

Evaluation Report

UNIFEM's Work on Gender-Responsive Budgeting



Gender-Responsive Budgeting Programme: Senegal

Evaluation Unit
2009



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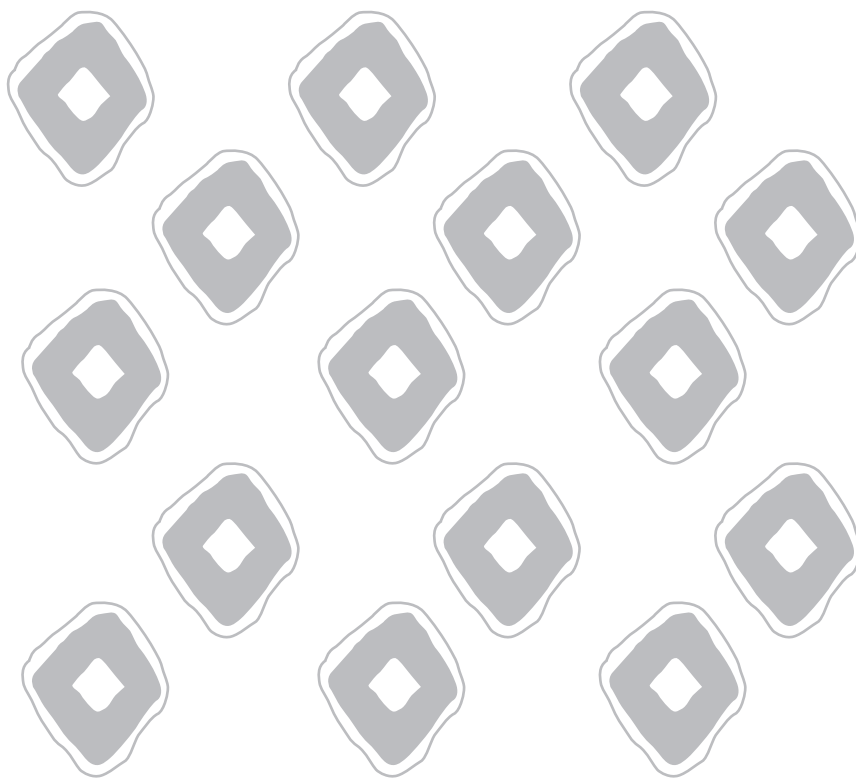
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Gender-Responsive Budgeting Programme: Senegal

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2009

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Contents

| | | |
|-----|---|----|
| | Acronyms | 6 |
| | Executive Summary | 7 |
| 1. | Purpose of the evaluation | 11 |
| 2. | Evaluation objectives and scope | 13 |
| 3. | Evaluation methodology | 15 |
| 4. | Context of the programme | 17 |
| 5. | Description of the GRB Programme | 19 |
| | 5.1 The GRB Programme's theory of change | 21 |
| 6. | Programme results | 25 |
| | 6.1 Relevance | 25 |
| | 6.2 Effectiveness | 28 |
| | 6.3 Sustainability | 35 |
| 7. | Programming strategies | 39 |
| | 7.1 Capacity-building | 39 |
| | 7.2 Sector piloting | 40 |
| | 7.3 Evidence-based advocacy | 41 |
| | 7.4 Partnerships | 42 |
| 8. | Programme management | 45 |
| 9. | Conclusions | 49 |
| 10. | Lessons learned | 51 |
| 11. | Recommendations | 53 |
| | ANNEXES | 55 |
| | Annex 1: | 57 |
| | Terms of Reference for the Corporate Evaluation of the Programme | |
| | Portfolio UNIFEM's Work on Gender-Responsive Budgeting | |
| | Annex 2A-2D: | 67 |
| | Evaluation Matrix, Interview Record Form, Evaluation Questions, and | |
| | Framework for Country Contextual Analysis | |
| | Annex 3: | 91 |
| | People Interviewed | |
| | Annex 4: | 93 |
| | Documents Used | |
| | Annex 5: | 95 |
| | Senegal Log Frame Outcomes and Outputs | |
| | Annex 6: | 97 |
| | Summary of Workshops and Seminars Delivered Through the GRB | |
| | Programme: Phase II | |

Acronyms

| | |
|-------|--|
| CBMS | Community-based monitoring survey |
| CDSMT | Sector medium-term expenditure framework |
| CFAA | Financial Accountability Assessment |
| CPAR | Country Program Assessment Review |
| DAGE | Directorate of General Administration and Equipment (Ministry of Agriculture) |
| DAP | Analysis and Forecasting Division (Ministry of Agriculture) |
| DAPS | Directorate of Analysis, Planning and Statistics (Ministry of Agriculture) |
| DCEF | Directorate of Economic and Financial Cooperation (Ministry of Economy and Finance) |
| DGP | General Directorate of Planning (Ministry of Economy and Finance) |
| DNB | National Budget Directorate (Ministry of Economy and Finance) |
| DPP | Projects and Programmes Division (Ministry of Agriculture) |
| DSDIA | Division of Statistics and Documentation of Agricultural Information (Ministry of Agriculture) |
| MEF | Ministry of Economy and Finance |
| MFSN | Ministry of the Family and National Solidarity |
| PCRBF | Programme of Coordination of Financial and Budgetary Reforms Country |
| PNDA | National Plan for Agricultural Development |
| PRSP | Poverty Reduction Strategy paper |
| REFAE | Network of African Women Economists |
| SCA | Accelerated Growth Strategy |
| SNEEG | National Strategy for Gender Equality and Equity |
| UEMAO | West African Monetary Union |

Executive Summary

Purpose, scope and methodology of evaluation

SDDirect has been contracted by UNIFEM's Evaluation Unit to conduct a **corporate evaluation** of UNIFEM's global work on Gender-Responsive Budgeting (GRB). This summative report documents findings and recommendations from the country assessment in Senegal during Phase II of the GRB Programme, "Strengthening Economic Governance: Applied Gender Analysis to Government Budgets", funded by the government of Belgium.¹

The **primary objective** of this assessment is "to evaluate progress towards GRB programming outcomes and outputs at country level through a case study of the *Global GRB Programme: Phase II*".² This report also aims to support future GRB programming by consolidating and testing the theories of change that underpin UNIFEM's work in this thematic area, identify enabling and disabling factors that affect the implementation of GRB Programmes and inform UNIFEM's learning on effective strategies, models and practices in promoting gender accountability in budgetary policies and practices.³ The Senegal assessment took place at the end of Phase II of the Global GRB Programme, which ran from January 2005 to December 2008.

The evaluation criteria used for analysis of the field data were **relevance**, **effectiveness** and **sustainability**, with definitions drawn from the OECD DAC evaluation guidelines.

¹ Separate reports were created for Morocco, Mozambique and Ecuador, the other three countries where UNIFEM's Global GRB Programme concentrated its Phase II.

² Note: The *Global GRB Programme: Phase II* is the Belgian-funded "Strengthening Economic Governance: Applied Gender Analysis to Government Budgets" programme.

³ These objectives formed part of the objectives for the overall evaluation, as defined in the ToRs.

Fieldwork was carried out from 19 January 2009 to 29 January 2009 in Dakar by Karen Johnson (international consultant and evaluation team leader) and Socé Sene (national consultant).

The principal evaluation methodologies used were:

A desk review of relevant documents on GRB concepts and practice, contextual data for specific country programmes and programme documentation, where available.

Semi-structured interviews with key stakeholders identified by UNIFEM personnel in Senegal.

A focus group meeting attended by participants of UNIFEM supported GRB training during Phase II of the Global GRB Programme.

The major limitations in the evaluation methodology were the timing of the visit, which meant that some stakeholders could not be interviewed, and lack of a systematic monitoring and evaluation framework and monitoring data for the programme.

Context and description of the programme

Senegal's 2001 Constitution recognises gender equality, and the country is signatory to all the international human rights conventions, including CEDAW and the African Charter. The CEDAW Committee acknowledged the government's political commitment to advancing gender equality in its comments on the last Report (presented in 1994). The national women's machinery, in its 2006 progress report on the African Charter, documented the extensive legal provisions protecting women's rights, although civil society women's rights commentators note the challenges faced in implementation of these legal

provisions. **The National Strategy for Gender Equality and Equity (SNEEG)**, launched in 2008, establishes the national women’s machinery as the focal point for resource mobilization for gender equality. Whilst each sector is responsible for taking action to advance gender equality, oversight is maintained by the national women’s machinery. The national programme of **Coordination of Financial and Budgetary Reforms (PCRBF)** was developed from 2003 and became the basis for decisions to move towards performance-based budgeting. Senegal’s second **Poverty Reduction Strategy paper (PRSP)** was approved in October 2006 and covers the period from 2006 to 2010. Its drafting process was participatory, with inputs from a wide range of national stakeholders, including women’s organizations. However, in June 2006, the government launched its Accelerated Growth Strategy (SCA), which some regard as a more influential guiding document than the PRSP. The SCA was not developed through a participatory process and is not gender-sensitive.

The first phase of the UNIFEM Programme (2003-2005) aimed to raise general understanding of the concept of GRB amongst government staff at ministerial, sector and local levels, and amongst civil society actors. The first year of Phase II (2005) was strongly influenced by Phase I. However, a shift in focus was decided on after a series of review missions in 2006. The new approach concentrated on increasing the gender content of national instruments for budget planning and providing sector-level support in implementation of the public finance management reform process. From 2007 the programme focused on lobbying the **National Budget Directorate** for inclusion of gender issues in the **Budget Call Circular**. A decision was also made in 2007 to work on performance-based budgeting solely in the Ministry of Agriculture. **Direct engagement with CSOs was terminated** at both national and local levels.

During Phase II the programme sought to achieve **three outcomes**:

1. National budget processes and policies reflect

gender equality principles in Senegal

2. Priorities of poor women reflected in sectoral budget allocations for national programmes addressing poverty
3. Knowledge and learning on GRB facilitates replication of good practices and exchange of lessons learned

Following the change of approach during Phase II, implementation strategies consisted of:

Capacity-building through training workshops for government representatives and parliamentarians

Lobbying of key staff in the Ministry of Economy and Finance (MEF)

Technical support for performance-based budgeting in the Ministry of Agriculture

A study visit for Ministry of Agriculture staff to Morocco

Main findings

The GRB Programme in Senegal achieved some limited results that can be linked to outputs or outcomes in the log frame. UNIFEM correctly identified the shift to performance-based budgeting as a key entry point for its engagement. However, the support the GRB Programme aimed to provide was for **long-term and large-scale reforms** in national policy planning and budgeting mechanisms. This may be one explanation for a relative lack of evidence of short-term, concrete results. Key results were:

The inclusion of gender in the Budget Call Circular for the 2008 and 2009 budgets.

The inclusion of gender issues in the Poverty Reduction Strategy Paper.

The preparation of a budget submission by the Agriculture Ministry in the MTEF format with gender-sensitive indicators.

The drafting of a Gender Report by the Ministry of Agriculture.

Some increase in technical capacity to address GRB among staff in the Ministry of Economy and Finance and the Ministry of Agriculture.

To achieve these results:

UNIFEM successfully built relationships with key budget decision makers in the MEF and with technical staff in the planning and budgeting sections of the Ministry of Agriculture.

The programme successfully used appropriate gender focal points to advance GRB by engaging with the agriculture sector gender focal point whose remit also covered planning and budgeting.

However,

Advancing GRB by engaging with actors responsible for leveraging accountability for gender equality has not been prioritised, as the programme did not maintain engagement with CSOs and has yet to develop a comprehensive strategy for enabling parliamentarians to scrutinise budgets from a gender perspective.

Changes in the points of engagement within the Ministry of Economy and Finance have undermined the programme's ability to build sustainable relationships with key staff whose remits cover policy planning.

The potential achievements of Phase II were constrained by an absence of systematic situation and needs analysis and of ongoing monitoring and analysis of the slow-moving process of public finance reform.

Overall, changes in the programmatic logic in Senegal meant that potentially successful approaches were at too early a stage of development to document results for sharing regionally or internationally.

Main recommendations

The programme needs to facilitate other actors in order to advance GRB objectives. This requires relationships with actors who are key in public finance management reform and other UN agencies. In addition, the programme will need to use multiple sources of data, analysis and opinion to identify poor women's priorities.

There is now potential to realise the benefits from GRB work to date. This will require that the programme assess the institutional and political components of the theory of change, as well as maintaining its efforts in developing technical capacity for GRB in Senegal.

The programme needs to define a strategic approach to supporting actors responsible for leveraging accountability for gender equality. This should be grounded in a human rights-based approach, which recognises how women ensure that their views and priorities are taken into account and recognises that different actors (government, Parliament, civil society organizations) play different roles in advancing these priorities.

UNIFEM correctly identified the need to invest in increasing the capacity for GRB available in Senegal. The programme in Senegal should continue to develop its links with the GRB Programme in Morocco as a potential source of learning and support, but also draw on experience from the other Phase II countries, Ecuador and Mozambique.

1. 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, this evaluation is important given 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 eight key 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 that has been undertaken by Social Development Direct. The evaluation has been designed to be both summative and formative. It seeks to be a forward looking and learning exercise, rather than a pure assessment of GRB program-

ming 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 has been conducted in three stages. **Stage 1** involved a preliminary rapid assessment of GRB initiatives to clarify the scope of the evaluation. **Stage 2** focuses on the *Global GRB Programme: Phase II* as a case study and assesses the programme's results at the country level. Country case studies included in this stage of the evaluation are Senegal, Morocco, Mozambique and Ecuador. **Stage 3**, building on the findings of the first two stages, evaluates the overall appropriateness (effectiveness, relevance and sustainability) of UNIFEM's approach to GRB programming.

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 GRB Programme;

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

This report documents findings and recommendations from the country assessment in Senegal. It should be read in conjunction with the overall report for Stage 2 of the evaluation.

2. Evaluation objectives and scope

Evaluation objectives

The overall evaluation has 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 the 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.

The primary objective of the Senegal country evaluation is to contribute to the case study evaluation of the *Global GRB Programme: Phase II*. The findings from this country evaluation of progress towards outcomes and outputs of at country level will be used, along with evidence from the three other country evaluations, to draw programme-level conclusions on the application of theories of change at the country level, achievements, enabling and disabling factors that have affected implementation, and lessons that can be drawn on effective strategies, models and practices. In Senegal, the *Global GRB Programme: Phase II* ran from January 2005 to December 2008.

The evaluation took a **theory-based approach** and focused on two key aspects of the underlying model of change in the programme:

Setting out the steps that constitute the main elements of the explicitly stated causal chain in the form of a logic model, linking inputs, activities, partners and short-term outputs to the expected outcomes of the programme in the medium- and ultimately long-term impacts;

Seeking to understand the logic underpinning the programme, looking at the stated assumptions and particularly focusing, through the evaluation process, on the implicit assumptions that affect the different stages of programme development.

Evaluation criteria and evaluation questions

The evaluation criteria used for analysis of the field data were **relevance, effectiveness and sustainability**, with definitions drawn from the OECD DAC evaluation guidelines. Evaluation questions relating to the three criteria were drawn from the evaluation ToRs and developed further into the overall methodology for the evaluation.⁴ Definitions of the evaluation criteria and a summary of key questions related to each criterion are listed below.

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

⁴ See overall evaluation methodology and tools and guidance for country assessments 5 January 2009.

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. 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?

3. Evaluation methodology

Fieldwork was carried out from 19 January 2009 to 29 January 2009 in Dakar by Karen Johnson (international consultant and evaluation team leader) and Socé Sene (national consultant). The team was supported by Paul-Marie Diagne, providing translation support between English and French.

The team carried out **desk reviews** of relevant documents on GRB concepts and practice as well as the context for the programme in Senegal. Prior to fieldwork in Senegal, the documents reviewed were primarily UNIFEM GRB Programme proposals and reports and corporate strategies. In Senegal, national policy documents and UNIFEM consultancy and workshop reports were reviewed.

The main outputs of the desk review consisted of the country contextual analysis and initial development of a logic model for each of the countries. The contextual analyses provided material to analyse the selection of the countries for Phase II of the programme and to begin the process of understanding the logic underpinning the implementation of interventions in each of the countries. Through the initial development of the logic models, it was found that they were not sufficiently differentiated to fully understand how they were applied in each of the country contexts. Therefore, the field visits focused in large part on developing the logic model and in seeking to better understand whether and how this model of change guided implementation and the monitoring of progress.

The evaluation's principal methodological tool was the **semi-structured interview**, 25 of which were undertaken with 30 key stakeholders. Prior to the arrival of the international consultant in Dakar, UNIFEM's GRB Programme Coordinator drew up a list of key stakeholders to be interviewed, including a list of participants in GRB training supported by UNIFEM. The national consultant then set up a schedule of interviews. The majority of these interviews took place face to face in Dakar, with both evalua-

tors meeting with each interviewee. The initial interviews were carried out with UNIFEM staff and with government staff in the Ministries of Finance, of the Family and of Agriculture. In some cases, interviewees suggested other relevant stakeholders, and additional interviews were booked throughout the 10-day period of the fieldwork. The objective of each meeting and the relevant topics were agreed between the two consultants. Appropriate prompt questions were identified from the full list of questions drafted during development of the overall guidance report. The semi-structured interview format allowed for further probing questions to be used to explore issues in depth. Each consultant took notes during interviews, which were later summarized in a standard format.

The second tool used by the evaluation team was a **focus group meeting** with eight people who had participated in UNIFEM-supported GRB training at any stage during Phase II of the Global GRB Programme, but who were not interviewed individually. The objectives of the focus group were to widen the range of stakeholders consulted, assess the effectiveness of training in which a range of stakeholders had participated and elicit contributions to development of the overall theory of change.

UNIFEM provided the list of participants in trainings, which were attached as annexes to each training workshop report. The national consultant contacted Dakar-based participants by phone and followed up by email, with a short summary of the evaluation's objectives and approach sent in French to all those invited.⁵ The focus group meeting was held in the second half of the mission to allow for logistical arrangements of confirming participation and to ensure that some initial findings could be triangulated in the meeting. The meeting was held at the offices of the government's consultancy team preparing

⁵ This summary was initially prepared by the international consultant leading the country assessment in Morocco and adapted for use in Senegal.

for implementation of the National Strategy for Gender Equality and Equity (SNEEG).⁶ The methodologies were participatory, with small-group discussions, a role-play exercise, and feedback to the full group and plenary discussions.

The evaluation team sought evidence from both interviews and the focus group discussions to test the understanding of the theory of change for the programme and to explore the implicit assumptions that it contained. This involved ensuring that information was gathered about how programme staff and partners had assessed the context in which the GRB Programme was planned to operate, the logical framework that specified intended results as well as inputs and activities to achieve those results and the long-term relationships with other actors working in parallel and complementary ways in order to achieve the desired change. The information gathered provides some evidence of the importance of the implicit assumptions in the programme, something that was not clear in the initial programme documentation.

The major limitations in the evaluation methodology were:

The timescale for the evaluation meant that interviews took place in Dakar, meaning that the evaluation team did not assess training provided at the local level in Tivaouane and Rufisque (2005/2006).

It was also not possible to interview parliamentarians (specifically members of the Parliamentary Finance Commission) who had participated in the October 2007 training workshop, as the period of the evaluation mission coincided with preparations for local elections in Senegal and participants contacted by the evaluation team were outside Dakar carrying out their election campaigns.

The lack of organized and comprehensive programme information held by the UNIFEM office (e.g. workshop reports and participants lists) for the early part of Phase II, prior to the arrival of the GRB Coordinator.

The lack of systematic monitoring information for the programme.

UNFEM HQ developed a revised set of indicators (dated 16 August 2006, but country office staff did not have information for those indicators, which required data on incidence, rather than a simple monitoring of whether specified activities had taken place.

To mitigate the effects of these limitations, the evaluation team referred to workshop reports and information provided by UNIFEM staff in semi-structured interviews. Overall in the evaluation, key informants interviewed were able to report events and discussions and refer to programme documents, in particular workshop reports. However, there was a lack of evaluative evidence, as monitoring data had not been collected and assessed during Phase II. The evaluation team therefore based findings and analysis on information from interviews that was consistent between different informants and documented information sources. However, lack of robust monitoring data remained a limitation for the evaluation.

