuador	1
Ministry of Education	3
Fundacion Casa de Refugio Matilde	1
UNICEF	1
UNDP	1
Presidential Technical Commission Bank of the South	1
UNFPA	1

Morocco

Institution	Number of Representatives Interviewed
UNIFEM	4
Direction des Etudes et des Prévisions Financières, Ministère de l'Economie et des Finances	4
Direction des Affaires Administratives et Générales, Ministère de l'Economie et des Finances	2
Direction du Budget, Ministère de l'Economie et des Finances	1
Union européenne, Délégation de la Commission européenne au Maroc	2
UNICEF, Bureau du Maroc	1
Ministère du Développement Social, de la Famille et de la Solidarité	1
Ambassade de Belgique	2
Direction de la Stratégie, des Etudes et de la Planification, Ministère de l'Education Nationale, de l'Enseignement Supérieur, de la Formation des Cadres et de la Recherche Scientifique	1
Direction de l'Enseignement, de la Recherche et du Développement, Ministère de l'Agriculture et de la Pêche Maritime	3
Ministère de la Justice	5
Division des Programmes Sociaux, Direction de la Planification, Haut Commissariat au Plan	1
Direction de la Programmation et des Affaires Economiques Ministère de l'Agriculture et de la Pêche Maritime	2
Direction générale des collectivités locales, Ministère de l'Intérieur	1
Direction de la Population, Ministère de la Santé	1
Ministère de l'Emploi et de la Formation Professionnelle	1
Programme Gouvernance et Développement Local, ART GOLD-Maroc, PNUD	1
Département de l'Education Nationale (Enseignement Scolaire), Direction du Budget (DAGBP), Ministère de l'Education Nationale, de l'Enseignement Supérieur, de la Formation des Cadres et de la Recherche Scientifique	2
Cabinet Ministre, Ministère du Développement Social, de la Famille et de la Solidarité	1
Département de la Formation professionnelle, Ministère de l'Emploi et de la Formation Professionnelle	2
Banque Mondiale	1
Direction des Etudes et des Prévisions Financières, Ministère de l'Economie et des Finances	1

Mozambique

Institution	Number of Representatives Interviewed
National Council for the Advancement of Women (CNAM)	1
Higher Institute of Public Administration (ISAP)	1
DFID	1
Ministry of Planning and Development (MPD)	2
Higher Institute of Public Administration (ISAP)	1
Ministry of Finance	1
UNIFEM SRO	3
Consultant	1
Mozambican Debt Group (GMD)	
Ministry of Health	1
Ministry of Women and Social Action (MMAS)	1
Forum Mulher	1
Mozambican Debt Group (GMD)	1
National Institute of Statistics (INE)	1
UNICEF	1
Belgian Embassy	2
Ministry of the Interior	1
Oxfam GB	1

Senegal

Institution	Number of Representatives Interviewed
Ministry of Family, National Solidarity, Women's Entrepreneurship and Micro-finance	2
UNIFEM	4
Ministry of Agriculture	7
World Bank	2
FAO	1
Canadian International Development Agency (CIDA)	1
Ministry of Economy and Finance	6
Fundamental Institute of Black Africa (IFAN), Cheikh Anta Diop University	1
Belgian Technical Cooperation (CTB)	1
WILDAF (human rights network)	1
Agency for Promotion of Activities in Population (APAPS)	1
Belgian Embassy	1
NGO Council for Support to Development (CONGAD)	1
Network of African Women Economists (REFAE)	1

Annex 4

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Country/Region	Document Title (All are UNIFEM documents unless otherwise stated)	Type of Document
Egypt	Project Implementation Plan/Strategy: Equal Opportunities for Women in the National Budget of Egypt, 2007-2009	Plan/Strategy
	Project Inception Report: Equal Opportunities for Women in the National Budget of Egypt, 2007	Inception Report
	Accumulative Internal Progress Report: Equal Opportunities for Women in the National Budget of Egypt, 2009	Progress Report
	Gender Responsive Budgets in Egypt, Equal Opportunities in the National Budget" Project 2008-2009, Egyptian Ministry of Finance Equal Opportunities Unit with UNIFEM and Dutch Government.	Brochure
Nigeria	Mainstreaming Gender Equality into SEEDS (State Economic Empowerment and Development Strategy) implementation in Five STATES, 2006-2008	Programme Plan
	Final Report – Mainstreaming Gender Equality into SEEDS in Bauchi and Cross River States of Nigeria, August 2008, containing: Gender Review of Cross River SEEDS, 2004. Gender Review of SEEDS Bauchi, 2008.	Final Report
CIS	Gender-Responsive Budgeting in South-East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability, First Progress Report to ADA, August 2006-March 2007.	Progress Report
	Gender-Responsive Budgeting in South-East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability, Project Document for 4 years 2006-2009.	Project Plan
	Gender-Responsive Budgeting in South-East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability, 2ND Progress Report to ADA, Aug 2006-May 2008.	Progress Report
	Gender-Responsive Budgeting in South-East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability, 2ND Progress Report to ADA, Aug 2006-May 2008.	Progress Report
	Gender Responsive Planning and Budgeting in Armenia: Learning Together, Project Document, June 2009, 6 months.	Project Document
Russia	Gender Budgets in Russia, Project Document. 1.5 years- 2004-2005 – Russian Federation	Project Document
	Gender Budgets in Russia: Final Project Report – April 2004 to June 2006	Project Report
India	Local Level Gender-Responsive Budgeting: Results Tracking Indicators, 2005	Monitoring and Evaluation Indicator Matrix
	GRB Synopsis from our Annual Reports 2005, 2006, 2007 and 2008.	Report Synopsis