6 This meeting space was made available thanks to the national consultant's contacts.

4. Context of the programme

A brief summary is given here of the key features of the policy context for advancing gender equality, the macro-economic policy context and institutional change in ministries relevant to the GRB Programme. The gender policy context informs GRB as to the extent to which the potential for women's advancement and the principles of gender equality and women's empowerment are established. The macroeconomic context informs GRB by enabling trends in the economic regime, trade norms and government revenue and expenditure to be identified. The institutional context informs GRB with regard to the degree of continuity in actors and structures that are key to advancing GRB objectives.

Legal and policy context for advancing gender equality

Senegal has a democratic, pluralistic political culture with a strong presidency and prime minister. The 2001 Constitution includes recognition of gender equality. Senegal is signatory to all the international human rights conventions, including CEDAW (signatory in 1985 and ratification of additional protocol in 2000). Senegal ratified the African Charter in 2004. The CEDAW Committee acknowledged the government's political commitment to advancing gender equality in its comments on the last report (presented in 1994). The national women's machinery, in its 2006 progress report on the African Charter, documents the extensive legal provisions protecting women's rights, although civil society women's rights commentators note the challenges faced in implementation of these legal provisions.

The **National Strategy for Gender Equality and Equity (SNEEG)** was developed between 2004 and 2007 and was launched in 2008. SNEEG establishes the national women's machinery as the focal point for resource mobilization for gender equality, with each sector responsible for taking sector-specific action to advance gender equality with oversight by the national women's machinery. It

emphasises the importance of the concept of gender, which it states clearly is "not a synonym for sex" and is not "women" and clearly states the government's understanding that development goals, in particular poverty reduction, "cannot be reached without the elimination of inequalities between women and men".

Macroeconomic policy context

The national programme of **Coordination of Financial and Budgetary Reforms (PCRBF)** was developed following the 2003 Country Financial Accountability Assessment (CFAA) and Country Program Assessment Review (CPAR).⁷ The PCRBF became the basis for decisions to move towards performance-based budgeting. The **World Bank's** Public Expenditure Review (2006) and the Public Expenditure and Financial Accountability (PEFA) reviews (the most recent being in December 2007) also took place during Phase II.

Senegal's second **Poverty Reduction Strategy paper (PRSP)** was approved in October 2006 and covers the period from 2006 to 2010. The second PRSP had an increased emphasis on rural poverty and on healthcare, included prioritised social programmes and added a specific area on governance. The PRSP drafting process was participatory, with inputs from a wide range of national stakeholders.⁸

In June 2006, the government of Senegal launched its **Accelerated Growth Strategy (SCA)**, which some government actors regard as a more influential guiding document than the PRSP. The SCA includes the agriculture sector. Although guidelines for development of the SCA included consultation with civil society representa-

7 The CFAA/CPAR was done jointly with AfDB, EU, France, the Netherlands, UNDP and World Bank.

8 Assessment included in OECD-DAC 2006 Monitoring on the Paris Declaration.

tives, in practice the SCA was not developed through a participatory process.

Institutional change relevant to GRB

During the period of Phase II of the GRB Programme, the national women's machinery changed names (and remits) three times. In early 2009, a new Directorate for Gender Equality and Equity was created (with the Director appointed during the period of this evaluation).

5. Description of the GRB Programme

The Phase II GRB Programme in Senegal ran from January 2005 to December 2008, building on a Phase I programme, which had run from January 2003 to December 2004.

The logical framework for the programme for Phase I was organized around the three Global GRB Programme outcomes:

Outcome 1

National budget processes and policies reflect gender equality principles in Senegal

Outcome 2

Priorities of poor women reflected in sectoral budget allocations for national programmes addressing poverty

Outcome 3

Knowledge and learning on GRB facilitates replication of good practices and exchange of lessons learned

These outcomes are listed below together with a summary of outputs for each outcome, at the beginning of Phase II. A full list of outputs is provided in Annex 5.

To achieve **Outcome 1, “National budget processes and policies reflect gender equality principles in Senegal”**, the programme sought to strengthen the capacity and commitment of government (sector ministries and the PRSP Monitoring Unit in the Ministry of Economy and Finance) to bring gender sensitivity into budget formulation and monitoring processes, align budgets and the Poverty Reduction Strategy Paper (PRSP) with the National Strategy for Gender Equity and Equality and to support civil society (NAWE and women’s rights groups) to use GRB to advocate and monitor gender mainstreaming in national policy processes and budgeting.

With regards to **Outcome 2, “Priorities of poor women reflected in sectoral budget allocations for national programmes addressing poverty”**, the programme

sought to expand partnerships between GRB initiatives and pro-poor budget movements, build collaboration with regional GRB initiatives underway in Senegal and increase the capacity and engagement of women’s organizations in sector-focused GRB work.

For **Outcome 3, “Knowledge and learning on gender-responsiveness budgeting facilitates replication of good practices and exchange of lessons learned”**, the programme aimed to increase regional networking between GRB experts and between individuals in institutions using GRB and to develop regionally replicable models for GRB.

In 2005 and early 2006, the programme approach was strongly influenced by the approach of Phase 1, i.e. delivery of general GRB workshops to government audiences at sector and local levels and civil society actors. A shift in programme approach evolved throughout 2006 and early 2007 following a series of review missions. In **March 2006**, a support mission comprising one representative of the Belgian government and the head of UNIFEM’s GRB Programme was made to Senegal.⁹ Key stakeholders participated in the **November 2006** Midterm review meeting in Morocco.¹⁰ A “validation” workshop in **April 2007** announced to all stakeholders that the GRB Programme would adopt a new approach,¹¹ with a shift in focus first towards increasing the gender content of the national instruments for budget planning and, second, providing sector-level support to implementation of the public

⁹ Joint mission from 25 February 2006 to 4 March 2006 (UNIFEM) and 27 February 2006 to 3 March 2006 (Belgian Government).

¹⁰ See Partners’ Meeting of Gender-Responsive Budgeting Programme in Ecuador, Morocco, Mozambique and Senegal, held in Rabat, Morocco, from 27 to 29 November 2006. In the report issued February 2007, Annex One lists participants (Finance Ministry’s National Budget Directorate and PRSP Monitoring Unit, national women’s machinery - DAGE, Gender Laboratory IFAN/UCAD, UNIFEM NPO).

¹¹ Validation workshop for GRB programme document 17 and 18 April 2007 written by GRB Programme Coordinator, provisional version dated 2 May 2007 available to evaluation team.

finance management reform process.

The programme maintained the same outcomes (in line with the overall GRB Programme) but made profound changes to the outputs that aimed to achieve those outcomes. The resulting reformulation of outputs is summarized below, with a full list of revised outputs provided in Annex 5.

For **Outcome 1, “National budget processes and policies reflect gender equality principles in Senegal”**, the programme sought to develop a clear delimitation of responsibility for gender equality expenditure in government, develop gender-responsive performance measures, strengthen government capacity for gender budget analysis in at least two sector ministries, develop clear GRB guidelines for sectoral and line ministries, strengthen civil society and parliamentarians’ capacity to demand, use GRB information and, finally, develop a gender-aware government master plan for producing statistics.

For **Outcome 2, “Priorities of poor women reflected in sectoral budget allocations for national programmes addressing poverty”**, the programme shifted its focus so as to work towards increased capacity for GRB in one sector and at the local level in one commune, plus increased capacity in the government statistical agency to contribute to macroeconomic modelling and poverty impact analysis.

For **Outcome 3, “Knowledge and learning on GRB facilitates replication of good practices and exchange of lessons learned”**, outputs for regional networking and lesson learning continued unchanged, with the exception of the inclusion of a specific output for partnership between the GRB Programmes in Morocco and Senegal.

The implementation strategy in 2005 and 2006 concentrated on providing training workshops for a number of different target groups, including gender focal points from four sector ministries (agriculture, education, health and energy) and from the various planning functions of the finance ministry, local-level government and civil

society organizations (CSOs) and members of national level CSOs, in particular women’s organizations. The programme engaged with the Ministry of Economy and Finance through the **PRSP Monitoring Unit**.

In the new approach from early 2007, UNIFEM altered its approach to engagement with the Ministry of Economy and Finance, with the programme’s focal point becoming the **National Budget Directorate**, which was also lobbied for inclusion of gender issues in the **Budget Call Circular**. From mid-2007, sectoral support shifted to focus specifically on moves towards performance-based budgeting in the **Ministry of Agriculture** only. This support was implemented through technical assistance provided through small-group working sessions, plus workshops for agriculture sector staff. One workshop was delivered to parliamentarians. A study visit was made to Morocco, involving government staff and one parliamentarian. Direct engagement with CSOs was terminated at both national and local levels.

The **intended beneficiaries** of the programme were poor women whose priorities would be better addressed in budget allocations and through gender-sensitive national policy and budgeting processes. The immediate beneficiaries of the programme were the staff of sector ministries, particularly those responsible for budgeting, and staff in planning and finance departments of government. Beneficiaries also included the national women’s machinery, civil society organizations concerned with gender equality such as the Network of African Women Economists as well as parliamentarians.

Other participants in programme activities included academic institutions and UN agencies. In 2005 and 2006, UNIFEM contracted the Gender Laboratory at the University of Cheikh Anta Diop for a diagnostic study of women’s socio-economic situation contributing to decision-making related to work on sector-level budget allocations. UNIFEM collaborated with a UNDP subregional programme that aimed to increase the availability of GRB trainers. UNIFEM also began collaboration with IFAD to support agriculture ministry staff to test whether

gender-relevant legal provisions were being applied in the sector. Attempts were also made to form links with FAO on sex-disaggregated data, although initial contacts had not progressed at the time of this evaluation.

The Global Programme enabled UNIFEM to start GRB work in Senegal and formed the basis from which further GRB work had developed (in particular at the local level, with the planned launch in 2009 of the Gender Equitable Local Development [GELD] programme). The programme in Senegal had an income of \$147,345 in 2005, \$103,261 in 2006 and \$200,000 in 2007, totalling \$450,606 over the 3 years.

Funding was sourced from UNIFEM's New York headquarters, with national-level programme activities falling under the general responsibility of the Regional Programme Director for Francophone and Lusophone West Africa. The programme was managed by full-time coordinator appointed in January 2007. An international consultant, was contracted to undertake capacity-building support throughout both Phases I and II. During Phase II, this support was provided through seven missions to Senegal.

5.1 The GRB Programme's theory of change

In **Phase II, a general theory of change** was predicated on the view that, while a general awareness about GRB had been developed, with lessons from the experiences of 20 countries available, GRB work was not yet aligned to the national budget cycle and mainstream budget processes. The purpose of the second phase was, therefore, to transform the execution of the budget to reflect responsiveness of budget policies and processes to principles of gender equality and thereby achieve concrete changes in resource allocations. It was set out that the long-term impact of the programme would be to demonstrate the impact these transformative actions have in relation to increasing access of poor women to services and resources and bridging the gender gap in line with the MDGs targets to be achieved by the year 2015.

In order 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 (see Diagram 5.1 below).

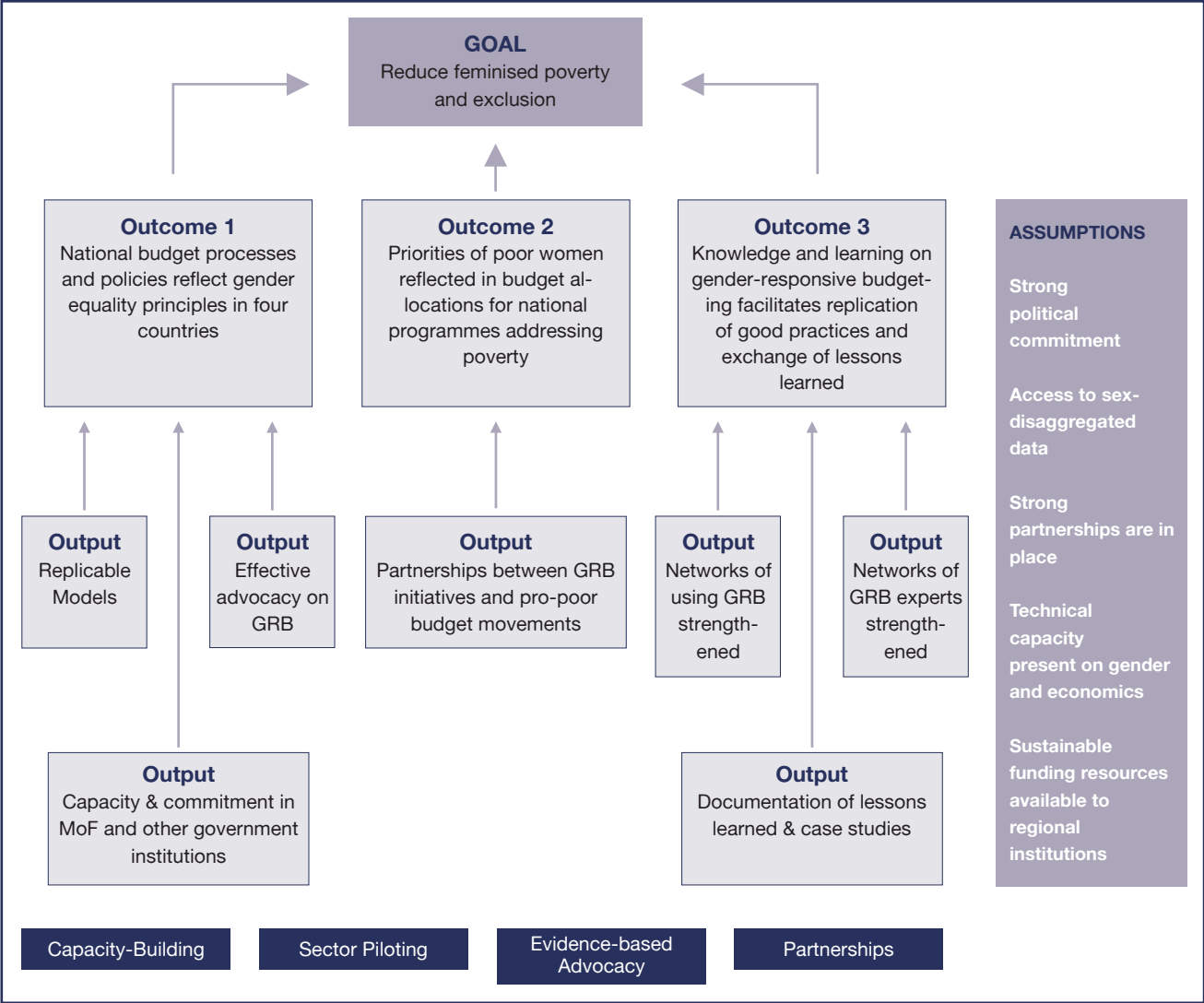


Diagram 5.1 - Model of GRB Programme Implementation

The diagram above sets out the steps in the causal chain, highlighting the **expected outcomes** of the combination of strategies and activities in the programme at each stage of the process. Thus, in:

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.

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

The diagram also sets out the stated assumptions of the programme, which are relatively clear and relate primarily

to the outcomes. However, these stated assumptions do not seem to have been developed or explored further during programme implementation. As will be discussed below, 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 Senegal, the evaluation team found that theories of change were not explicitly developed, expressed or shared among programme stakeholders. The project log frame, project documentation and interviews have been used to construct the evolving theory of change that was implicit.

The programme logic **until mid- to late 2006** reflected the assumption that, in the context of lack of awareness about GRB, training workshops for a wide pool of government staff and civil society actors would create awareness and acceptance of the importance of recognising men and women's different needs and priorities and that this needed to be reflected in policy and budget allocations. As a result, the state budget would become more gender-responsiveness. The theory of change also assumed that women's activists would be motivated to engage with the planning and budgeting system, would be able to acquire the capacity to do so and would play a role in holding government to account. This assumption was demonstrated by the provision of support to women's organizations in the national drafting process for the second PRSP.

Based on the rationale that participatory planning would result in more equitable budget allocations, UNIFEM also engaged with local-level government planning and budgeting through training workshops involving local government and civil society actors.

From late 2006 until early 2007, UNIFEM adopted a different approach based on the programmatic logic that policy and budget processes would become more gender aware through influencing the gender sensitivity of key decision makers within the National Directorate of Budget. The tactics used to achieve change were technical (capacity-building) and political (lobbying of key individuals). UNIFEM also shifted its sectoral engagement in order to concentrate on one sector throughout an entire budget cycle. The series of recommendations, from a March 2006 support mission and the November 2006 Midterm review meeting in Morocco, were summarized and endorsed in the January 2007 Senegal Midterm review report.

In this period, UNIFEM withdrew from engagement with civil society actors, arguing that the level of technical capacity required to engage with national-level policy planning and budgeting processes presented too great a challenge. UNIFEM began technical engagement with parliamentarians (running one general awareness-raising workshop in October 2007) based on the assumption that technical awareness would influence parliamentarians' willingness to use their political voice to increase the gender equity of the government's budget and that the annual budget would be altered as a result of parliamentary scrutiny.

6. Programme results

This section reviews the results achieved by the programme and assesses them in terms of the evaluation criteria of relevance, effectiveness and sustainability outlined in section 2.

6.1 Relevance

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

In order to assess the question of relevance, the evaluation team examined to what extent the programme has been successful in positioning GRB work within broader national planning, budgeting and monitoring frameworks, how the situation and needs analysis was undertaken and how women's priorities were identified by the programme. Analysis focused on the extent to which the UNIFEM team had been able to identify policy entry points and institutional partnerships for promoting GRB, the challenges they faced in relation to the institutional context for GRB and the methods they used in seeking to identify women's priorities.

Policy entry points

At the time of the GRB Programme, Senegal was in the process of reforming national systems for public sector finance, creating an ideal opportunity for the GRB Programme.

The public sector finance reform programme established that the way national plans and budgets were presented should be changed to make a clear link between resource allocations and results, i.e. **performance- and results-based budgeting**. UNIFEM correctly identified that GRB was relevant because results-based budgeting made it

necessary to ensure that outcomes, such as those for gender equality, were clearly set out in plans and that resources were allocated accordingly. The programme recognised from the outset that the Ministry of Economy and Finance (MEF)—the key ministry responsible for deciding how national planning and budgeting were organized—should be a priority stakeholder. Furthermore, the evaluation team found that the GRB Programme initially had a good opportunity to position itself in national planning, budgeting and monitoring frameworks having made links with the World Bank's regional GRB Programme.

The World Bank was a key player in the reform of these national frameworks. Unfortunately, this strong start faltered. When the World Bank's own GRB Programme came to a halt (after its coordinator left), steps were not taken by UNIFEM to fill this gap and to keep up with the national reform processes. For example, the evaluation team found that key national-level reviews had not been analysed for their relevance to UNIFEM's GRB Programme decision-making. This included the World Bank's Public Expenditure Review (2006) and the Public Expenditure and Financial Accountability (PEFA) reviews (the most recent being in December 2007). The GRB Programme staff's limited understanding of **public expenditure and public finance management reforms** meant that the programme did not therefore make the most of potential opportunities and synergies to prioritization of programme effort. Similarly, because UNIFEM was not on top of the public finance reform process, the GRB Programme could not determine the relevance of its contribution to what was a major process, with many different (and powerful) players seeking to shape the priorities of MEF and institutional change that would go on well beyond the end of Phase II of the GRB Programme.¹²

¹² Information provided by World Bank Chief Public Finance Specialist established that the institutional changes required to move fully to a performance-based budgeting system would not be in place before 2012 (at the earliest).

The **Poverty Reduction Strategy Paper** (PRSP) and the **Accelerated Growth Strategy** were two key policy processes that the programme needed to engage with successfully in order to establish relevance, since these policies established national priorities for tackling poverty and growth. The evaluation team found that UNIFEM successfully engaged with the drafting of the PRSP and could therefore position GRB work within national priorities for reducing poverty, the relevant gender commitments and the question of resource allocation to address these priorities.¹³ The evaluation team also found that the GRB Programme had a good opportunity to remain informed about these commitments because the PRSP Monitoring Unit had become the focal point for the programme in late 2004. However, when the programme's focal point was later changed (following the Midterm review process), UNIFEM did not establish a way of ensuring that it was kept informed on how national policy priorities were advancing and lost its early advantage.¹⁴ Staff members were also less engaged with the Accelerated Growth Strategy (SCA). Lack of analysis of SCA policies and plans for the agriculture sector meant the programme could not determine the relevance of how it focused effort in its support to this sector within the national policy framework or ensure that the actors involved in the sector piloting work applied analysis of overarching policies into account in determining their priorities.

Institutional entry points

A primary challenge for the UNIFEM team was to ensure that the institutional entry points identified for the programme contributed to ensuring that the programme remained relevant in national planning, budgeting and monitoring frameworks. Changes in institutional remits (noted in section 4 above) added to this challenge. The programme initially had strong links with the gender focal point in the Ministry of the Family and National Solidarity (MFSN), the part of government responsible for advancing

gender issues. In line with the alterations to the theory of change in late 2006, the programme shifted its primary institutional focus to the Ministry of Economics and Finance (MEF) in order to engage directly with that part of government responsible for planning and budgeting. The evaluation team viewed the programme's change of focus to working through the MEF positively on the grounds that staff there could influence the budget process directly.

However, staff in the Ministry of the Family and National Solidarity argued that the approval of the **National Plan for Gender Equality and Equity** (SNEEG) would bring further changes in institutional remits. SNEEG reinforces the relevance of the GRB Programme to all ministries, as GRB is an approach that can advance gender equality. Key stakeholders interviewed in MFSN¹⁵ argued that the institutional remit for GRB capacity-building lay with them because MFSN is responsible for advancing gender equality and equity. On the other hand, key stakeholders interviewed in MEF¹⁶ argued that their ministry was responsible for progressing GRB because of their remit in relation to the national budget. Analysis of the SNEEG policy document led the evaluation team to conclude that the model underpinning the national plan for gender equality and equity was based on gender mainstreaming and that each ministry was responsible for implementation of activities to advance gender equality, with MFSN holding support and oversight roles.¹⁷ This meant that, within the SNEEG framework, the finance ministry was responsible for changing budget processes to advance gender goals.

The other groups of stakeholders key to the GRB Programme's theory of change were civil society organizations and parliamentarians. These actors are responsible for leveraging **accountability to gender equality** and

13 Information from interviews with UNIFEM staff and staff in PRSP Monitoring Unit.

14 Information from interviews with UNIFEM staff and staff in PRSP Monitoring Unit.

15 Both of whom had participated in GRB workshops and one of whom had participated in the study visit to Morocco (May 2008).

16 Opinion expressed by interviewees in budgeting and in planning directorates of MEF.

17 At the time of this evaluation, the national consultant, Soce Sene, held a drawdown contract with the government to develop the implementation strategy for SNEEG.

ensuring that national and international commitments such as CEDAW and the African Charter are honoured and that sufficient resources are allocated by government to make it possible to put commitments agreed in national plans into practice. These organizations also play an important role in keeping government informed on the perspectives and priorities of poor women. The programme initially engaged with women's organizations, in particular, the Network of African Women Economists. However, as described in section 5.1, this engagement did not continue in the later part of Phase II, meaning that the programme did not know if its choice of priorities was seen as relevant by these accountability actors.

Assessing relevance to women's priorities

The ultimate beneficiaries of the GRB Programme were poor women. High levels of poverty in Senegal, the differences in men and women's economic and social circumstances and the influence of government in productive sectors (such as agriculture) and basic services (such as health and education) to address these inequalities made the programme highly relevant conceptually. The specific relevance of the programme to women's needs was harder to address given the lack of contextual **and needs analyses** undertaken by the programme. In Senegal, the assessment carried out in Phase I focused on the institutional context for national budgeting. Country programmes were not required to conduct a specific contextual analysis that covered analysis of women's priorities in the transition from Phase I to Phase II of the programme and in Senegal did not do so.

The evaluation team found that when the programme moved away from engagement with civil society organizations from 2007 onwards, no mechanism was established through which the programme could remain informed about the perspectives and priorities of poor women, through the channel of women's networks, pro-poor budget groups or other civil society organizations or through analysis of priorities identified in CEDAW reporting, as this became available. To fill the information gap as Phase II was underway, an analysis of women's

socio-economic situation was commissioned by UNIFEM and carried out in 2006 by the Gender Laboratory at the University of Cheikh Anta Diop. This study documented causes and effects of gender differences in the four sectors that the GRB Programme was working with in Phase I and for the first part of Phase II (agriculture, education, health and energy) with the view to selecting one sector. The study was constrained by limitations in national survey data, as national surveys are dated and very little sex-disaggregated information exists. Specifically, the Household Expenditure Survey was conducted in 1994/95 and 2001/02. The Demographic and Health Survey was conducted in 1986, 1992 and 1997. The Population Census was carried out in 1976, 1988 and 2002.

Key findings

The GRB Programme was highly relevant given national policy commitments to poverty reduction and economic growth, public finance management reform and gender equality and equity. However, UNIFEM did not maintain links with key actors in public finance management reform and therefore could not situate the relevance of the programme's contributions in an understanding of the overall scale and pace of change. Furthermore, the programme focused on the national framework for poverty reduction, which was appropriate, but it did not analyse the relevance of its support to the agriculture sector in the context of the national strategy for growth.

The shift of institutional entry point to the finance ministry was appropriate for ensuring the programme's relevance because of this ministry's institutional remit in relation to budget processes. The gender mainstreaming approach adopted in the national gender strategy reinforced the appropriateness of the finance ministry as an entry point.

Civil society actors were an important channel for accountability to gender goals. However, with the change in its approach, the programme could no longer determine whether its choice of priorities was seen as relevant by these actors.

The theoretical basis for GRB meant that the programme was potentially highly relevant to its ultimate beneficiaries—poor women. Lack of data limited the extent to which the programme could assess the degree of relevance to these beneficiaries. The loss of links to civil society actors also meant that the programme was less well informed about their perceptions of women's priorities.

6.2 Effectiveness

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

This section looks at the results achieved by the Senegal *GRB Programme: Phase II* in relation to the outputs and outcomes outlined in section 5. This section also explores the challenges and difficulties faced by UNIFEM and its partners in government and civil society in achieving these results and the ways in which they responded to these challenges. The section is organized around the key log frame outcomes and outputs. Difficulties faced by the evaluation team in applying these criteria included lack of systematic programme documentation and monitoring. In addition, programme activities, entry points and partnerships changed frequently during Phase II, meaning that many initiatives were relatively short-lived or had begun a relatively short time before the end of the phase. This meant that the evaluation team faced the challenge of assessing efforts towards results, rather than results achieved.

Changes in national budget and policy processes¹⁸

To achieve this objective, the GRB Programme: Phase II in Senegal initially sought to strengthen the capacity and commitment of government (four sector ministries and the PRSP Monitoring Unit in the Ministry of Economy and Finance) to bring gender sensitivity into budget formulation and monitoring processes, to align budgets and the Poverty Reduction Strategy Paper (PRSP) with the National Strategy for Gender Equity and Equality (SNEEG) and to enable civil society gender advocates to assess the gender content of national development commitments.

From 2007 onwards, the programme focus shifted. It sought to achieve the same ends and, in reaching these ends, specified more particular support to defining how the costs of implementing SNEEG would be budgeted and how the monitoring framework for PRSP would address gender, in particular in relation to budget issues. In addition, the programme aimed to enhance capacity for gender budget analysis in at least two ministries, develop sector GRB guidelines, increase demand from CSOs and parliamentarians for GRB information and ensure that the national statistical agency had a plan for developing gender-aware indicators and sex-disaggregated data. The evaluation team found that progress has been made in the gender content of the PRSP and towards gender budget analysis in the agriculture sector. Details are provided below.

The programme achieved results in the early part of Phase II in progressing the gender content of the PRSP and enabling gender equality advocates (in the form of the national women's machinery) to engage on the gender content of national development commitments. One of the starting points for the programme was Senegal's second **Poverty Reduction Strategy Paper (PRSP)** (2006-2010), which was endorsed by the Council of Ministers in October 2006. During the PRSP drafting process, donors set up Working Groups that mirrored the structure of government's PRSP Working Groups. UNIFEM chaired the **Gender Thematic Working Group** and also worked with the national women's machinery to prepare a six-page note that **documented how gender issues** could be incorporated into the draft PRSP. These two achievements helped gender equality advocates gain access to the national PRSP development process and helped them define the arguments they used in consultation meetings about the importance of applying gender perspectives to the development of this key national plan.¹⁹ UNIFEM also contributed to a section on women's empowerment in the PRSP. This was a key result given the importance of the PRSP in establishing overall government priorities and

¹⁸ This section reports results and efforts in relation to Outcome 1, Output 1, "Articulated approaches that demonstrate how to transform budget processes to foster gender-responsive programmes and policies at the national level in four countries". For country-specific outputs contributing to this outcome, see Annex 5.

¹⁹ Information from interviews with UNIFEM staff and MFSN gender focal points.

its potential influence on sector plans and budgets. In its third report to the Belgian government, UNIFEM reported that “The PRSP II has a section on women’s empowerment (section 233) that includes commitment to review legislation in line with CEDAW, to provide equipment and appropriate technology for food processing and workload alleviation, to improve girls’ access to and attendance in schools, and to use gender budgeting”. However, the programme did not maintain its focus on the PRSP as Phase II progressed and therefore did not achieve intended results in relation to the gender content of the PRSP monitoring framework.

Support for GRB in the Ministry of Agriculture, in practice, did not take the form of developing sector guidelines, but instead focused on the sector’s actual task of budget formulation. The programme successfully supported staff of the Directorate of Analysis, Planning and Statistics (DAPS) to prepare a budget submission in the new format for performance-based budgeting, the **medium-term expenditure framework format (MTEF)**. This was important in showing that integrating GRB into the national planning and budgeting reform process was achievable in practice. The Ministry of Agriculture was successful in preparing a sectoral MTEF format budget submission (CDSMT) in 2006 (for 2007 to 2009) and in 2007 (for 2008 to 2010), although some technical difficulties meant the 2008 submission (for 2009 to 2011) was not accepted in CDSMT format.²⁰

The programme also supported staff of the Directorate of Analysis, Planning and Statistics (DAPS) in two different ways related to gender budget analysis. First, the programme supported DAPS staff to identify how they could **test whether the gender-relevant elements of the law** that framed their sector (the Agrosylvopastoral Law) were being applied in budget decisions made within the

sector, which the evaluation team saw as a form of gender budget analysis. DAPS staff identified that a practical approach to ensuring the sector’s medium-term expenditure framework (CDSMT) was gender-sensitive was to test the application of the Agrosylvopastoral law in a set of projects and roll these into the CDSMT, a view confirmed by their learning from a UNIFEM-supported study tour to Morocco in May 2008. Following a workshop in April 2008, a set of projects supported by IFAD²¹ were selected for analysis, as sector staff saw these as already integrating gender in their general approach. However, the intended collaboration with IFAD in the second semester of 2008 was delayed. This was because the first phase of the IFAD pilot programmes was already underway by the time the DAPS/UNIFEM engagement was formalised and UNIFEM technical assistance was available,²² meaning that it was too late to make arrangements for the necessary data and analysis. This question of timing meant that the evaluation team could not assess the likely effectiveness of this element of UNIFEM’s intended support to the sector.

Second, the study visit to Morocco inspired DAPS staff to produce a sector **Gender Report** (draft October 2008), drawing on the model from Morocco.²³ This report provided a clear baseline of the sector with regard to understanding of gender issues and application of its resources to advancing gender equality. The Gender Report, prepared by a Drafting Committee, included a description of the sector’s mission, an analysis of gender roles and access barriers in agricultural production and a number of projects and programmes considered relevant to advancing gender equality. At the time of this evaluation, DAPS was awaiting technical feedback from UNIFEM’s international consultant before circulating the Gender Report throughout the sector. Consequently, it was not possible to make a conclusive assessment of the Gender Report’s effectiveness as a tool to transform

20 The indicator for whether a sector has submitted its budget in CDSMT format is whether its data are logged in the computerised finance system (SIGPIC) in CDSMT format or “classic” format. The information on the Ministry of Agriculture achievements in relation to submitting in MTEF format was given by DAPS staff responsible for sector budget preparation in MTEF format and confirmed by the agriculture sector focal point in the Ministry of Finance Directorate of Cooperation (DCEF).

21 See protocol agreement between DAPS and UNIFEM, Article 5, paragraph 6.

22 Information provided to evaluation team in interviews with DAPS staff

23 Interview with both DAPS participants in the study tour.

budget processes. However, the evaluation team found some early, encouraging signals. DAPS staff interviewed felt that the Gender Report positioned the sector well in relation to the June 2009 review of the PRSP. They also reported that they intended to produce the Gender Report the following year to compare progress against indicators and progress in the implementation of projects documented in the report. They were optimistic that more data would become available each year and that the Gender Report would thus become more complete in successive years. DAPS staff reported that their goal was to have the Gender Report presented to Parliament at the same time as the draft CDSMT budget submission.

Capacity and commitment in the Ministry of Finance²⁴

A number of achievements can be identified that demonstrate progress towards building capacity and commitment within the Ministry of Economy and Finance (MEF). However, the evaluation team also found that a number of factors limited this commitment.

The programme succeeded in getting a mention of **gender issues in the budget call circular letter** issued by the Ministry of Economy and Finance. This was important because the call circular letter reminds sectors of the key questions to take into account in preparing their annual plans and budgets and a specific mention of gender issues potentially influences sectors to be clear in how they intend to address gender equality. UNIFEM's GRB technical guidance on call circulars identifies that, "the more clearly the call circular specifies how gender should be specified, the more likely it is that agencies will consider the issue carefully and specify in a clear way what they intend to do".²⁵

Three informants²⁶ interviewed by the evaluation team identified the call circular letter as an expression of **political will** to work on GRB at the highest level in the MEF. The evaluation team agree that the inclusion of specific reference to gender may indeed indicate increased political commitment, but that the form in which it was mentioned was limited. The letter for the 2008 budget (dated 14 May 2007) contained only **one reference to gender** in the opening paragraphs summarizing the policy environment.²⁷ The letter for the 2009 budget (dated 18 June 2008) included the following paragraph, "taking into account the gender dimension, illustrated by the integration of a large number of indicators in PRSP II. At sectoral level, a gender analysis in some ministries shows a degree of ownership of the dimension". However, gender was not mentioned elsewhere in the letter.²⁸ In the assessment of the evaluation team, this was undoubtedly an achievement, with progress between 2007 and 2008. The evaluation team took this to be an encouraging indication that further progress may be made in enhancing the clarity with which gender issues are addressed in subsequent call circular letters. It was not possible to evaluate whether change in budget submissions and allocations had resulted from changes in the call circular letter because of the lack of a gendered budget analysis for either the 2008 or 2009 budget.

A contributing factor in achieving the inclusion of gender in the Call Circular was the change of focal point for the GRB Programme within the Ministry of Economy and Finance. The initial focal point was the **PRSP Monitoring Unit**. However, based on experience, UNIFEM identified that there were limitations in what the PRSP Unit could achieve in terms of triggering high-level political commitment because the Unit was a short-term technical unit,

24 This section reports results and efforts in relation to Outcome 1, Output 2. "Capacity and commitment established in Ministries of Finance and other relevant government institutions to incorporate gender-sensitive budget guidelines and indicators in their budget formulation and monitoring processes". For country-specific outputs contributing to this outcome, see Annex 5.

25 See "Gender-responsive call circulars and gender budget statements", Debbie Budlender, UNIFEM Gender Responsive Budgeting Program, Guidance sheet series - No. 1 January 2007.

26 Two UNIFEM staff plus one finance ministry official

27 "The 2008 Finance Law should be characterised byimprovement in taking into account the gender dimension in public policies, projects and programmes...."

28 For example, guidelines for new projects are that the dossier should include (i) context, (ii) project rationale, (iii) objectives, (iv) expected results, (v) project organization and management, (vi) planned actions and timetable and (vii) detailed cost estimates. "Economic and social policy" are mentioned as part of the project rationale, but no reference is made to gender in these guidelines. See Call Circular letter, p. 10.

staffed by consultants or seconded staff. This institutional status contributed to reducing the Unit's capacity to effect political change. After the Midterm review meeting (November 2006), the focal point was moved to the **National Budget Directorate (DNB)**. Based on interviews with focal points, the evaluation team concluded that the decision had been effective in both technical and institutional terms, as DNB hold the remit for preparing the annual budget.

However, the evaluation team found that UNIFEM had been less clear in assessing which parts of MEF were most effective entry points for increasing commitment to GRB in the **national planning departments**, which shaped decisions on short- and medium-term priorities for budget allocations. The GRB Programme operated in a context of constant institutional change within MEF. Programme staff tried to remain up to date with changes in key personnel, but the evaluation team found that staff had not always understood specific institutional remits and therefore missed important opportunities to enhance capacity for GRB. In 2005-2006, the GRB Programme had included capacity-building for staff in the departments responsible for medium-term planning, i.e. the National Directorate of Planning (DNP) and the Directorate for Economic and Financial Cooperation (DCEF). The evaluation team concluded that engagement with planning departments responsible for medium-term planning continued to be important for the GRB Programme not least because the Director of DCEF had instructed staff to ensure that gender was included in their prioritization of new projects in the investment budget submission prepared in 2008.²⁹ However, UNIFEM did not maintain links with DCEF or DNP, instead engaging from 2008 in support to specific activities of the General Directorate of Planning (DGP) (which held the remit for long-term national planning).³⁰

This meant that the programme did not have an effective overall approach to ensuring that gender issues were taken into account in the planning processes that directly influenced decisions on budget allocations.

Based on opinion expressed by MEF staff, the evaluation team found that a series of factors lessened MEF commitment to the Phase II Programme. First, changing entry points made it difficult to build relationships and continuity with key MEF staff. Second, consistent communication with the various actors who had been involved at some point with the programme was not maintained. For example, DCEF and DNP interviewees were unclear about whether the Steering Committee that they were members of still existed. A third factor concerned the effectiveness of training, with the directorates responsible for medium-term planning (DCEF and DNP) expressing doubts about whether workshops were a sufficiently effective method of building their capacity to take GRB forward in practice. A final factor was the absence of a clearly communicated strategy for the GRB Programme.

Engagement of civil society and parliamentarians³¹

The evaluation team found that the theory of change defined for the overall GRB Programme set the scene for approaches based on a **human rights perspective**. This included the involvement of different actors with remits for advancing gender equality (the national women's machinery, CSOs and parliamentarians) providing them with a role within the programme to ensure accountability for advancing gender equality and to hold planning and budgeting actors to account. The change in programme logic and focus in 2007 meant that CSO actors no longer had a role in the achievement of programme objectives. In the analysis of the evaluation team, this meant that the programme was not well positioned to ensure this accountability. However, early signals of demand for

29 Criteria for prioritising which projects should be included in the budget submission include whether the project is already ongoing and achieving results, and then, for new projects, whether the proposal contributes to priorities identified in national policies and plans.

30 UNIFEM funded a national workshop led by DGP in April 2008 and had made a commitment to finance technical assistance.

31 This section reports results and efforts in relation to Outcome 1, Output 3, "Women's rights groups, parliamentarians and gender equality experts are effective at using GRB to advocate for and monitor budget-related processes, including poverty strategy documents/PRSPs, MDGs, and other budget processes". For country-specific outputs contributing to this outcome, see Annex 5.

capacity-building from parliamentarians may provide the programme with different routes to advancing accountability.

One participant in the focus group meeting, from a background in activism with grassroots women's associations, had participated in four trainings since 2004. She reported that she had not been able to understand any of the content in the first workshop, but as she participated in further workshops, she began to see the importance of national and macroeconomic policy. She now plays a key role in civil society monitoring of implementation of the PRSP and has used her learning from workshops in her work in general. This has included gender analysis of a range of Regional Operational Plans (PORs). She reported that she has not yet seen the content of PORs change to become more gender equitable, but she has seen women's participation in local government planning meetings increase.

The evaluation team found some examples that workshops, mainly held in Phase I of the GRB Programme, had been effective in enabling women's representatives to engage with the PRSP and decentralised planning processes, raising awareness amongst decision makers and citizens about the importance of considering gender issues when planning and budgeting. In its third report to the Belgian government, UNIFEM reported that, "Because of the contribution of women's organizations to the PRSP review in Senegal, gender-sensitive programmes and priority actions are well reflected in the final version of the PRSP that was validated in July 2006". Extensive consultations took place at national and district levels during PRSP development, and the evaluation team found evidence that UNIFEM had contributed to the increased influence of women's organizations as a result of awareness-raising workshops within Phase I of the GRB Programme.