Country/Region	Document Title (All are UNIFEM documents unless otherwise stated)	Type of Document
India	Effective Use of Gender Responsive Budgeting (GRB) Tools and Strategies in the Context of the Aid Effectiveness Agenda: India Country Report, for Third High Level Forum on the Paris Declaration on Aid Effectiveness, by Benita Sharma and Aruna Kanchi, undated.	Country Report, for Third High Level Forum on the Paris Declaration on Aid Effectiveness
CEE - Albania, Bosnia & Herzegovina, Croatia, FYR Macedonia, Kosovo, Moldova, Montenegro, Serbia	Project Proposal: GRB in SE Europe, <i>Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability</i> , 2006-2009	Project Proposal
	Proposal for Programme Implementation, Gender Responsive Budgeting in South East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability (January 2008 – December 2009), Submitted for consideration to the Austrian Development Agency	Programme Proposal
	First Progress Report to Austrian Development Agency, Gender Responsive Budgeting in South East Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability, April 2008-December 2008.	Progress Report
Latin America	UNIFEM/AECID, Maruja Barrig and Virginia Vargas, Fortaleciendo la gobernabilidad democrática a nivel local: Iniciativas de Presupuestos Sensibles al Género en América Latina, 2008	Evaluation Report
	UNIFEM/ UNV Evaluation Report, Engendering Budgets: Making Visible Women's Contributions to National Development in Latin America", Maruja Barrig and Virginia Vargas, 2008	Evaluation Report (edited version of the above)
	Strengthening democratic governance at the local level: gender sensitive budget initiatives in Latin America 2006-2008.	Programme Plan

Annex 5

UNIFEM Staff Survey Questionnaire

Introduction

UNIFEM has contracted Social Development Direct to carry out a corporate evaluation of its work in GRB. This evaluation is taking place from November 2008 to April 2009. The evaluation aims to assess what conditions and mechanisms enable or hinder UNIFEM's work in increasing gender equality in budget processes and practices, as well as to evaluate UNIFEM's overall approach to GRB programming. The principal objective is to inform and support UNIFEM's strategy on GRB.

The evaluation team has visited four countries where UNIFEM has carried out GRB programming with support from funding from the Belgian government (i.e., Ecuador, Morocco, Mozambique, and Senegal). In March 2009, the evaluation team will also carry out a desk review of programmes in five or six further countries.

A full description of the evaluation methodology and approach is available from SDDirect. Please do contact us if you would like a copy.

This survey will contribute to the overall evaluation by providing the evaluation team with an understanding of how GRB work is seen at country and regional programme levels across the whole organization. If you carry out or support any initiatives that contribute to the increase in number of budget processes that incorporate gender equality, please reply to this questionnaire. Although the survey asks you for some detail, we recognise that the information requested below is not exhaustive. We also recognise that, in some cases, it may not be possible to respond to each of the questions below. However, the survey is intended to capture the breadth and diversity of how UNIFEM approaches GRB programming. This will complement the more detailed analysis from desk reviews

of selected programmes and from fieldwork in the four countries assessed in December 2008 and January 2009.

It would help us if you would **complete one response per country** (you may want to copy and paste some information that is in common across different countries; If your work involves more than one country, indicate that these countries belong to a regional programme). **Please be brief in each of your replies - most answers will need responses of about 10 lines or less.** It would help us if you could also **identify relevant reports, studies, or other related background documentation.** Information will be analysed by the evaluation team and will contribute to the overall evaluation report. Contributions will be credited in the overall report, but information will not be attributed to specific individuals. The evaluation report will be produced by mid-April 2009. A dissemination plan will be developed to ensure that all those who contributed to the evaluation have access to the results of the evaluation.