The evaluation team found that civil society members interviewed could identify specific examples of how they had made use of their learning from GRB workshops. In each case, these examples focused on **awareness-raising** of the importance of **participatory planning at the local level**. Informants did not claim that concrete changes had taken place in local plans and budgets, as this was argued to be a complex and long-term process. For example, one economist who participated in the focus group had provided long-term technical support to a local women's association and had included awareness-raising on the importance of the local government budget and their rights to participate in local decision-making on spending priorities.

Although the evaluation team was unable to meet with parliamentarians, due to the local election campaign, some results of training for parliamentarians were reported. UNIFEM began to engage with **Parliament** from 2007 and staff identified MPs as a focus for advocacy activities. The evaluation team agreed with UNIFEM's assessment that parliamentarians were a critical entry point for action to support GRB. UNIFEM's sixth report to the Belgian government documented perceived results of the October 2007 workshop for parliamentarians. These results included media interviews by spokeswomen of the Collective of Women Parliamentarians, including mention of the need "to take gender into account in economic policies". UNIFEM also reported that, in the parliamentary discussion on the government's 2008 budget submission, "parliamentarians asked the MDRA numerous questions about women's access to land, agricultural materials, credit and sectoral training".³² These reports indicate existing demand from parliamentarians for engagement on GRB and should provide a platform for future activities.

32 See sixth report to the Belgian government.

Changes in budget allocations and analysis³³

The theory of change for the programme argued that budget allocations would primarily be changed by the successful influencing work of actors responsible for leveraging accountability on gender equality. These actors would also track the extent to which allocations were gender-responsive. However, from 2007, the programme sought to make progress in changing budget allocations through engaging with sector government staff.

The evaluation team found that the programme's engagement in 2005 and 2006 with CSOs and gender focal points in four sectors did not operate at the level of the specific detail of what budget allocations were made. This was because programme activities focused on general awareness-raising about GRB.

The specific example of access to agricultural inputs was mentioned as one where sex-disaggregated data would be developed. The DAPS Gender focal point was part of the committee responsible for allocations of subsidised agricultural inputs. The committee had already produced guidelines to ensure that women were members of local allocation committees and was considering whether a quota system with specific quotas for men and women should be piloted.

From 2007 onwards, the programmatic approach to influencing budget allocations shifted to a focus on government staff responsible for preparing the agriculture sector's plan and budget. Again, the programme did not focus on the specific details of what budget allocations were made. This was because the programme focused on supporting the sector to put in place the building blocks that would influence the gender sensitivity of budget allocation decisions, i.e. **a sector plan (PNDA) and gender-sensitive indicators**. At the time of this evaluation,

the agriculture sector had a draft sector plan and gender-sensitive indicators had been identified but not finalised.

The evaluation team found that the programme had successfully addressed the institutional question of identifying the most effective entry point in the **Ministry of Agriculture** for influencing budget allocations. This resulted in a shift from the Directorate of General Administration and Equipment (DAGE) to the Directorate of Analysis, Planning and Statistics (DAPS), agreed by both DAPS and DAGE. The evaluation team agreed that DAPS was the effective entry point, as it was responsible for the sector's investment budget, as well as leading the sector's moves to budgeting based on results (MTEF). This was also the view of staff from DAPS and DAGE.³⁴ The decision was also influenced by meetings of the UNIFEM GRB Programme coordinator and international consultant.

The downside of this shift in focal point away from DAGE reduced potential opportunities to increase the programme's effectiveness because DAGE continued to hold overall responsibility for presenting the sector's budget to the finance ministry and decision-making authority over some funds for capacity-building in the sector (within the recurrent budget). DAGE was an entry point for institutionalising GRB capacity-building³⁵ and, in the view of the evaluation team, should have been kept closely involved in the programme.

The evaluation team found that the programme was less successful in identifying which staff in the **Ministry of Economy and Finance** influenced decisions about the agriculture sector's budget allocations. The programme initially had links with the Directorate of Economic and Financial Cooperation (DCEF), which was important because DCEF had the role of assessing each sector's

33 This section reports results and efforts in relation to Outcome 2, "that the priorities of poor women were reflected in budget allocations for national programmes addressing poverty". For country-specific outputs contributing to this outcome, see Annex 5.

34 Information provided in interviews with staff from DAPS and from DAGE who had participated in these meetings.

35 Both DAPS and DAGE held remits for allocating budget resources to capacity-building for sector staff.

investment budget submission. These links were through the gender focal point, but they were dropped from 2007 onwards as the focus shifted to the ministry's budget function. Losing touch with DCEF meant that the programme was not effectively positioned to engage when the DCEF Director instructed staff to take gender issues into account in scrutinizing sectors' budget submissions and was unaware that there was a specific focal point in DCEF for the agriculture sector. This was a missed opportunity.

The programme did, however, effectively address the challenge of establishing whether **gender focal points** were the correct entry points for increasing the gender responsiveness of sector budget allocations. In 2005 and 2006, the programme interacted with gender focal points in different parts of various sector ministries but with limited effect since gender focal points were not directly involved in their sector's decision-making about budgets. From 2007, the programme engaged with the **gender focal point in DAPS**, whose role combined a gender remit and a relevant remit in the sector's planning and budgeting process, thus increasing her effectiveness. For example, as Chair of the Drafting Committee for the Gender Report, the gender focal point stated that she collaborated closely with the Chair of the CDSMT Committee to ensure that the content of the Gender Report was aligned to the draft indicators for the sector's medium-term expenditure framework (CDSMT).³⁶

In the first part of Phase II, the GRB Programme and the revised programme log frame identified an output to link local-level GRB work with national-level change, i.e. "By end 2008, capacity of at least one commune to engage in a gender-responsive review of its existing budget and in bottom-up programming based on GRB principles, CEDAW standards and aligned to MDGs". However, local-level activities were not taken forward in the period from 2007 to 2008. The evaluation team did not assess local-level work carried out in 2005 and 2006, and no

examples of results from the 2005 and 2006 activities were cited by informants.³⁷

Linkages and learning³⁸

The programme in Senegal had undergone a range of changes in approach and points of engagement, with many potentially fruitful initiatives in a stage that was too early for documenting results and learning. Senegal had three entries on the GRB website (www.gender-budgets.org), produced in Phase II, i.e. the Gender Laboratory's 2006 socio-economic sectoral study, a workshop report for the 2006 CSO training. Although UNIFEM's website reports that UNIFEM Senegal's GRB Programme was awarded a prize for policy innovation at a subregional conference in June 2008,³⁹ information provided was not aimed at GRB practitioners and therefore did not contribute to achievement of this objective.

The evaluation team found that, while participants in the study visit to Morocco (May 2008) reported that the visit was useful, linkages were still in a preliminary stage. For example, the evaluation team found that in the case of the draft agriculture Gender Report, links to Moroccan counterparts made during the study visit had yet to be followed up.

³⁶ Information given in semi-structured interview with evaluation team.

³⁷ The 2007 Validation Workshop report includes questions about the absence of local level work in the revised programme approach. UNIFEM's referred to the development of a local-level GRB Programme. This programme has now been developed (GELD) but will not operate in the same geographic areas (see Validation Workshop draft report, p. 12).

³⁸ This section reports results and efforts in relation to Outcome 3, "that knowledge and learning on gender responsive budgeting facilitated replication of effective and good practices". For country-specific outputs contributing to this outcome, see Annex 5.

³⁹ See "UNIFEM Wins Political Innovation Prize for Gender-Responsive Budgeting Project in Senegal" at www.unifem.org. The innovation referred specifically to the GRB Programme's work with the agriculture sector.

Key findings

Overall, the programme focused on contributing to changing major national processes of public finance management. This meant that there were few identifiable, short-term, concrete results. A limited number of results have been achieved that can be linked to GRB Programme log frame outputs or outcomes:

Inclusion of gender issues in the Poverty Reduction Strategy Paper

Inclusion of a paragraph on gender issues in the 2009 Budget Call Circular Letter

Agriculture sector budget submissions in medium-term expenditure format, with a sector strategic plan and gender-sensitive indicators drafted

Draft of a Gender Report (October 2008) by Ministry of Agriculture, Directorate of Analysis, Planning and Statistics (DAPS)

Some increase in technical capacity to address GRB among staff in the Ministry of Economy and Finance and the Ministry of Agriculture

A draft agriculture sector plan and draft indicators that are gender-sensitive

An example of an appropriate gender focal points to advance GRB by engaging with the agriculture sector gender focal point whose remit also covered planning and budgeting

However, some limitations to the effectiveness of the programme resulted from:

The programme being unclear in its analysis of how to engage with the planning process in the MEF, although it did successfully built relationships with key budget decision makers in MEF and with technical staff in the planning and budgeting sections of the Ministry of Agriculture. This suggests opportunities for learning, in particular in relation to the importance of analysing institutional mandates when these are complex, divided in separate departments and changing.

Channels for advancing GRB through engaging other actors responsible for leveraging accountability to gender equality not being used to the full, since the programme did not maintain engagement with CSOs and has yet to develop

a comprehensive strategy for enabling parliamentarians to scrutinise budgets from a gender perspective. This suggests opportunities for learning, informed by a human rights-based perspective, within which the different roles of a range of potential representatives of and channels women's opinions and priorities are clearly spelled out.

Regional linkages to support learning being at an early stage, meaning that their likely future effectiveness could not be assessed.

6.3 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.

Here the report assesses whether programme benefits are likely to be sustained once programme support is over. Sustainability is examined in terms of whether evidence exists to suggest that achievements will be sustained, what activities partners say will be continued, to what extent the programme has embedded the participation of civil society and other linkages and agreements put in place to ensure the continuation of work on GRB after the lifetime of the programme and what factors will be critical to sustainability. Additionally, this section looks at whether the programme has acted as a catalyst for independent action on GRB.

Early indications of potential sustainability

Given the relatively limited progress on the ground due to constraints described earlier, it is difficult to evaluate the extent to which progress will be sustained. The evaluation team found that achievements in terms of changes in processes (call circular letter, agriculture sector plan, gender-sensitive indicators and gender report in the agriculture sector) were recent or in preparation or were part of major long-term reforms (MTEF format for agri-

culture sector budget) and that it was too early to assess whether achievements would be sustained. In the case of the budget call circular, although gender was mentioned, no guidance was provided to sectors, or accountability required of sectors, that would encourage ongoing attention to gender issues in their budget submissions.

An example of independent action, which can, in part, be attributed to the programme, was that the gender focal point in the Directorate of Economic and Financial Cooperation (DCEF) produced a two-page analysis of the gender content of DCEF's 2009 budget submission⁴⁰ and circulated this to a small number of parliamentarians. The gender focal point had participated in various GRB workshops and attributed her capacity to produce this analysis in some part to these workshops⁴¹ and her commitment to produce the two-page analysis to a directive from the Director of DCEF to include gender in DCEF submissions for the 2009 budget.

Even though links with civil society organizations and women's organizations had been discontinued, CSOs remained open to engaging with GRB, especially if awareness-raising and increased political will led to consistent action to implement GRB.⁴² The evaluation team also found examples of CSO capacity-building taking place independently of UNIFEM's GRB Programme. For example, the Gender Network of the national NGO coordination forum, CONGAD, planned a GRB training workshop in February 2009 under the umbrella of EC funding to CONGAD for work on participation in local government decision-making.⁴³ The coordinator had participated in earlier workshops run by the GRB Programme.

40 Photocopy given to evaluation team.

41 These workshops were within UNIFEM's GRB Programme and the UNDP SURF Programme. She had had no direct engagement with UNIFEM's GRB Programme since the change of approach in 2007. She also reported that it was hard to apply a gender analysis to her work, but was critical of workshops as an approach to capacity-building, as training was too generic and not applied to specific work related tasks, such as drafting the gender analysis.

42 Comment made by members of REFAE.

43 Information provided by CONGAD Gender Network Coordinator in interview in January 2009.

The programme had a wide net of contacts because it had engaged with a wide range of actors at different times. Some important links for the continuation of GRB work were ongoing, e.g. with the National Budget Directorate. However, many contacts had not been sustained, and opportunities to ensure the continuation of GRB work had been missed as a result (see also section 6.2 above).

Critical future developments to contribute to sustainability

Ongoing analysis of the institutional implications of new national plans will be critical to sustainability because the institutional context and therefore most effective entry points for GRB were not static. This was illustrated by the example of institutional changes in the national women's machinery related to operationalising the national gender strategy (SNEEG), i.e. the creation of a new Directorate for Gender Equality and Equity (with the Director appointed during the period of this evaluation).

Another critical factor for sustainability was the availability of GRB trainers. The evaluation team found examples of government staff and CSO members being involved as facilitators in UNIFEM-supported workshops and others who were potentially able and motivated to be trainers. However, their jobs did not readily bring them into contact with each other, and there was no sense of a self-starting network of potential trainers. UNIFEM had not yet attempted to ensure that government budgets make provision for GRB training.⁴⁴ The evaluation team agreed with UNIFEM's plans to address the issue of developing a "critical mass" of GRB trainers in 2009 through the creation of a national-level pool of consultants. At the time of this evaluation, UNIFEM was considering investing in the training of a number of consultants who already had some knowledge of and engagement with GRB. UNIFEM also identified the national government training institution as a

44 Within each sector, resource allocation for capacity-building falls within the investment budget and the recurrent budget. This means that within the Ministry of Agriculture, for example, both DAPS and DAGE have the potential to allocate resources for GRB capacity-building.

potential entry point for GRB capacity-building, with the aim to include GRB within the national training curriculum for in-service government staff, although no approach had been adopted to achieve this at the time of this evaluation.

Key findings

The programme strengthened the capacity and commitment of key individuals in relation to GRB, and some of these individuals have taken independent action to promote GRB and gender equality.

The programme had not kept up the wide range of contacts and links it had developed at various stages, which would have contributed to sustainability.

A critical factor for sustainability will be adapting to changing institutional remits in order to maintain effective entry points for the programme.

The evaluation team agreed with UNIFEM's plans to address the issue of availability of GRB trainers as a further critical factor for sustainability.

7. Programming strategies

This section reviews the key approaches used by UNIFEM to achieve results, assessing the strategic usefulness of different approaches in achieving results. How approaches were implemented is examined, and difficulties and challenges are identified.

7.1 Capacity-building

Building capacity of technical staff in the Ministry of Economy and Finance, sector ministries, the national women's machinery and among civil society organizations was a critical element of the programmatic logic for Phase II of the GRB Programme. Capacity-building was aimed to strengthen relationships between key actors as well as enabling them to carry out GRB.

The main way that the GRB Programme approached capacity-building was by providing **training workshops** of various styles and for different target groups (see Annex 6 for details). Another significant capacity-building activity was a study visit to Morocco.

Perceptions of **workshop style and content were positive**, with participants reporting that they found the quality of facilitation high and materials provided relevant, e.g. analysis of Senegalese government documents, such as the agriculture sector budget, the 2005 budget for Tivaouane etc. One effective technique used was to ask government staff engaged in the GRB Programme to present their work to other audiences in workshops, which had the effect of increasing their commitment to GRB.⁴⁵

Commenting on **UNIFEM's overall approach to**

capacity-building, a number of informants, from both government and civil society organizations, said that UNIFEM had not laid out a clear, medium-term training programme, but rather had provided support to different training workshops, with participants being unclear about when the next workshop might occur, with changes in the groups targeted and with linkages between the different workshops not made explicit. In particular, the lack of a strategic understanding informed by the theory of change meant that the focus on capacity-building for CSOs was dropped. This also illustrated that the programme did not take a human rights-based approach to programming as its point of departure, which would have given greater recognition to accountability actors, who held important roles in promoting perspectives of women's rights and CEDAW goals.

Whilst UNIFEM management staff reported their perception that a lot of training had been delivered in the 2005/06 period, the evaluation team found that the change in groups targeted meant that members of any specific target group had very limited opportunities to participate in training. Although participant lists were available for all workshops, there was no monitoring mechanism to enable assessment of the pattern of participation. (Over the life cycle of Phase II of the GRB Programme, UNIFEM has begun capacity-building, through training workshops, for gender focal points and DAGE staff in four sectors, staff in different Directorates of MEF and of the Ministry of Agriculture, local government officials and citizens' representatives in two communes, members of various civil society organizations and parliamentarians, as well as collaborating with other programmes for subregional training of trainers).

Once the GRB Programme focused on one sector (the agriculture sector), **capacity-building became more targeted and systematic**. Small working group sessions were held with both decision makers and technical staff

⁴⁵ For example, the DAPS gender focal point interviewed by evaluation team in semi-structured interview and workshop report available.

matching the topics of each working session with the remits of the participants. These sessions were backed up with technical support for specific meetings, most importantly with the international consultant present in the meeting when agriculture sector staff presented their budget to the finance ministry. Despite this more focused support, technical staff had doubts about their capacity to develop gender-sensitive indicators after only one workshop on the subject and thought that more capacity-building support would be beneficial.

Key findings

The design, delivery and reporting of workshops have been of high quality. However, effectiveness of the programme's capacity-building approach had been reduced by lack of a medium-term training programme communicated to target audiences. This was compounded by the shift in programme logic and approach following the MTR.

Although lack of monitoring data meant that it was not possible for the programme to assess different target groups' access to training, interviews revealed unmet demand, from civil society organizations and government finance and agriculture sector staff for further capacity-building. This suggests opportunities for learning, as UNIFEM could well find that participants can articulate positive benefits they expect would result from capacity-building.

7.2 Sector piloting

Sector piloting contributed to change when the programme shifted its approach from engaging with four sectors (health, education, agriculture and energy) to focusing on one sector. The focus on the agriculture sector concentrated programme resources, enabling a series of technical assistance activities to be carried out to support the sector through an entire budget cycle.⁴⁶ It provided a clear and concrete means of demonstrating the value of-

GRB. This was particularly important in a context in which issues of gender equality were not always understood or supported.

The choice of the agriculture sector was influenced by the economic and social contexts, as well as by institutional factors (identified as the sector's level of engagement with the programme and, according to staff of the agriculture ministry, to recommendations made by the MEF). The institutional context in the agriculture sector influenced the form that support to the sector took. In particular, in contrast with the education and health sectors, the agriculture sector did not have a sector strategic plan. This meant that the programme needed to invest time and resources in developing the plan (PNDA) itself as well as in aligning the medium-term expenditure framework to the plan. Whilst the GRB team considered that the opportunity to influence a sector strategy from the outset presented positive opportunities to ensure that gender issues were fully included (rather than "retro-fitting" into an existing sector strategy), the investment of effort and resources required was very much larger as an entire strategic planning process was needed. The strategic planning process was lengthy and was still underway at the time of this evaluation.

Sector piloting contributed to more effective, targeted and systematic capacity-building as discussed above (section 7.1). Technical support was provided by one international consultant who was not based in Senegal. This meant that the timing of technical assistance did not always fit with the changing timetables of sector staff. The programme sought to address this by formalising an agreement with DAPS that was signed in June 2008 by the Director of DAPS and UNIFEM's Regional Programme Director. The agreement included an action plan for July 2008 to December 2008. UNIFEM agreed to provide technical assistance to support the Ministry of Agriculture in producing its first Gender Report, to assist the Projects and Programmes Division (DPP) in developing and testing gender-sensitive applications of the agriculture policy in a pilot programme supported by IFAD (to ensure that the PASYME monitoring and evaluation system of the IFAD

46 See mission reports from Nalini Burn September 2007 and December 2007.

programme was gender-sensitive) and to support the Agricultural Statistics Division (DSDIA) in ensuring that the Agricultural Census included questions focused on gender, poverty and social exclusion. DAPS staff said that the agreement had made collaboration more effective as it clearly mapped out the dates of technical support missions over the second semester of 2008 based on agreed activities. At the time of this evaluation (January 2009), the agreement had not been renewed, following a change in DAPS Director. Given that institutional support existed from DAPS staff and from the sector's Minister, in the assessment of the evaluation team, this agreement probably could have been renewed if available support had been tapped into.⁴⁷

Key findings

The shift in focus to one sector was effective, and the factors for selecting the agriculture sector were appropriate. However, the implications of the agriculture sector's lack of a strategic plan were not fully taken into account, meaning that the programme's resources needed to be invested in a long planning process that was not yet complete. This suggests opportunities for learning in order that the relative investment of effort and available resources can be compared and likely results achievable within the timescale of the programme operated clearly identified.

Signing a formal agreement that documented planned activities overcame some of the challenges of engaging with the sector primarily through a consultant who was not based in Senegal. However, the programme had not made sufficient use of its institutional links to ensure that the agreement was renewed. This suggests opportunities for learning, with lateral thinking about the range of potential channels of access and influence and constructive opportunism in using all available allies.