Please return your completed questionnaire and any relevant documents to Karen Johnson, Social Development Direct, by **23 February 2009** via email (Karen@sddirect.org.uk)

We very much appreciate your time spent in completing this survey.

With many thanks

Your details

Name:
Job title:
Sex:
Country referred to in this response:
Country where you are based:

Survey questions

GRB work

(1) Please describe anything you consider to be **UNIFEM's GRB work in this country**, outlining dates (years). It is particularly important that you summarize the strategies used (e.g., awareness-raising, capacity-building, sectoral piloting, evidence-based advocacy, etc.).

(2) What is the **objective** of UNIFEM's GRB work in this country? How was this objective identified, and who was involved in making this decision?

Objective:

How identified?

Who was involved?

Results of strategies

(3) What **results/changes** in budget processes and instruments, in budget allocations, and in capacity for GRB and any other results have you observed as a result of the capacity-building supported by UNIFEM? How/why do you think what UNIFEM did contributed to this?

Results/changes:

How/why did UNIFEM contribute to these changes?

(4) If UNIFEM's GRB work concentrated on a particular sector, please describe what **activities** were carried out, and what changes in sectoral budgeting processes, instruments, allocations, and capacities you observed as a result of this work.

Activities carried out:

Any changes in sectoral budgeting processes, instruments, allocations, and capacities?

How/why did UNIFEM contribute to these activities?

(5) What kind of **analysis/evidence-gathering work** did UNIFEM undertake as part of your GRB work? Who used this analysis and evidence in advocacy and how? What kinds of changes/results in budget processes, instruments, allocations, and capacities have you observed as a result of advocacy?

Analysis/evidence-gathering work:

Who used this in advocacy and how?

Any changes as a result?

How/why did UNIFEM contribute to this analysis/evidence gathering work?

(6) Which **activities have continued after the end of the UNIFEM programme**, and how were these **funded**?

Activities continued after the end of the UNIFEM programme:

How funded?

Partnerships

(7) Who would you describe as your **partners** in GRB programming in this country? Please list all partners since you began GRB programming and indicate whether they are still current partners. What were the roles of each of your partners? Why were these partners included in the programme?

Partners in GRB programming:

Roles of your partners:

Why were these partners included in the programme?

Good practice

(8) Did the UNIFEM GRB initiative link with **other relevant gender initiatives** in this country in any way? Please describe briefly what other gender initiatives were relevant and what linkages took place. If there were no linkages, what were the obstacles?

Describe any linkages with other relevant gender initiatives:

If no linkages, what were the obstacles?

(9) Did the UNIFEM GRB initiative link with **other relevant public sector and public finance management reform programmes and/or pro-poor participatory budgeting activities** in this country in any way? How did GRB initiatives link with other UNIFEM's work in the country? Please describe briefly what other initiatives were relevant and what linkages took place. If there were no linkages, what were the obstacles?

Describe any linkages with other relevant public sector and public finance management reform programmes and/or pro-poor participatory budgeting activities:

Describe any linkages with other UNIFEM's programmes and projects:

If no linkages, what were the obstacles?

(10) What **mechanisms** are available (a) within UNIFEM and (b) within countries/ regions to connect GRB actors with documented information about GRB learning and expertise and/or to connect GRB actors with other GRB actors for collaboration, learning and knowledge sharing about GRB good practices? To what extent are these avenues are **used in practice** and how well they work?

Mechanisms within UNIFEM:

Mechanisms within countries/regions:

To what extent are these avenues used in practice and how well do they work?

(11) How would you describe your section/SRO in terms of technical capacities in providing GRB advice and conducting GRB work? What **gaps** exist? What effects have these gaps had on your work? What kind of support would you have needed to address these gaps?

Technical capacities to provide GRB advice/work:

Gaps:

Effect of gaps on your work:

What support needed to address the gaps:

Definition of GRB

(12) What is your **definition** of GRB?

Any other comments

Please add any further comments that you think are relevant to the assessment of UNIFEM's GRB work.

Annex 6

The Evaluation Team

The management and technical guidance for the team was provided by Karen Johnson, Barbara Evers and Achim Engelhardt. This team was further supported by technical backstopping from Francis Watkins, whose work was already known by UNIFEM and who combined both practical and theoretical understanding of gender issues and evaluation. Francis also played an internal peer review and quality assurance role at key moments throughout the assignment. The team was further supported by the research skills and capacity of Karem Roitman. The team would like to acknowledge the support and inputs from the following members of Social Development Direct: Lucy Earle, Sue Philips, Allyson Thirkell, Elsa Dawson, and Erika Fraser.

Karen Johnson

Karen Johnson is a social development specialist with more than 14 years of experience in development management and advisory roles in Africa. As a consultant based in Mozambique, she was a member of the Ministry of Women and Social Welfare Working Group preparing the sector's first Medium-term Fiscal Framework submission, including indicators for inclusion in the government's national monitoring mechanism. She has carried out learning reviews for national aid effectiveness capacity assessments, HIV/AIDS delivery mechanisms, social protection systems and UN programmes for orphans and vulnerable children. She has been responsible for leading a number of organisational impact assessment review processes and has delivered workshops on logical framework analysis for different groups, including the UN Africa Regional Directors' Programme Support Team. She has practical experience in the design and use of evaluation tools and analysis of data for qualitative research to inform programme design in different sectors.

Karen led the team, managed the contract with UNIFEM and carried out the country assessments in Mozambique and Senegal.

Barbara Evers

Barbara Evers has more than 20 years of academic and operational experience in the area of pro-poor, gender-sensitive policy development, analysis and implementation in 23 countries in Africa, Asia, Europe, Latin America and North America. She has worked with NGOs and academic research teams in a range of settings (Bangladesh, Europe, UK, US, Bangladesh, East Africa, Indonesia) to support policy-oriented research and actual reforms related to improving the poverty and gender focus of policy design in engendering government budgeting processes in the context of MTEF reforms (Bangladesh, East Africa, UK/Europe). She has experience in strengthening linkages between NGOs and governments in the areas of gender and pro-poor budgeting and in international trade programmes. She has worked widely with academics and donor partners to develop gender-sensitive approaches in sector-wide programmes (DAC/WID, Danida, RNE, Ford Foundation).

Barbara was the GRB Adviser for the team, taking the overall technical lead in developing the research framework and pulling together the final results.

Achim Engelhardt

Achim Engelhardt is highly experienced in all aspects of monitoring and evaluation. He has designed programme evaluation frameworks and tools for public and private sector assignments, and he has particular expertise in designing and implementing results-based management frameworks. He has written M&E guidelines, including for a number of bilateral and multi lateral agencies. He has conducted baseline surveys, supported institutional

self-assessment programmes and trained different teams in M&E. He has recently returned to Europe from Zambia and has worked in a range of African, European and Asian countries. He has worked with the aid effectiveness agenda and understands public sector budgeting and financing mechanisms.

Achim was the Evaluation Methodologies Specialist, providing technical advice to the team in the development of the overall evaluation framework, development of specific evaluation tools, analysis of country case study results and design of the final stage of the evaluation.

Francis Watkins

Francis Watkins is a social development specialist with more than 17 years of experience working with a range of NGOs and bilateral and multi lateral agencies. He has experience with quality assuring large theory-driven evaluation (the Citizen Voice and Accountability Evaluation with PARC) and has directed the trainings and seminars on this approach. He has further experience in a variety of sectors and has a broad range of experience working on gender issues and assessing gender mainstreaming strategies in policy and practice. Francis has extensive experience in conducting audits and evaluations, having worked with the Performance Assessment Resource Centre (PARC) and DFID's Evaluation Department. Francis also undertook the Phase 1 scoping study for DFID's evaluation of efforts to promote gender equality and women's empowerment.

Francis provided technical back-stopping to the team leader and played an internal peer review and quality assurance role for the assignment.

Karem Roitman

Karem Roitman, a national of Ecuador, has first hand knowledge of the country context, where she has conducted several research and advocacy projects addressing local political and social dynamics. She has 7 years of experience in diverse consultancy and academic posts, specializing in processes of social exclusion and identity

construction with field experience in Ecuador, Peru, Cuba, Sri Lanka, India and Morocco. Most recently, she led a research team in New Delhi, India, to investigate the social dynamics that promote or hamper processes of collective action in community health insurance mechanisms, working closely with a variety of donors and local NGOs to develop effective evaluation and monitoring tools.

Karem carried out the country assessment in Ecuador and provided research input to the assessment of UNIFEM's overall GRB programming in Stage 3.

Sylvia Bergh

Sylvia Bergh has lived in Morocco for more than 2 years, as both a World Bank country office staff member and an independent researcher, and she visits the country regularly. She has a solid knowledge of the country's gender dynamics and policies as well as the budgeting process and budget analysis. Sylvia maintains an extensive network of contacts within the donor community and civil society, and women's organizations and activists in particular. She is fluent in French, reads standard Arabic and speaks some colloquial Moroccan Arabic. Sylvia has more than 7 years of experience in research and development, including a special focus on theory-based evaluation, and she has trained government officials in Uganda on gender issues, including GRB.

Sylvia carried out the country assessment in Morocco.

National Consultants

Ecuador – Patricio Guarderas

Morocco – Youssef Belal

Mozambique – Basilio Zaqueu

Senegal – Socé Sene. The team was supported by Paul-Marie Diagne, providing translation support between English and French.