7.3 Evidence-based advocacy

UNIFEM's approach to advocacy was primarily built around establishing relations with key individuals and using examples of gender inequalities to advocate for change in budget allocations. Specific change was achieved in the budget call circular in large part through lobbying individual decision makers. UNIFEM staff showed flexibility, as well as persistence, in targeting lobbying for this change. The change in June 2008 for the 2009 Call Circular happened principally because the Deputy Director of Budget drafted the relevant paragraph and had a number of discussions with her Director to convince him of the importance of a direct reference to gender equality, following up to ensure its inclusion. In 2007, UNIFEM senior staff also met with the National Director of Budget,⁴⁸ who made a verbal commitment to mention gender in the Call Circular guiding budget submissions for the 2008 financial year.⁴⁹ Direct lobbying of the Deputy National Director of Budget by senior UNIFEM staff was effective in achieving change because UNIFEM had developed a relationship with her, including contracting her as a facilitator in the October 2006 workshop for Network of African Women Economists (REFAE) members and her inclusion in the study visit to Morocco.

The main limitations of the programme strategy were the **absence of a systematic advocacy strategy and coalitions for change** with key actors who could represent women's interests, as well as the organizations that could produce the evidence and analysis on which to base advocacy. Understanding of the relationships between different stakeholders forms the basis of ensuring accountability to gender equality and represents a key component of a human rights-based approach. The evaluation team recognised that advocacy led by CSOs was at an early stage in Senegal. This was illustrated by the examples of

47 UNIFEM staff were aware that it was significant that the former head of DAPS became the delegated Minister of Agriculture following the February 2007 elections. The international consultant commented (September 2007 mission report, p. 8) that the "changes and promotions don't call into question the continuity of the GRB programme. On the contrary, the rise to political level of the former Director of DAPS gives weight to the political will in the ministry to firm up their gender perspective and support to women's economic rights in this area".

48 UNIFEM's Regional Programme Director reported two meetings in 2007.

49 See section 6.2 for wording that was included in call circular letters for 2008 and 2009.

the approach to advocacy mentioned to the evaluation team, with civil society representatives generally requesting one-off, individual meetings with specific Ministers to raise issues. UNIFEM's decision to drop the programmatic focus on civil society meant that there was no coherent strategy for building bottom-up advocacy for GRB and gender equality goals or linking actors in civil society to accountability institutions in order to amplify demand for change beyond 2006.

Key findings

Lobbying of budget decision makers by UNIFEM staff was effective in achieving key short-term results, in particular mention of gender in the budget call circular.

However, coalitions with key actors representing women's interests were not developed, and the programme had no coherent strategy for amplifying demand for change. This suggests opportunities for learning, framed within a human rights-based perspective

7.4 Partnerships

The scale of change required to establish GRB in Senegal **demand the creation of a wide range of partnerships** with actors from civil society, government and other development agencies. UNIFEM staff members were aware of the importance of this approach, but did not always have the capacity necessary to establish and maintain a broad network of partners.

A key mechanism used for involving partners in programme decision-making was the **Programme Steering Committee** (Comité de Pilotage). The initial Steering Committee included representatives from the Ministry of the Family (MFSN), PRSP Monitoring Unit of the finance ministry and UNIFEM. The Steering Committee met infrequently, and UNIFEM staff said that they found it

was not effective.⁵⁰ Therefore, at the April 2007 Validation Workshop, the Steering Committee was relaunched and an additional Advisory Committee (Comité Scientifique) created. Significantly, the National Budget Directorate became a member of the Steering Committee for the first time, and chairing of the committees was passed to the Deputy National Director of Budget (Steering Committee) and an academic (Advisory Committee).

However, these committees have also failed to fulfil their intended roles. In the case of the Advisory Committee, this was to act as a source of guidance on policy and advocacy priorities and monitoring and evaluation of the programme's progress, as well as being a vehicle for dissemination of good practice identified from programme experience. The role of the Steering Committee was to facilitate programme implementation, taking into account recommendations from the Advisory Committee, providing links between elements of the programme and alerting the programme about stakeholders concerns. The evaluation team judged that UNIFEM's intended aim of contributing to sustainability by indicating non-UNIFEM staff as committee chairs did not sufficiently recognise that these new structures needed to be seen as useful by all members in order to motivate them to prioritise ensuring that meetings took place in the otherwise busy schedules of the academics and planners who were members of the Advisory Committee and government staff and members of civil society organizations who comprised the Steering Committee.⁵¹ Therefore, even in their revised forms, these committees did not continue to meet and therefore did not fulfil their intended roles effectively.

One of the ongoing challenges faced by the programme has been the **recurrent change in programme partners**. The shift of institutional entry points and target organizations during Phase II meant that institutional relationships

⁵⁰ Information in interview with GRB programme staff.

⁵¹ UNIFEM staff indicated that a number of meetings took place to discuss the proposed terms of reference of each committee, but that the meetings did not engage with substantive programme issues beyond establishing the groups' ToRs.

were relatively short-term, contributing to a lack of clarity about programme aims and approaches, referred to in section 6.2 above. These recurrent changes also compounded the challenge UNIFEM faced in communicating change to audiences that ceased to have a role in the programme. The evaluation team found that the programme had successfully addressed this challenge in the agriculture sector because the decision was made by all the involved parties, in small meetings held specifically to discuss options and objectives for change. However, the programme was criticised by actors in the finance ministry⁵² and in civil society⁵³ for the way that change had been communicated (which in each case had been as part of larger meetings).

However, UNIFEM's engagement in the agricultural sector provided an **example of good practice** in terms of establishing and maintaining partnerships and effective relationships. The change of institutional focal point from DAGE to DAPS was negotiated in a transparent and non-contentious manner. The introduction of a formal, documented agreement of shared commitments in GRB activities, outlined in section 7.2, was a promising practice, with potential relevance for the programme's partnerships beyond the agriculture sector.

UNIFEM engaged with other UN agencies, although staff reported that this was often challenging. Engagement with PRSP drafting successfully paved the way for the UN agencies to work together and, with the national women's machinery, to establish common positions on addressing gender equality.⁵⁴ For example, prior to the meeting when the government of Senegal presented the second PRSP to donors in 2007, UN gender focal points met with

MFSN focal points to develop a common position, which was presented to government as a UN position. Again, in the June 2008 annual PRSP review, the UN presented a common stance on gender equality. In its sector piloting approach, the GRB Programme had made initial contacts with FAO and IFAD on specific technical questions.⁵⁵

This had been done through requests for specific meetings, in the case of FAO, with technical staff visiting from Rome on support missions, rather than with Dakar-based staff. However, these proposed partnerships with other UN agencies had not yet shown whether they would be effective.

In 2005 and 2006, the programme coordinated with UNDP's subregional GRB Programme (SURF) on training for trainers. The GRB Programme also had links with the World Bank GRB Outreach and Learning Programme until the departure of the World Bank programme's coordinator in 2006. However, as reported above, these combined efforts had not yet produced a "critical mass" of GRB trainers in Senegal. The evaluation team found that it was appropriate to identify complementary programmes, but that there were risks in a partnership approach where achievement of UNIFEM's programme aims was largely dependent on implementing activities that supported other agencies' programmes. These risks were illustrated by the challenges that arose in practice for reasons beyond UNIFEM's control.

UNIFEM engaged with other donors through the coordination mechanism set up during the drafting of the PRSP, which was instrumental in ensuring that gender issues were included in the strategy. However, UNIFEM did not participate in groups set up by donors to advance the aid effectiveness agenda, which reduced their access to information on support to public sector and public finance

52 Although the former focal point had participated in the MTR meeting in Morocco, she reported that she felt she had only learned of the change in focal point at the Validation meeting of April 2007. Despite clearly expressed dissatisfaction, she concluded the meeting with the evaluation team by saying that, were UNIFEM to approach the PRSP Monitoring Unit again, her door was open.

53 Criticism was based in part on a perception that there were high levels of unmet demand for capacity-building amongst civil society actors and partly on the lack of clear communication on why workshops had not continued.

54 Interview with UNIFEM staff.

55 FAO was the sector's main partner supporting the development of a system to produce sex-disaggregated data. The international consultant's mission report (December 2007) recommended that the GRB Programme define support to DAPS (DSDIA) after following up with FAO (then engaged in a continent-wide statistical reform programme). As reported above, proposed collaboration with IFAD related to developing a more gender-sensitive sector monitoring mechanism.

management reform and therefore made it more difficult for the GRB Programme to build alliances with other donors supporting the government in these major reform processes. As discussed in section 6.1 above, this meant that UNIFEM could not situate its programme support in the wider context and make an assessment of its resources and inputs in comparison with the overall support required to effect change.

Informants from the Belgian Embassy could not comment on previous collaboration between the Embassy and UNIFEM (as the current post holders had arrived recently) but noted opportunities for collaboration during 2009 as the Belgian government prepared for its Joint Commission with the government of Senegal in December 2009 (Eleven Joint Commissions have been held in forty years of bilateral collaboration).

Key findings

UNIFEM handed over control of the steering and advisory committees before members regarded the committees as effective enough to motivate their investment of time and effort, resulting in the approach being of limited usefulness.

Recurrent changes of partnerships meant that relationships were short-term and, in several cases, had not yet demonstrated their effectiveness. In addition, frequent changes in programme partnerships brought with them a need to communicate change to partners who were not longer engaged in the programme. This was only achieved effectively in the agriculture sector, when change was discussed in specific small meetings with incoming and outgoing partners. This suggests opportunities for learning, with the programme having an example of effective participation on which to draw.

The programme's engagements with other UN agencies were generally not yet at a stage to advance programme activities, and links with bilateral and multilateral donors were limited, meaning that the programme could not assess its contribution to major national reform processes.

8. Programme management

This section assesses the evaluation question of how effective UNIFEM has been in ensuring adequate human, financial and technical resources towards the programme.

Planning, monitoring and evaluation mechanisms

The planning, monitoring and evaluation mechanisms for assessing progress in the GRB Programme in Senegal have been the same as those used throughout the programme overall, i.e. development of a logical framework and regular submission of narrative and financial reports to the Belgian government, using a standard format, with examples of specific events or outputs included as annexes. The effectiveness of these tools for programme monitoring and management was limited. The logical framework was not a central tool for planning or interaction with partners, indicated by the fact that it was not translated into French. Lack of monitoring mechanisms and data has meant that programme reporting to the Belgian government has been input rather than results based.

Resources invested in the Midterm review (MTR) were effective in moving the GRB Programme in Senegal forward. The MTR process for the Global GRB Programme took place in each country in mid-2006 “through an internal and external process” with a Partners’ Meeting in Morocco in November 2006⁵⁶ to build on the findings of the MTR. In the case of Senegal, the country level MTR took place largely after the meeting in Morocco⁵⁷ through a consultancy. This produced a report that recommended a shift in engagement with the MEF and identified the

budget call circular as a key target,⁵⁸ two recommendations that shaped the second part of Phase II of the programme.

Validation workshops were held annually. The evaluation team found that these meetings were referred to as part of the planning process by UNIFEM staff but were mentioned by very few other stakeholders. The 2007 workshop aimed to share the new programme approach with participants and develop an action plan, i.e. it was not framed as a consultation meeting on the shift in approach.⁵⁹ The evaluation team found examples of programme partners reporting that key programme decisions (in particular, the shift away from engaging in capacity-building for CSOs) had not been made clear to them. This included participants in the 2007 Validation workshop. The evaluation team therefore assessed that the Validation Workshop was not an effective means of ensuring that stakeholders who were being withdrawn from the programme felt fully informed. Communications between UNIFEM staff and programme stakeholders also took place in informal meetings, emails and telephone calls. The evaluation team observed examples of this type of informal contact between UNIFEM staff and key stakeholders during the evaluation period and assessed that it was a positive contribution to relationship building, which formed part of programme effectiveness.

At the country level, the evaluation team did not find examples of monitoring activities. For example, no monitoring was in place to follow up on training events or to know how many meetings were taking place between staff of the national women’s machinery and planning and

56 See UNIFEM meeting report.

57 A specific consultancy report was produced in January 2007 to document achievements and lessons learned from 2004 to 2006, which staff referred to as the MTR report and which was submitted as the Senegal MTR report in Annex 3 of the donor report of March 2007. This document included description of a consultation process for the MTR, which included a questionnaire and a one-day workshop (no information is given about the one-day meeting or stakeholders surveyed).

58 The March 2006 mission by the head of UNIFEM’s GRB Programme and consultant contracted by the Belgian government also made recommendations that were consistent with this shift of programme approach and could therefore be considered to have contributed to the MTR process.

59 See orientation note dated 20 March 2007. The 2007 meeting comprised one day with a Restricted Committee of 19 people, followed by one day with 47 participants.

finance ministries during preparation of the annual budget process or to monitor references to gender priorities in parliamentary debates or in advocacy by pro-poor budget groups. The evaluation team also found that staff had limited time and few resources at their disposal to devote to collecting monitoring information and reporting requirements had not emphasised that this was a priority.

Availability of human resources for the programme

The evaluation team found that change in personnel had reduced the effectiveness of the GRB Programme, both in terms of the development and communication of the overall theory of change for the programme and in terms of decision-making for specific activities. During the period under evaluation, UNIFEM had three different post holders for the GRB Coordinator's role, plus a staffing gap, during which many people perceived the National Programme Officer (who took up her post in early 2006) to be responsible for the GRB Programme. The current GRB Programme Coordinator had been contracted on three monthly renewable contracts from January 2007. There had also been a change of Regional Programme Director (end 2005/start 2006) and the creation of a new post of Deputy RPD, which was filled from mid-2008. The clearest illustration of the effect of personnel changes is that the shift in programme approach took at least 12 months. Furthermore, the current GRB Coordinator was not in post at the time of the March 2006 mission, the MTR process or the Partners' Meeting in Morocco, but was responsible for the Validation meeting shortly after taking up her post (with the international consultant not present).

The GRB Programme aimed to support long-term and large-scale reforms in national policy planning and budgeting mechanisms, with a profound shift in programme logic between Phases I and II. The technical support in GRB available to staff was principally the engagement of one international consultant making periodic visits to Senegal. UNIFEM's GRB Programme head undertook one mission to Senegal in Phase II and met with programme staff in Partners' meetings. Although all inputs of technical support were clearly appreciated by programme staff, in

the assessment of the evaluation team, the level of technical support was not sufficient to support the country team in moving from one theory of change to a substantially different programmatic logic, especially with the level of change in programme staff at the country level.

The challenge of ensuring that the programme made progress was exacerbated by a lack of a mechanism for handling programme documentation. Staff commented on the difficulty of finding out about what GRB Programme work had taken place prior to their arrival, citing the challenge of finding documents. The GRB Coordinator did succeed in locating comprehensive programme documentation for the evaluation team. However, documents were filed on personal computers, and a lack of a document filing system meant that continuity of information was vulnerable to changes in staffing. For example, although a considerable amount of work was done with national survey data and statistics prior to 2007, this was not documented or referred to by current programme staff.

Financial and management decision-making

A number of people interviewed outside UNIFEM gave examples of what they considered had been late decision-making and commented that in their view decision-making authority for the GRB Programme was not clear. Three examples were related to the period when UNIFEM was changing its programme approach,⁶⁰ and two were documented in the March 2006 mission report.⁶¹ One of the examples identified at the time of the evaluation (January 2009) was the uncertainty expressed by DAPS staff about whether UNIFEM was interested in renewing the MoU that had been agreed for the period from July 2008 to December 2008. The evaluation team found that UNIFEM's financial management systems were cited as a contributing factor to some features of programme

60 A workshop planned by the Women's Network of CONGAD, a process of discussing REFAE's annual activity plan, a process for ensuring that a consultancy for the Gender Laboratory at IFAN/UCAD to conduct a sector analysis had access to necessary documentation.

61 The REFAE annual activity plan and the Gender Laboratory consultancy.

decision making that staff and partners thought reduced the programme's effectiveness. The evaluation team were told that discussions about UNIFEM's support to the General Directorate of Planning (DGP) had not involved the GRB Coordinator as the source of funds was not the Belgian government. The management team said that delays in decision-making resulted from internal systems for ensuring authority to spend (the ATLAS system) as decision-making authority for programming resides with a small number of senior staff with very heavy workloads. In addition, MFSN stakeholders expressed the view that budget constraints had led to progress in advancing GRB being slow and UNIFEM reported the fixed period of funding as a constraint.⁶²

Key findings

Programme planning and monitoring systems were not sufficient to enable the programme to evaluate its progress. However, the MTR was effective in contributing to the change in programme approach in the second part of Phase II.

Change in programme staff reduced the effectiveness of the programme, illustrated, for example, by the slow change in programme approach in 2006-2007.

The programme was negatively affected by some features of UNIFEM's financial arrangements and decision-making, in particular in relation to financial authority.

⁶² See draft report of Validation Workshop April 2007, p. 7.

9. Conclusions

The GRB Programme in Senegal was highly relevant in the context of national policy commitments to reform. However, in practice, UNIFEM did not succeed in capitalising on early relationships with key actors who were relevant in terms of their potential to enable the programme to situate its support in terms of the overall reform programme. The programme worked with relevant institutional entry points, in particular, shifting to engage with finance ministry staff with direct influence on budget processes. However, lack of empirical data combined with the loss of engagement with civil society organizations reduced the extent to which the programme could assess its relevance in terms of perspectives of poor women's priorities.

Overall, the programme focused on contributing to changing major national processes of public finance management. This meant that there were few identifiable short-term, concrete results. A limited number of results have been achieved that can be linked to GRB Programme log frame outputs or outcomes:

Inclusion of gender issues in the Poverty Reduction Strategy Paper

Inclusion of a paragraph on gender issues in the 2009 Budget Call Circular Letter

Agriculture sector budget submissions in medium-term expenditure format, with a sector strategic plan and gender-sensitive indicators drafted

Draft of a Gender Report (October 2008) by Ministry of Agriculture, Directorate of Analysis, Planning and Statistics (DAPS)

Some increase in technical capacity to address GRB among staff in the Ministry of Economy and Finance and the Ministry of Agriculture

A draft agriculture sector plan and draft indicators that are gender-sensitive

An example of appropriate gender focal points to advance GRB by engaging with the agriculture sector gender focal point whose remit also covered planning and budgeting

The programme in Senegal faced a number of challenges that compounded the difficulties of achieving results in the timescale of Phase II. These included ongoing shifts in programme activities, partnerships and entry points, together with changes in the programmatic logic and limited strategic vision. The lack of communication of a strategic vision for GRB to partners combined with the further challenge of changing institutional environments, roles and mandates to result in a lack of clarity amongst GRB partners. UNIFEM also faced the challenge of limited financial and technical resources, combined with limited technical support from headquarters. The lack of programme monitoring meant that UNIFEM did not have information to assess its progress or as a basis for evidencing achievements.

The lack of an overall strategy and conceptualization of how to approach GRB, combined with the limited extent to which the programme identified and communicated its plans to partners, has hampered achievements. This was illustrated by the lack of a medium-term approach to capacity-building, lack of a coherent strategy for increasing demand of change through women's rights advocates, lack of analysis of the implications for the programme of the absence of a strategic plan in the agriculture sector and lack of a consistent approach to engaging with the planning functions of the finance ministry.

However, the programme has been effective in identifying relevant institutional entry points and, in general, in negotiating the relationships necessary to enable engagement with those institutions. This was illustrated by the success in negotiating the relationships needed to influence staff with decision-making influence over national budget processes and success in engaging with the department in the agriculture sector, which shaped the sector's moves to performance-based budgeting. This skill in identifying institutional entry points is likely to stand the programme in good stead, as the relevance of selected entry points will need to be assessed as the programme proceeds, in

the light of the institutional changes resulting from new policy implementation, in particular, the National Strategy for Gender Equality and Equity (SNEEG).

The changes in programme approach throughout Phase II meant that many initiatives were short-term or at too early a stage to assess their likely effectiveness. However, an asset for the programme was the wide range of linkages that it had potentially acquired. Some of these linkages had not been followed up, but the programme was in a position where it could potentially return to actors who had been involved in the programme at some point in Phase II. This was particularly important in the case of civil society actors because of the importance of their potential role in promoting accountability to women's rights and strengthening bottom-up advocacy for gender equality.

While reference to CEDAW was included in a number of outputs in the programme log frame, the programme would have been strengthened if a human rights perspective had been systematically applied. Such a perspective would have emphasised a number of factors, including the underlying power relations that enable or prevent

women from claiming their rights and holding governments to account, the importance of enabling meaningful participation of civil society actors in budget processes, a more systematic approach to analysing and addressing accountability relations, greater use of CEDAW as a tool for analysis and advocacy as well as stronger linkages with human rights accountability mechanisms.

The programme was hampered by staffing changes, combined with limited technical support available from headquarters and some constraints in terms of ensuring access to documentation from different moments of the programme during Phase II. A significant constraint was also the lack of monitoring mechanisms, which limited the extent to which the programme could assess whether its prioritization of resources and effort was effective.

The programme made steps in Phase II to establish links with Morocco, although these have not yet been used for technical support, e.g. on the Gender Report. The four GRB Programme: Phase II countries have further potential to strengthen each other's work, for example, by comparing the gender content of budget call circular letters.

10. Lessons learned

The shift in programmatic logic between Phase I and Phase II recognised the importance of the technical, institutional and political components of change in policy and budget processes and content. This meant that the theory of change for Phase II included (i) support to increase capacity so that key individuals had the skills and knowledge to undertake activities to promote political demand, relations and commitment for GRB and gender equality, (ii) work to change institutional procedures, norms and incentives in ministries of finance and planning, as well as line ministries, to enable GRB and (iii) engagement with political decision makers in advocating for change.

Experience in Senegal demonstrates that achieving systematic change in each of these components – technical, institutional and political – requires a high level of support to staff, in particular to ensure sufficient analysis of institutional and political contexts and to achieve an approach that has an overall coherence and strategic approach, avoiding one that is focused at the level of change in specific instruments (the budget call circular, the Gender Report).

The challenge to embed a human rights-based approach and retain a focus on the human development outcomes of GRB work remains. In Senegal, disillusionment with an approach that worked to raise awareness amongst civil society led to a withdrawal of engagement with CSOs. A programmatic approach more firmly embedded in a human rights perspective would inevitably have recognised the need to develop a different approach for ensuring poor women's perspectives and priorities were included, rather than leaving this aspect of the Programme relatively neglected.

Ambition in programmatic aims needs to be tempered with realism about investments required in terms of time, timescales and human resources. This requires an understanding of overall reform processes, in order for UNIFEM to situate the scale and timing of its inputs and form an impression of the programme's significance in relation to the overall extent of change.

11. Recommendations

There are three sets of recommendations focused on the three evaluation criteria used: relevance, effectiveness and sustainability.

Relevance

The programme needs to move to a position where it can facilitate other actors, rather than assuming responsibility for delivery of change alone. Relationship building with donors who are key in public finance management reform, as well as pursuing agreements with other UN agencies (e.g. FAO, IFAD), will be key to the future progress of the programme.

The programme will also need to ensure that it is positioned to assess its relevance in terms of analysis of the priorities of poor women, identified from different sources such as the limited data available, CEDAW reporting, women's organizations and other civil society actors or parliamentarians.

Effectiveness

The GRB Programme in Senegal has reached a stage where specific results are being achieved, appropriate relationships with individuals in government institutions have been developed and knowledge of some parts of the relevant policy context understood. Whilst the programme has been relatively slow in reaching this point, there is now potential to realise the benefits from GRB work to date. To do this, the programme will need to analyse its approach to supporting technical capacity for GRB, institutional entry points and contexts and develop formal agreements with key institutions, to protect against pos-

sible changes in individuals occupying key government posts.

The programme will also need to ensure that it has an evidence base from which to assess progress and communicate achievements to partners and wider stakeholders. This is particularly important as some partners currently perceive the programme's achievements to be relatively limited. An effective monitoring system is an essential contribution, both to programme implementation and prioritization and to communication.

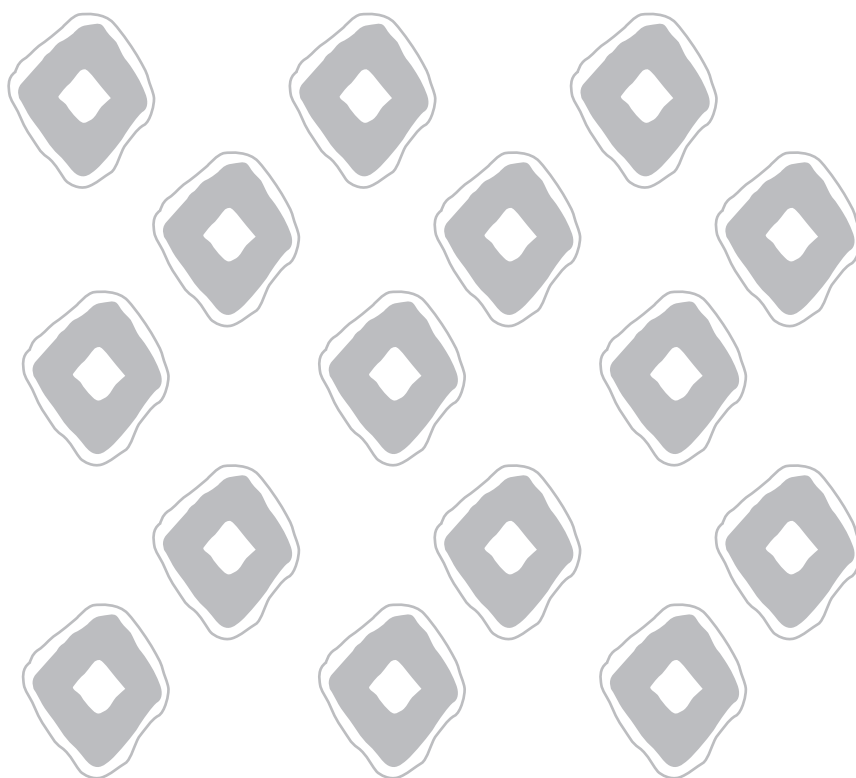
The programme needs to define a strategic approach to supporting actors responsible for leveraging accountability for gender equality. This should be grounded in a human rights-based approach, which analyses power relations, identifies how poor women gain voice and engages with a range of accountability actors (national women's machinery, CSOs, parliamentarians), each of which plays a different role. Previous contacts and relationships should be drawn on, in particular with civil society organizations.

Sustainability

UNIFEM now has experience of applying the theory of change for Phase II in four countries. The programme correctly identified the need to invest in increasing the capacity for GRB available in Senegal. Early links with the GRB Programme in Morocco should be developed as one source of potential support for developing capacity. However, the programme should also ensure that it develops capacities in the areas of strength of each GRB Programme, for example, by also comparing experience with the programmes in Ecuador and Mozambique.

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 utilisation 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 Euro 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 Euro 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; Euro 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 work in all regions. **Stage 2** will focus its analysis on the Gender Responsive Budgeting 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 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 *Gender Responsive Budgeting 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 time-frame. 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. (For details, please refer to Annex 1, which contains the ToR for the Evaluation of the Gender Responsive Budgeting Programme: Phase II.)

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 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 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 a broad socio-economic and organizational context.

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 will 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 GRB Programme, 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 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 <i>GRB Programme: Phase II</i> | |
| Data collection (including fieldwork) | 7 October - 15 November 2008 |
| Progress report of the fieldwork to UNIFEM Evaluation Unit and key internal and external stakeholders | 31 October 2008 |
| PowerPoint 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 January 2009 |

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 organization 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 work plan 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). These are:

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 time-frame 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 2A

Evaluation Matrix

The following Evaluation Matrix provides more detail for the Summary Evaluation Matrix in section 2.1.3 of this report. It is organized by the five fields of investigation (focusing on results, contextualising the analysis etc.) and correlates the objective of each area of investigation with

the evaluation criteria (efficiency, effectiveness etc.), questions from the ToRs and evaluation components (process evaluation, outcomes assessment etc.). The Matrix also includes indicators and means of verification for each objective of investigation.

| Field of investigation: Focusing on results | | |
|--|--|---|
| Evaluation criteria: efficiency (were the things done right?), effectiveness (were the right things done?), sustainability (effectiveness, degree of client satisfaction, partnership and ownership) | | |
| Evaluation questions from ToRs: What are the results of the <i>GRB Programme: Phase II</i> ? 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 in the short, medium and long-term? | | |
| Capacity-building approaches (individual, organizational and institutional) | Indicator | Means of verification |
| Objective of this area of investigation: <i>to assess what capacity-building has been designed, delivered and monitored</i> | Range of capacity-building approaches used Extent of changes through time in capacity-building approaches used (target groups, content, timing etc.) Amount and type of information UNIFEM has available about capacity-building approaches used | Programme documentation Interviews with key informants Focus group meeting Web-based survey Literature review GRB categorisation and mapping |
| Evaluation criterion: Efficiency Evaluation component: Process evaluation | | |
| Objective of this area of investigation: <i>to assess how capacity-building has made change possible</i> | Extent of GRB activities undertaken by different actors Degree of clarity in explanations of approaches used | Verbal or documented examples of change cited by GRB actors |
| Evaluation criterion: Effectiveness Evaluation component: Outcomes assessment | | |
| Objective of this area of investigation: <i>to assess whether capacity-building will continue independently from UNIFEM</i> | Number of GRB capacity-building activities underway or planned without direct, current UNIFEM involvement Number of GRB capacity-building activities incorporated into mainstream government training | Verbal or documented examples cited by GRB actors |
| Evaluation criterion: Sustainability Evaluation component: Outcomes assessment | | |

| Sectoral piloting approaches | Indicator | Means of verification |
|--|--|---|
| <p>Objective of this area of investigation: <i>to assess what approaches UNIFEM has adopted in supporting sectoral pilots</i></p> <hr/> <p>Evaluation criterion: Efficiency Evaluation component: Process evaluation</p> | <p>Range, timing, selection and focus of sectoral piloting approaches used Extent of changes through time in sectoral piloting approaches used</p> | <p>Programme documentation Interviews with key informants Focus group meeting Web-based survey Literature review GRB categorisation and mapping</p> |
| <p>Objective of this area of investigation: <i>to assess how sectoral piloting has made change possible</i></p> <hr/> <p>Evaluation criterion: Effectiveness Evaluation component: Outcomes assessment</p> | <p>Amount and type of information UNIFEM has available about sectoral piloting approaches used Types of gender-responsive changes in sector planning and budgeting mechanisms and allocations Degree of clarity in explanations of approaches used</p> | <p>Verbal or documented examples of change cited by actors in the pilot sector or influencing the pilot sector</p> |
| <p>Objective of this area of investigation: <i>to assess whether sectoral pilots has resulted in long-term changes in relation to service providers and/or users</i></p> <hr/> <p>Evaluation criterion: Sustainability Evaluation component: Outcomes assessment</p> | <p>Range of examples of long-term changes in the provision or use of sectoral services</p> | <p>Verbal or documented examples of long-term change cited by actors in the pilot sector or influencing the pilot sector</p> |
| Evidence-based advocacy | Indicator | Means of verification |
| <p>Objective of this area of investigation: <i>to assess what advocacy initiatives have been undertaken related to GRB</i></p> <hr/> <p>Evaluation criterion: Efficiency Evaluation component: Process evaluation</p> | <p>Range of advocacy initiatives undertaken Extent of changes through time in advocacy approach, target and/or messages used Amount and type of information UNIFEM has available about evidence-based advocacy approaches used</p> | <p>Programme documentation Interviews with key informants Focus group meeting Web-based survey Literature review GRB categorisation and mapping</p> |
| <p>Objective of this area of investigation: <i>to assess how evidence-based advocacy has made change possible</i></p> <hr/> <p>Evaluation criterion: Effectiveness Evaluation component: Outcomes assessment</p> | <p>Range of evidence-based GRB advocacy actions undertaken Number of examples of use of evidence from GRB advocacy in policy and budgeting processes Degree of clarity in explanations of approaches used</p> | <p>Verbal or documented examples of long-term change cited by actors engaged with GRB initiatives</p> |
| <p>Objective of this area of investigation: to assess whether evidence-based advocacy has contributed to long-term changes in relation to achieving gender equality and/or fulfilling women's rights</p> <hr/> <p>Evaluation criterion: Sustainability Evaluation component: Outcomes assessment</p> | <p>Range of examples of long-term gender-responsive changes in content of policy and budgeting mechanisms and/or changes in actors involved (gender machinery, sectors, central planning and finance ministries, civil society etc.)</p> | <p>Verbal or documented examples of long-term change cited by actors engaged with GRB initiatives</p> |

| UNIFEM's institutional and organizational arrangements | Indicator | Means of verification |
|--|--|--|
| <p>Objective of this area of investigation: <i>to assess UNIFEM's organizational, planning, monitoring and evaluation (PM&E) and communication arrangements and financial performance in its GRB programming</i></p> <hr/> <p>Evaluation criterion: Efficiency Evaluation component: Process evaluation</p> | <p>Degree of clarity and consistency in institutional and organizational arrangements for GRB programming</p> <p>Extent of changes through time in institutional and organizational arrangements for GRB programming</p> <p>Number of planned GRB activities implemented</p> <p>Proportion of planned GRB programme budget actually spent annually</p> | <p>Programme documentation</p> <p>Interviews with key informants</p> |
| <p>Objective of this area of investigation: <i>to assess UNIFEM's organizational learning in relation to GRB programming</i></p> <hr/> <p>Evaluation criterion: Effectiveness Evaluation component: Outcomes assessment</p> | <p>Range of examples of organizational learning cited by UNIFEM staff</p> | <p>Verbal or documented examples of learning cited by UNIFEM staff</p> |

Field of investigation: Contextualising the analysis

Evaluation criteria: relevance, sustainability (effectiveness, degree of client satisfaction, partnership and ownership)

Evaluation questions from ToRs: How do the political, economic, social and institutional contexts affect UNIFEM's GRB work and the achievement of expected results? How effective, relevant and potentially sustainable are approaches in GRB programming with a view to recommending future directions?

| Situation analysis (as part of programme design) | Indicator | Means of verification |
|--|--|--|
| <p>Objective of this area of investigation: <i>to assess UNIFEM's understanding of the environment in which GRB programming was intended to occur</i></p> <hr/> <p>Evaluation criterion: Relevance Evaluation component: Needs assessment</p> | <p>Degree of completeness of situation analysis documentation</p> <p>Degree of completeness of UNIFEM staff's understanding of the contextual factors important in determining stakeholders' needs and priorities and/or strategy adopted, focus and outcomes of GRB programming</p> | <p>Programme documentation</p> <p>Interviews with key informants</p> |
| Changes in external context during life cycle of the project | Indicator | Means of verification |
| <p>Objective of this area of investigation: <i>to assess UNIFEM's ongoing understanding of the environment in which GRB programming was taking place</i></p> <hr/> <p>Evaluation criterion: Sustainability Evaluation component: Assessment of external factors</p> | <p>Degree of completeness of project reporting with regard to changes in the external context during the implementation of GRB programmes</p> <p>Degree of completeness of UNIFEM staffs' understanding of which contextual factors are important in determining stakeholders' needs and priorities and how changes in external context influence GRB programme strategies and expected outcomes</p> | <p>Programme documentation</p> <p>Interviews with key informants</p> |

Field of investigation: Ensuring partnership and ownership

Evaluation criteria: Client satisfaction, sustainability (effectiveness, degree of client satisfaction, partnership and ownership)

Evaluation questions from ToRs: 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?

| Ownership | Indicator | Means of verification |
|---|--|--|
| <p>Objective of this area of investigation: to assess what GRB stakeholders say about UNIFEM's approach to GRB programming</p> <hr/> <p>Evaluation criterion: Client satisfaction Evaluation component: Process assessment</p> | <p>Range of GRB stakeholders with opinions about UNIFEM's approach to GRB programming Degree of positive comment on UNIFEM's approach to GRB programming</p> | <p>Interviews with key informants Focus group meeting</p> |
| <p>Objective of this area of investigation: to assess what actions have been put in place/are planned to continue GRB programming beyond UNIFEM's involvement</p> <hr/> <p>Evaluation criterion: Sustainability Evaluation component: Outcomes assessment</p> | <p>Number of examples of GRB activities/systems in place/planned without direct UNIFEM technical or financial support</p> | <p>Programme documentation Interviews with key informants Focus group meeting Web-based survey</p> |
| Partnership | Indicator | Means of verification |
| <p>Objective of this area of investigation: to assess what actors involved in design, delivery or assessment of UNIFEM's GRB programming say about UNIFEM's approach</p> <hr/> <p>Evaluation criterion: Client satisfaction Evaluation component: Process assessment</p> | <p>Degree of informed comment on UNIFEM's approach to GRB programming from actors UNIFEM identifies as partners</p> | <p>Interviews with key informants Focus group meeting</p> |
| <p>Objective of this area of investigation: to assess UNIFEM's approach to selecting and supporting partners</p> <hr/> <p>Evaluation criterion: Sustainability Evaluation component: Outcomes assessment</p> | <p>Number of examples of partnerships that UNIFEM identify as successful Number of examples of partnerships that partners identify as successful Degree of clarity and consistency in (a) UNIFEM's and (b) partner's description of the partnership and most important elements of the partnership</p> | <p>Programme documentation Interviews with key informants Focus group meeting Web-based survey</p> |

Field of investigation: Identifying good practice**Evaluation criteria: Efficiency, effectiveness, client satisfaction**

Evaluation questions from ToRs: What key indicators, processes and variables are strategic for tracking and measuring progress in GRB processes? How can the experiences of GRB programming provide recommendations for the future direction of GRB?

| Developing good practice | Indicator | Means of verification |
|---|--|---|
| <p>Objective of this area of investigation: <i>to identify the features of practice that stakeholders identify as promising or good</i></p> <hr/> <p>Evaluation criteria: Efficiency, client satisfaction Evaluation component: Process assessment</p> | <p>Number of examples of promising or good practice identified by UNIFEM staff and other GRB stakeholders Degree of clarity in stakeholders' description and analysis of the practices identified as promising or good</p> | <p>Programme documentation Interviews with key informants Focus group meeting Web-based survey Literature review GRB categorisation and mapping</p> |
| Developing good practice | Indicator | Means of verification |
| <p>Objective of this area of investigation: <i>to assess mechanisms for sharing good practice</i></p> <hr/> <p>Evaluation criterion: Effectiveness Evaluation component: Overall theory of change</p> | <p>Number of mechanisms for sharing documented information on GRB programming Number of mechanisms in place for putting GRB actors in touch with each other for collaboration, learning and knowledge sharing</p> | <p>Programme documentation Interviews with key informants Focus group meeting Web-based survey Literature review GRB categorisation and mapping</p> |

Field of investigation: Understanding the programmatic concept**Evaluation criteria: Effectiveness, replicability**

Evaluation questions from ToRs: What approaches does UNIFEM deploy in GRB programming and what underlying assumptions and theories support these programmes? How well specified were the objectives? How well linked were the objectives and the strategies adopted?

| Programmatic logic | Indicator | Means of verification |
|--|--|---|
| <p>Objective of this area of investigation: <i>to assess whether there is an articulated and shared understanding of why and how GRB programming contributes to gender equality and women's empowerment</i></p> <hr/> <p>Evaluation criteria: Effectiveness, replicability Evaluation component: Outcomes assessment Developing good practice</p> | <p>Extent to which UNIFEM staff and other GRB stakeholders can articulate a programmatic logic for GRB Range of opinions about why and how GRB programming contributes to gender equality and women's empowerment Degree of clarity and consistency with which UNIFEM staff and GRB partners describe the relationship between programme logic, activities, expected outcomes and indicators</p> | <p>Programme documentation Interviews with key informants Focus group meeting Web-based survey Literature review GRB categorisation and mapping</p> |

Annex 2B

Interview Record Form

This form should be used to record key conclusions and other relevant data from each semi-structured interview with a GRB stakeholder

Name of person interviewed:

Job title:

Institution:

Name of interviewer:

Date of interview:

1) Field of investigation: Focusing on results

Evaluation criteria: efficiency (were the things done right?), effectiveness (were the right things done?), sustainability (effectiveness, degree of client satisfaction, partnership and ownership)

1.1) Capacity-building approaches (individual, organizational, institutional)

Assessment of what capacity-building has been designed, delivered and monitored

Key conclusions and other relevant data

Assessment of how capacity-building has made change possible

Key conclusions and other relevant data

Assessment of whether capacity-building will continue independently from UNIFEM

Key conclusions and other relevant data

1.2) Sectoral piloting approaches

Assessment of what approaches UNIFEM has adopted in supporting sectoral pilots

Key conclusions and other relevant data

Assessment of how sectoral piloting has made change possible

Key conclusions and other relevant data

| |
|---|
| <p>Assessment of whether sectoral pilots has resulted in long-term changes in relation to service providers and/or users <i>Key conclusions and other relevant data</i></p> |
| <p>1.3) Evidence-based advocacy</p> <p>Assessment of what advocacy initiatives have been undertaken related to GRB <i>Key conclusions and other relevant data</i></p> |
| <p>Assessment of how evidence-based advocacy has made change possible <i>Key conclusions and other relevant data</i></p> |
| <p>Assessment of whether evidence-based advocacy has contributed to long-term changes in relation to achieving gender equality and/or fulfilling women's rights <i>Key conclusions and other relevant data</i></p> |
| <p>1.4) UNIFEM's institutional and organizational arrangements</p> <p>Assessment of UNIFEM's organizational, planning, monitoring and evaluation (PM&E) and communication arrangements and financial performance in its GRB programming <i>Key conclusions and other relevant data</i></p> |
| <p>Assessment of UNIFEM's organizational learning in relation to GRB programming <i>Key conclusions and other relevant data</i></p> |
| <p>2) Field of investigation: Contextualising the analysis</p> <p>Evaluation criteria: relevance, sustainability(effectiveness, degree of client satisfaction, partnership and ownership)</p> <p>2.1) Situation analysis (as part of programme design)</p> <p>Assessment of UNIFEM's understanding of the environment in which GRB programming was intended to occur <i>Key conclusions and other relevant data</i></p> |
| <p>2.2) Changes in external context during life cycle of the project</p> <p>Assessment of UNIFEM's ongoing understanding of the environment in which GRB programming was taking place <i>Key conclusions and other relevant data</i></p> |

3) Field of investigation: Ensuring partnership and ownership

Evaluation criteria: client satisfaction, sustainability(effectiveness, degree of client satisfaction, partnership and ownership)

3.1) Ownership

Assessment of what GRB stakeholders say about UNIFEM's approach to GRB programming

Key conclusions and other relevant data

Assessment of what actions have been put in place/are planned to continue GRB programming beyond UNIFEM's involvement

Key conclusions and other relevant data

3.2) Partnership

Assessment of what actors involved in design, delivery or assessment of UNIFEM's GRB programming say about UNIFEM's approach

Key conclusions and other relevant data

Assessment of UNIFEM's approach to selecting and supporting partners

Key conclusions and other relevant data

4) Field of investigation: Identifying good practice

Evaluation criteria: efficiency, effectiveness, client satisfaction

4.1) Developing good practice

Identification of the features of practice that stakeholders identify as promising or good

Key conclusions and other relevant data

4.2) Sharing good practice

Assessment of mechanisms for sharing good practice

Key conclusions and other relevant data

5) Field of investigation: Understanding the programmatic concept

Evaluation criteria: effectiveness, replicability

5.1) Programmatic logic

Assessment of whether there is an articulated and shared understanding of why and how GRB programming contributes to gender equality and women's empowerment

Key conclusions and other relevant data

Annex 2C

Evaluation Questions

The following sets of questions are organized following the format of the Evaluation Matrix. Questions are provided for each of the five fields of investigation (focusing on results, contextualising the analysis etc.). Within each field of investigation, questions are provided for the different evaluation components (process evaluation, outcomes assessment etc.). The objective of each area of questioning is identified in the Evaluation Matrix. The evaluation criteria (efficiency, effectiveness etc.) that will be used to assess the various areas of GRB programming are also identified. Information should be gathered that will enable reporting against these evaluation criteria.

When interviewing different types of key informants and structuring focus group meetings, a selection of a limited number of questions should be made from possible options provided below. It may not be possible to cover all five fields of investigation in every interview. However, questions should be selected to cover a cross-section of the different fields of investigation.

Indicative evaluation questions are listed below:

1) Field of investigation: Focusing on results

1.1a) Capacity-building approaches – process evaluation

Objective of this area of investigation: *to assess what capacity-building has been designed, delivered and monitored*

Evaluation criterion: efficiency

How has the content of training changed throughout the project? What changes have been made in selecting who is trained? What training tools and materials have been developed? Who decided and how have these changed throughout the life cycle of the programme?

What systems were in place to assess the results of training (immediate or follow-up)? How good was record keeping about who has been trained? How has this information been used?

What do participants remember about the content of any training they received? To what extent was the training appropriate to the scope of the work of those trained and to their capacity? To what extent was the timing of training appropriate?

How has technical assistance (TA) been used for capacity-building? Who decided about what TA was required and who provided TA? Who received it? What systems were in place to assess TA?

What do stakeholders feel about the quality and the content of the capacity-building activities? (tools, training, advice)

Have other capacity-building approaches been used, such as exchange visits, job swaps and secondments? Who decided about approaches? Who was selected and how were they selected for capacity building? What systems were in place to assess these capacity-building approaches?

What kind of documentation related to capacity-building did the programme produce? Who decided what was produced? How was the documentation disseminated and used? By whom? To what extent do partners/stakeholders assess the documentation to be useful and helpful? Where do stakeholders feel that there are gaps in documentation?

In what ways has capacity-building focused on individuals (human resource development), organizational strengthening (equipment, working spaces etc.) and institutional strengthening (systems, procedures, mechanisms guiding or controlling work etc.)? What has been the weighting between human resource development/organizational/institutional capacity developments? Who decided?

1.1b) Capacity-building approaches – outcomes assessment

Objective of this area of investigation: *to assess how capacity-building has made change possible*

Evaluation criterion: effectiveness

How have those who participated in training applied their knowledge? List specific examples related to:

- GRB tools for budget analysis,
- national or sectoral planning mechanisms,
- sex-disaggregated data.

Provide detail of changes through time, actors involved, learning and gather documentary evidence (budget tools, national or sectoral planning documents etc.).

To what extent has the capacity of the Ministry of Finance, Ministry of Planning and of sector ministries on GRB been enhanced by the programme? What are they able to do now that they weren't able to do before? How have their attitudes and knowledge changed? What are the examples that demonstrate this change?

To what extent has the programme strengthened the capacity of women's rights advocates in the budgeting process? What specific skills were introduced for advocacy work? What are they able to do now that they weren't able to do before? How have their attitudes and knowledge changed? What are the examples that demonstrate this change?

Objective of this area of investigation: *to assess whether capacity-building will continue independently from UNIFEM*

Evaluation criterion: sustainability

To what extent has there been a change in availability of expertise on GRB at the country level? How much is this due to UNIFEM-supported GRB work?

What evidence is there that capacity-building initiatives have continued or been extended to other areas without requiring ongoing, direct UNIFEM inputs? List examples

1.2a) Sectoral piloting approaches – process evaluation

Objective of this area of investigation: *to assess what approaches UNIFEM has adopted in supporting sectoral pilots*

Evaluation criterion: efficiency

How were sectoral pilots identified and how has the focus of or actors involved in sectoral pilots changed throughout the programme? Who decided and what caused these changes?

What were the main approaches used for achieving change in the sector? Training? Technical assistance?

Which systems/mechanisms within the sector were addressed in the pilot? To what extent were planned changes achieved?

What staff continuity/changes have there been relevant to the pilot? How have these affected the pilot?

What institutional continuity/changes have there been relevant to the pilot (e.g. change in where departments are located in government structure, change in ministry structures etc.)? How have these affected the pilot?

What systems were in place to assess progress in the sectoral pilot? How has information on progress been used?

What kind of documentation related to sectoral pilot approaches did the programme produce? How was the documentation disseminated and used? By whom? To what extent do partners/stakeholders assess the documentation to be useful and helpful? Where do stakeholders feel that there are gaps in documentation?

1.2b) Sectoral piloting approaches – outcomes assessment

Objective of this area of investigation: *to assess how sectoral piloting has made change possible*

Evaluation criterion: effectiveness

To what extent have the objectives of the pilot been achieved? What have been the obstacles?

What specific changes in sector planning and budgeting mechanisms and/or content have taken place over the life cycle of the programme? In what ways can changes be attributed to UNIFEM supported actions?

Which actors (departments, individuals) have changed their ways of working and/or ideas on priorities over the lifecycle of the programme? In what ways can changes be attributed to UNIFEM supported actions?

Objective of this area of investigation: *to assess whether sectoral pilots result in long-term changes in relation to service providers and/or users*

Evaluation criterion: sustainability

Is it possible to identify any current or likely future changes in the lives of the intended target groups (beneficiaries) of the sector that have/will result from the pilot? What do actors involved in implementing the pilot identify as the long-term changes they think the pilot will bring?

1.3a) Evidence-based advocacy – process evaluation

Objective of this area of investigation: *to assess what advocacy initiatives have been undertaken related to GRB*

Evaluation criterion: efficiency

What have been the key advocacy messages promoted in the programme? What have been the target audiences/systems/tools? How were these identified? How have these changed throughout the life cycle of the programme?

What types and sources of evidence have been used as a basis for advocacy? How have these been developed? How have they been used? What have been the limitations of the evidence base (content and/or format and /or timing)?

Which actors were identified as advocates? How has this changed throughout the life cycle of the programme? Why have changes been made?

What kind of documentation related to evidence-based advocacy approaches did the programme produce? Who decided what was produced? How was the documentation disseminated and used? By whom? To what extent do partners/stakeholders assess the documentation to be useful and helpful? Where do stakeholders feel that there are gaps in documentation?

1.3b) Evidence-based advocacy – outcomes assessment

Objective of this area of investigation: *to assess how evidence-based advocacy has made change possible*

Evaluation criterion: effectiveness

What changes have resulted in the systems and tools used in the planning and budgeting cycle and/or in the content of plans and budgets (sectoral, national) as a result of evidence-based advocacy? What evidence is there of these changes?

What changes have resulted in the attitudes and priorities of target audiences for advocacy? Give specific examples.

What do the actors identified as advocates see as the successes and limitations of their advocacy? Give specific examples.

What kind of documentation related to advocacy did the programme produce? Who decided what was produced? How was the documentation disseminated and used? By whom? To what extent do partners/stakeholders assess the tools to be useful and helpful? Where do stakeholders feel that there are gaps in documentation?

Objective of this area of investigation: *to assess whether evidence-based advocacy has contributed to long-term changes in relation to achieving gender equality and/or fulfilling women's rights*

Evaluation criterion: sustainability

Have the actors identified as advocates carried out further advocacy not specifically as part of the UNIFEM programme? Have they used evidence? Have they achieved the changes they wanted?

1.4a) UNIFEM’s institutional and organizational arrangements – process evaluation

Objective of this area of investigation: *to assess UNIFEM’s organizational, planning, monitoring and evaluation (PM&E) and communication arrangements and financial performance in its GRB programming*
Evaluation criterion: efficiency

What have UNIFEM’s organizational arrangements been for the GRB Programme? How have these changed throughout the lifecycle of the programme and who decided? What effect has this had on the operation of the GRB Programme? Has UNIFEM ensured adequate human, financial and technical resources for the programme?

What are the systems and processes for monitoring, tracking and evaluating programme results and indicators (e.g. log frame, M&E mechanism, reporting mechanism)? What monitoring activities have been undertaken throughout the lifetime of the programme and by whom (e.g. regional office monitoring missions, donor monitoring missions, strategic planning reviews)? To what extent are the tracking mechanisms and the indicators developed by the programme appropriate for measuring progress and change? (Explore differences between systems and tools produced by HQ and the country level.)

To what extent have the findings of the Midterm reviews and regular progress reports contributed to learning? Can you give examples demonstrating how those were incorporated in the programme?

How has the communication/information flow between country office and HQ functioned (e.g. timeliness of responses and feedback, relevance of feedback, clarity of communications)? What issues/challenges exist and why?

To what extent are the delivery rates in accordance with the original programme work plan? What was the annual budget for UNIFEM’s GRB Programme in the country? The annual spend?

1.4b) UNIFEM’s institutional and organizational arrangements – outcomes assessment

Objective of this area of investigation: *to assess UNIFEM’s organizational learning in relation to GRB programming*
Evaluation criterion: effectiveness

To what extent have UNIFEM country offices/staff benefited from learning from other country experiences?

To what extent have M&E systems and processes contributed to the programme learning?

2) Field of investigation: Contextualising the analysis

2.1) Situation analysis (as part of programme design) - needs assessment

Objective of this area of investigation: *to assess UNIFEM’s understanding of the environment in which GRB programming was intended to occur*
Evaluation criterion: relevance

How was the situation and needs analysis undertaken for the GRB intervention? How long did the process take?

What was the basis for choosing sectors for pilot approaches? To what extent was the choice of the sector relevant to women’s needs in the country?

What other GRB interventions and/or actors were identified by UNIFEM during the design stage of the GRB Programme? In what ways were any other GRB interventions and/or actors identified as being complementary to UNIFEM’s GRB programming?

With hindsight, were there any factors in the political, economic and social contexts that should have been taken into account when designing the programme? Provide details.

2.2) Changes in external context during life cycle of the project - assessment of external factors

Objective of this area of investigation: *to assess UNIFEM's ongoing understanding of the environment in which GRB programming was taking place*

Evaluation criterion: sustainability

Have there been any unexpected changes in the external environment that have significantly affected the functioning or results of the programme? Provide details. Could these have been foreseen beforehand?

What other GRB interventions and/or actors have started up during the life cycle of UNIFEM's GRB Programme? How much information do UNIFEM staff members have about any other GRB interventions/actors?

3) Ensuring partnership and ownership

3.1a) Ownership – process evaluation

Objective of this area of investigation: *to assess what GRB stakeholders say about UNIFEM's approach to GRB programming*

Evaluation criterion: client satisfaction

In UNIFEM's GRB Programme:

- Who was involved in requesting training? Designing training content?
- Who was involved in requesting any technical assistance? In selecting the technical assistants?
- Who was involved in deciding sectoral pilots? In deciding any changes throughout the project?
- Who was involved in deciding any changes made throughout the life cycle of the programme to the advocacy approach/target audiences/advocates? How were these changes agreed?
- Who was involved in analysing the context before the programme began?

How are stakeholders involved in monitoring GRB work?

What comments do stakeholders make about the extent and style of their participation in the programme?

3.1b) Ownership – outcomes assessment

Objective of this area of investigation: *to assess what actions have been put in place/are planned to continue GRB programming beyond UNIFEM's involvement*

Evaluation criterion: sustainability

What examples demonstrate government ownership of changes brought about during the life cycle of the programme?

What specific activities do government, civil society organizations or others say they will continue regardless of whether UNIFEM support continues? How are these activities funded (when UNIFEM support ends)?

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

To what extent has the programme been successful in fostering the participation of civil society and women's organizations in national planning and budgeting?

3.2a) Partnership – process evaluation

Objective of this area of investigation: *to assess what actors involved in design, delivery or assessment of UNIFEM's GRB programming say about UNIFEM's approach*

Evaluation criterion: client satisfaction

What approach to partnership has UNIFEM used with government? With civil society organizations? With other actors (e.g. formal MoUs, financial support for commissioned activities or to core activities, continuity of support, transparency and predictability of support)?

How do UNIFEM staff and non-UNIFEM stakeholders each assess UNIFEM's partnership role in terms of providing funding/technical support/supporting advocacy etc.?

3.2b) Partnership – outcomes assessment

Objective of this area of investigation: *to assess UNIFEM's approach to selecting and supporting partners*
Evaluation criterion: sustainability

What were the key factors that determined decisions about partnerships? Which partnerships were particularly successful? Which partners were more difficult to work with? Why?

4) Identifying good practice⁶³

4.1) Developing good practice – process evaluation

Objective of this area of investigation: *to identify the features of practice that stakeholders identify as promising or good*
Evaluation criteria: efficiency, client satisfaction

What would you describe as examples of “promising practices” in GRB work in the country (i.e. practices that have been tried and show signs of working)? What are the key features of the initiative that make it likely to be successful? What has been UNIFEM’s role? What do other GRB stakeholders say about the initiative?

Are there examples of demonstrated good practices in GRB in the country (i.e. practices that have been tried and have proved to be successful)? What are the key features of the initiative that have made it successful? What has been UNIFEM’s role? What do other GRB stakeholders say about the initiative?

Are there examples of replicated good practices in GRB in the country (i.e. practices that have proved to be effective and have been copied elsewhere)? What are the key features of the initiative that have made it successful? What has been UNIFEM’s role? What do other GRB stakeholders say about the initiative?

4.2) Sharing good practice – overall theory of change

Objective of this area of investigation: *to assess mechanisms for sharing good practice*
Evaluation criterion: effectiveness

What mechanisms are available (a) within UNIFEM and (b) within countries/regions to connect GRB actors with documented information about GRB good practices?

What mechanisms are available (a) within UNIFEM and (b) within countries/ regions to connect GRB actors with other GRB actors for collaboration, learning and knowledge sharing about GRB good practices?

5) Understanding the programmatic concept

5.1) Programmatic logic – Overall theory of change

Objective of this area of investigation: *to assess whether there is an articulated and shared understanding of why and how GRB programming contributes to gender equality and women’s empowerment*
Evaluation criteria: Effectiveness, replicability

What is your definition of GRB?

What is the objective of the GRB Programme? How was the objective selected and who decided?

What are the different components of the GRB Programme and how are they related, conceptually and institutionally? How does each component contribute to the programme outcomes in the short, medium, and long-term?

To what extent have the goal posts of the programme changed from Phases I, II and III? Why?

How does GRB contribute to UNIFEM’s former/current strategic objectives? What are the arguments that achievements in GRB at local, regional and national levels lead to increased gender equality and/or greater realisation of women’s rights?

63 For more on good practice in good practices, see Identifying and Sharing Good Practices, Asian Development Bank Knowledge Solutions Number 14, November 2008 (filed on evaluation team’s humyo.com site in evaluation guidance folder).

What are the arguments that link GRB programming to long-term impacts on gender equality and women's empowerment? Long-term impacts may include (i) increasing access and control by women over productive assets (land, capital/credit, technology, skills), (ii) increasing access by women to decent work, (iii) increasing access by women to basic and appropriate services that support well-being and quality of life and (iv) increasing voice and participation in decision-making on government spending, especially for women and girls?

Can you give examples of a "model" of GRB being replicated elsewhere? What are the features that characterise the model?

Annex 2D

Framework for Country Contextual Analysis

The evaluation team will compile a country contextual analysis for each of the countries to be assessed (Ecuador, Morocco, Mozambique and Senegal). This will follow a semi-standardised format to facilitate comparability in analysis of the effects of different country contexts on UNIFEM's GRB portfolio.

The consultants will draw on data from documentation provided by UNIFEM and on other sources as necessary. The consultants will note when data were available from UNIFEM-provided sources and when other sources were used.

The contextual analysis in Stage 1 of the Corporate Evaluation of UNIFEM's GRB portfolio will be carried out as a desk study. The consultants will aim to provide a country contextual analysis that is as complete as possible. However, it may not be possible to respond to all the following questions for every country. Where no data are available, this will be noted. Further data will be gathered in Stage 2 fieldwork.

| | Question | Possible data source | UNIFEM data source | Non-UNIFEM data source |
|---|--|--|--------------------|------------------------|
| Global conventions and commitments | | | | |
| MDGs | What progress has the country made in reaching MDG Goal 1 (halving poverty by 2015) and MDG 3 (gender equality)? | MDG progress report (provide sex-disaggregated data) | | |
| | What progress has the country made on MDG health-related goals (maternal mortality, child mortality)? | MDG progress report (provide sex-disaggregated data of child mortality) | | |
| | What progress has the country made on MDG education related goals and on adult literacy? | MDG progress report (provide sex-disaggregated data) | | |
| CEDAW | Is the country a signatory to CEDAW? Does the country have an established reporting mechanism? Has the country produced reports? | If CEDAW report available, provide brief summary of key information. If not, provide a summary of situation on violence against women (VAW) and efforts to eliminate this (EVAW) | | |
| Beijing Platform for Action | Has the country engaged with the BPFA or Beijing + 10 processes? In what ways has women's political participation and representation been enabled? | UN system in country or web search | | |

| | Question | Possible data source | UNIFEM data source | Non-UNIFEM data source |
|-------------------------|---|--|--------------------|------------------------|
| Socio economic context | | | | |
| Poverty and well- being | What are national rates of poverty and human development? How do these vary in different regions of the country? | Use government source. Note whether poverty data from different sources are contested. | | |
| | Which social groups are excluded from access to resources, decision-making and the general benefits of society? What are the grounds for exclusion (e.g. ethnicity, religious group HIV status etc.)? | | | |
| | What sorts of households and family structure do most people live in? What are the variations in poverty and well-being for different household types? | | | |
| Economic profile | How do most households sustain their livelihoods? What are the main sources of revenue generation for the country? What is the regional distribution of resources within the country? | | | |
| Gender context | | | | |
| | Women's labour force participation | Labour Force Survey (National statistical office website) Rate (%) | | |
| | Gender Empowerment Measure (GEM) | UN Human Development Report Ratio | | |
| | Single adult headed households | Demographic and Health Survey (DHS) Rate (%) assume all female | | |
| | Migration | Rate (%) sex disaggregated | | |
| | Urbanisation | Rate (%) sex disaggregated | | |
| | Inheritance | Legislation Any sex-disaggregated information | | |
| | Land tenure | Legislation Any sex-disaggregated land ownership/use information | | |
| | Eliminating violence against women | Legislation Information on VAW types and rates of violence | | |

| | Question | Possible data source | UNIFEM data source | Non-UNIFEM data source |
|---|---|--|--------------------|------------------------|
| Government structures and plans for addressing gender equality | | | | |
| National poverty reduction plans | What form of national poverty reduction or national development plan is in place? How gender-sensitive is it? Is there an alternative analysis of gender in the plan? | Use PRSP, NDP or other national plan. Use to describe current mechanism and brief history of evolution of poverty /development plans. | | |
| National Women's Machineries (NWM) | What structures are in place to address gender equality? | If national poverty reduction or development plan available, use to describe NWM structures at national and local levels origins and any information on performance / effectiveness | | |
| Government links with civil society organizations | What formal mechanisms exist for government to consult civil society? How are women's representatives included? | PRSP, NDP, aid effectiveness forums (Poverty Observatory etc.). Civil society annual poverty reporting | | |
| National planning and financial management | | | | |
| Public sector reform | What changes have been made to public sector structures and functioning? How centralised or decentralised /deconcentrated are government structures? | World Bank reports UNCDF (UN Capital Development Fund) reports Other donor reports National government reports (Ministry of Finance, Ministry of Planning) | | |
| Sex-disaggregated data | What progress has been made to support evidence-based decision-making in policy formation? | Check national statistical office website. List available sex-disaggregated data. Describe reforms to improve evidence base for policy-making. | | |
| Public finance management (PFM) reform | What PFM reforms are underway? | Describe budget cycle. Is budget planning annual or multi-year? Describe budget categorisation, computerisation, national to local budget and reporting mechanisms Transparency of budget information? | | |
| | What characterises the budget? | Provide information on expenditure side of budget: (a) whether national budget is performance related or categorised by inputs only, (b) proportion of budget allocated to recurrent costs/investment costs and (c) proportion of budget allocated at national, provincial and local level. Provide information on national government income – proportion from taxation? From overseas development aid? | | |

| | Question | Possible data source | UNIFEM data source | Non-UNIFEM data source |
|---|---|--|--------------------|------------------------|
| Sectoral planning and reporting | | | | |
| Sector planning and budgeting | What sector planning mechanisms are in place? Annual/multi-year/strategic plans. Are there sectors where gender has been highlighted as a priority and how has this played out? | Use government annual reports, donor country strategies and donor reports. Select example sectors | | |
| | How are different sectors positioned in terms of government spending priorities? | Use government annual reports, donor country strategies and donor reports. | | |
| Sector reporting | What annual reporting mechanisms are in place in different sectors? | Use government annual reports, donor country strategies and donor reports. Describe sectoral reporting between government/donors/civil society representatives. | | |
| Legislation, Parliament and accountability | | | | |
| Key legislation | What legislation is in place that supports gender equality? | Look at anti discrimination / inheritance / land tenure / family law | | |
| | What evidence is there that legislation is implemented? | Annual government reports CEDAW reporting Convention on the Rights of the Child (CRC) reporting | | |
| Parliament | How effective is Parliament? What is the representation of women in the Parliament and how effective are they as representatives? | Donor reports Afrobarometer | | |
| Auditor General | Is there an independent function auditing government performance? | Donor reports Afrobarometer | | |
| Donors/development partners and aid effectiveness agenda | | | | |
| Donor profile | Which donors provide support? In what form? Which donors support work on gender equality? | Use government annual reports, donor country strategies and donor reports. Describe UN support. Other multi laterals. Key bilaterals | | |
| | What stage has the aid effectiveness agenda reached? | Use OECD-DAC Aid Harmonisation website | | |
| | How donor dependent is the government? | Use government annual reports, donor country strategies, donor reports Describe financial dependence / technical – capacity dependence / political influence | | |
| | What donor involvement is there in GRB? | Use UNIFEM mapping. Check annual country reports by specific donors to their HQs. | | |

| | Question | Possible data source | UNIFEM data source | Non-UNIFEM data source |
|----------------------|--|---|--------------------|------------------------|
| Civil society | | | | |
| CSO structures | What national CS networks exist? How effective are they? To what extent are different types of CSOs involved? NGOs? Media organizations? Trades unions? Academic institutions? | | | |
| CSO representation | Which social groups do CSOs represent? Which are key women's organizations? | Annual reports from CSO networks | | |
| | In what ways have CSOs engaged with national policy? | Use CSO reporting or national and sectoral reports (e.g. in SWApS). Look for examples of CSO influence on national poverty reduction / national development planning, on sectoral policy-making, on decentralisation. Note examples of impact on policy formation, on policy implementation and on monitoring of impact of policy changes | | |

Annex 3

People Interviewed

| Job title | Institution |
|--|---|
| Co-ordinator, Gender Project | Ministry of Family, National Solidarity, Women's Entrepreneurship and Micro-finance |
| National Programme Officer | UNIFEM |
| Technical Officer, Analysis and Forecasting Division, Directorate of Analysis, Forecasting and Statistics (DAPS) | Ministry of Agriculture |
| Gender Technical Adviser | Ministry of Family, National Solidarity, Women's Entrepreneurship and Micro-finance |
| Head of Analysis and Forecasting Division, Directorate of Analysis, Forecasting and Statistics (DAPS) | Ministry of Agriculture |
| Regional Programme Director | UNIFEM |
| Chief Public Finance Specialist | World Bank |
| Technical Officer, Projects and Programmes Division, Directorate of Analysis, Forecasting and Statistics (DAPS) | Ministry of Agriculture |
| Assistant Representative | FAO |
| Director, Directorate of General Administration and Equipment (DAGE) | Ministry of Agriculture and Livestock |
| Gender Adviser | Canadian International Development Agency (CIDA) |
| Gender focal point PRSP Monitoring Unit | Ministry of Economy and Finance |
| Director, Gender Laboratory | Fundamental Institute of Black Africa (IFAN), Cheikh Anta Diop University |
| Head of Projects and Programmes Division, Directorate of Analysis, Forecasting and Statistics (DAPS) | Ministry of Agriculture |
| Director | Belgian Technical Cooperation (CTB) |

| Job title | Institution |
|---|--|
| Deputy Director of Budget | Ministry of Economy and Finance |
| Officer, Directorate of General Administration and | Ministry of Agriculture and |
| Equipment (DAGE) | Livestock |
| Economist | World Bank |
| Coordinator | WILDAF (human rights network) |
| Coordinator | Agency for Promotion of Activities in Population (APAPS) |
| Development Cooperation Attaché | Belgian Embassy |
| Deputy Regional Programme Director | UNIFEM |
| Technical Inspector, National Agency for Statistics and Demography (ANSD) | Ministry of Economy and Finance |
| Coordinator, Gender Network | NGO Council for Support to Development (CONGAD) |
| Gender focal point, Directorate of Economic and Financial Cooperation (DCEF) | Ministry of Economy and Finance |
| Coordinator | Network of African Women Economists (REFAE) |
| Director, General Directorate of Planning (DGP) | Ministry of Economy and Finance |
| GRB Programme Coordinator | UNIFEM |
| Gender focal point, National Directorate of Planning (DNP) | Ministry of Economy and Finance |
| Gender focal point, Directorate of Analysis, Forecasting and Statistics (DAPS) | Ministry of Agriculture |
| President | FAFS (civil society PRSP monitoring group) |
| Director | 3R “Le Coup de Pousse” (CSO) (Member of REFAE) |
| Consultant | (Member of REFAE) ENDA (CSO) |
| Officer, Regional Directorate of Rural Development | Ministry of Agriculture and Livestock Ministry of Agriculture and Livestock Ministry of Agriculture and Livestock |

Annex 4

Documents Used

Alami, Nisreen (2006) Mission report, February/March

Burn, Nalini (2005) Workshop Report, Capacity Building for local government, women's organisations and CSOs on gender sensitive monitoring and control of the budget, November

Burn, Nalini/Ndao, Khady (2006) Workshop Report, Capacity building in GRB for members of REFAE, November

Burn, Nalini (2006) Workshop Report, Decentralised Capacity Building in GRB for local Collectives, Tivaouane, Rufisque, November

Burn, Nalini (2007) Mission Report, Support to the Ministry of Agriculture and Rural Development, September

Burn, Nalini (2007) Mission Report, December

Burn, Nalini (2008) Workshop Report Capacity building in GRB for actors in the agriculture sector, May

Gender laboratory (IFAN/UCAD) (2006) Diagnostic Study on social disparities in the economic and social sectors from a gender responsive budgeting perspective: Agriculture, Energy, Education and Health, April

Holvoet, Nathalie (2006) Mission report February/March

Ministry of Agriculture and Water (2004) Law for Agro-Sylvo-Pastoral Orientation

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Ministry of Agriculture (DAPS) / UNIFEM (2008) Memorandum of Understanding

Ministry of Agriculture (DAPS) (2008) Gender Report for the Agriculture Sector (draft), October

Ministry of Economy and Finance (PRSP Monitoring Unit) (2005) Workshop Report: Practical Training on integrating gender into the Budget

Ministry of Economy and Finance (PRSP Monitoring Unit) (2006) Presentation: Introducing gender indicators into the PRSP in Senegal (PowerPoint), November

Ministry of Economy and Finance (2007) Letter of Orientation for 2008 budget, June

Ministry of Economy and Finance (2008) Letter of Orientation for 2009 budget, July

Ministry of Economy and Finance/UNIFEM (2008) Joint workshop to identify a methodology to integrate gender in development planning, July

Ministry of the Family and Female Entrepreneurship, National Strategy for Gender Equality and Equity (SNEEG)

Ministry of the Family, National Solidarity, Female Entrepreneurship and Microfinance (2008) Decree creating the Directorate of Gender Equality and Equity

IED Afrique/Ministry of Decentralisation and Local Collectives/ UNIFEM (2007) Gender and Decentralisation in Senegal, June

UNCDF/UNDP/UNIFEM (2007) Programme Document: Gender Equitable Local Development

UNCDF/UNDP/UNIFEM (2008) Baseline Survey, Gender Equitable Local Development Senegal, May

UNIFEM/REFAE (2004) Gender Analysis of the Structure of the Ministry of Economy and Finance

UNIFEM (2005) Strengthening Economic Governance: Applied Gender Analysis to Government Budgets Phase I Final Report

UNIFEM (2006) Second progress report submitted to Belgian Government, February

UNIFEM (2007) The GRB Initiative in Senegal: Achievements and Lessons Learnt 2004-2006 (Midterm review of progress), January

UNIFEM (2007) Fourth progress report submitted to Belgian Government, March

UNIFEM (2007) Report on Validation Workshop for GRB programme (draft), April

UNIFEM (2008) Sixth progress report submitted to Belgian Government, April

UNIFEM (2007) Workshop report: Awareness raising on GRB for parliamentarians and Training Workshop for members of the Parliamentary Finance Commission, October

UNIFEM (2008) Mapping of influences on the budget process in Senegal (draft)

UNIFEM (2008) Synthesis report for Study Tour to Morocco: exchange of experiences and good practice, June

UNIFEM/Gender Laboratory, IFAN (2005) Workshop report: Gender and Ministerial Budgets: Education, Health, Agriculture, Energy and Social Development, December

UNIFEM/Gender Laboratory, IFAN (2006) Report: Gender and Ministerial Budgets: Education, Health, Agriculture, Energy and Social Development, April

UNIFEM/Gender Laboratory, IFAN (2006) Note of a meeting to present the results of a study on gender and the agriculture sector budget

Annex 5

Senegal Log Frame Outcomes and Outputs

A country level programme log frame was produced in 2006 and revised in 2007

| Outcome 1 | | |
|--|---|---|
| Outcome | Outputs 2006 | Outcome 2007-2008 |
| National budget processes and policies reflect gender equality principles in Senegal | Capacity enhanced and commitment established in various Ministries*, including the PRSP M&E Unit, to incorporate gender-sensitive budget guidelines and indicators in their budget formulation and | By end 2007, components of NSGEE programme budget identified on basis of clearly delineated responsibility for gender-equality expenditure between the national women's machinery and line and sectoral ministries |
| | PRSP and budgets aligned with the National Strategy for Gender Equity and Equality | By end 2007, a subset of gender-responsive performance measures are developed and advocated for two of the performance measures for the Performance Monitoring Framework, concerning access to budget information and policy-based budgeting. |
| | Women's rights groups, NAWA and other gender equality experts are effective at using GRB to advocate for and monitor gender mainstreaming within the PRSPs, MDGs and other budget-related processes | By end 2007, capacity enhanced for producing budget information (as per Output 1) using gender budget analysis in at least 2 ministries concerned by Output 1 |
| | | By beginning 2008, clear budgetary policy and process guidelines concerning GRB developed for sectoral and line ministries |
| | | By end 2007 and thereafter, increasing capacity to demand and use gender-responsive budget information in appropriate fora by NGOs and parliamentarians |
| | | By end 2007, National Agency for Statistics and Demography has a gender-aware Master Plan for statistics development in Senegal |

*These include two ministries that are using performance-based budgeting (Health and Education) and two others that will use it in 2006 (Social Development, Agriculture, Energy).

| Outcome 2 | | |
|--|---|--|
| Outcome | Outputs 2006 | Outcome 2007-2008 |
| Priorities of poor women reflected in sectoral budget allocations for national programmes addressing poverty | Partnerships expanded between gender-responsive budget initiatives and mainstream pro-poor budget movements PRSP and budgets aligned with the National Strategy for Gender Equity and Equality | By end 2008, capacity of one sectoral ministry to engage in gender-responsive review of its existing budget and in bottom-up programming based on GRB principles, CEDAW standards, and focusing on the reduction of feminised poverty |
| | Collaboration established with the World Bank regional GRB-OL and other subregional/regional programmes working on gender and budget and poverty issues. | By end 2008, capacity of at least one commune to engage in gender-responsive review of its existing budget and in bottom-up programming based on GRB principles, CEDAW standards and aligned to MDGs. |
| | Women' organizations and gender advocates mobilised and trained to work on the sectoral priorities | By end 2008, capacity of NASD to produce and analyse time use statistics together with other statistics in gender-aware macroeconomic modelling and poverty impact analysis in collaboration with the Cell for Monitoring of the Poverty Reduction Programme of MFP and research institutions. |
| Outcome 3 | | |
| Outcome | Outputs 2006 | Outcome 2007-2008 |
| Knowledge and learning on GRB facilitates replication of good practices and exchange of lessons learned | Regional and subregional information hubs and networks of GRB experts created and/or strengthened | Regional, Subregional and national networks of GRB and PFM experts strengthened |
| | Cross-regional, regional and sub-regional networks of individuals in economic policy-making institutions using GRB created and/or strengthened | An effective partnership for sharing lessons learned and good practices between the Morocco and Senegal Components of the Global UNIFEM GRB Programme is in place |
| | National models that demonstrate how to transform budget processes to foster gender-responsive programmes and policies exist and are replicable at the regional level | National models that demonstrate how to transform budget processes to foster gender-responsive programmes and policies exist and are replicable at the regional level |

Annex 6

Summary of Workshops and Seminars Delivered Through the GRB Programme: Phase II

The programme delivered a series of workshops during Phase II. These are summarized below.

In **December 2005**, a three-day training workshop was organized by UNIFEM and the Gender Laboratory of IFAN/ University of Cheikh Anta Diop for gender focal points and staff of the Directorate of General Administration and Equipment (DAGE) of the Ministries of Agriculture, Energy and Social Development, Education and Health, providing an overview of GRB (objectives, instruments, fit with macroeconomic and sector policies etc.).¹

In **October 2005, February 2006 and October 2006**, UNIFEM organized workshops for capacity-building at the local level, with participants from Tivaouane, Rufisque and Tambacounda.² The October 2005 workshop focused on increasing the gender sensitivity of the community-based monitoring survey (CBMS), the February 2006 workshop was based around gender budget analysis at the local level and the October 2006 workshop aimed to develop a guide for GRB work at the local level.

In **November 2006**, UNIFEM organized a three-day training workshop for members of REFAE, the **Network of African Women Economists**, providing members with an introduction to GRB concepts, the Senegalese budgeting

system and developing an action plan to take GRB work forward. About 20 people participated, as well as UNIFEM staff. The workshop was facilitated by Nalini Burn, the international consultant who had been involved in delivering workshops and other support to the GRB Programme since its outset and Khady Ndao, the Deputy Director of the National Directorate of the Budget in MEF. An extensive range of materials were provided.³

From mid-2007, the sectoral target for capacity-building shifted to focus specifically on the **Ministry of Agriculture**. The principal capacity-building approach used was **working groups**, supported by short-term and at-distance technical assistance. In the Ministry of Agriculture, the target of capacity building was staff of the **Directorate of Analysis, Planning and Statistics (DAPS)**. Working group sessions were carried out by the international consultant, Nalini Burn, in **June 2007, July 2007 and October 2007**. In June 2007, the international consultant also facilitated a training workshop for a wider audience of Ministry of Agriculture staff, focused on the **sector medium-term expenditure framework (CDSMT)**.⁴ The international consultant facilitated a training workshop in **April 2008**, for Ministry of Agriculture staff, principally from DAPS and Regional Directorates of Rural Development (DRDR).⁵ This workshop was to develop a common understanding of GRB amongst national- and regional-level sector staff and to identify the activities to be included in the formal agreement being prepared between DAPS and UNIFEM. This agreement was finalised in June 2008 and covered activities from July 2008 to December 2008.

1 See Workshop on gender and the budget for the Ministries of Education, Health, Agriculture, Energy and Social Development 26-29 December 2005, UNIFEM and Gender Laboratory IFAN/UCAD report author and date not specified.

2 See consultant reports: (i) Training workshop for local organs, women's organisations and civil society on monitoring and control of the budget from a gender perspective 12-14 October 2005, Nalini Burn, November 2005, (ii) Decentralised workshops for GRB capacity building at the level of local collectives Tivaouane 10-14 October 2006 and Rufisque 16-20 October 2006, Nalini Burn November 2006. One participant in focus group recalled participation.

3 Workshop report "Capacity building workshop on GRB for REFAE 26-28 November 2006" by Nalini Burn and Khady Ndao See p. 9 for list of materials provided. Five REFAE members interviewed, and Khady Ndao referred to workshop when interviewed by evaluation team

4 Mission reports written by Nalini Burn (September 2007, December 2007) available, with working groups and training workshops referred to by three staff of DAPS interviewed by evaluation team plus one participant in focus group.

5 GRB capacity-building workshop for the agriculture sector 21/22 April 2008, report by Nalini Burn May 2008.

In **October 2007**, UNIFEM organized a training workshop for **Members of Parliament**, comprising one day of awareness-raising for National Assembly members in general, followed by two days of training for members of the Parliamentary Finance Commission. The workshop was facilitated by the international consultant.⁶

In **May 2008**, UNIFEM funded a three-day **study visit to Morocco**,⁷ with 10 senior-level participants from the finance ministry (National Budget Directorate, General Planning Directorate, PRSP Monitoring Unit), agriculture ministry (DAPS and Adviser to Minister), parliamentary finance commission and UNIFEM GRB Programme coordinator to enable key Senegalese stakeholders to observe GRB experience in practice in Moroccan finance and sector ministries.⁸

In **October 2008**, UNIFEM supported a workshop to develop the agriculture sector's **Gender Report**.

6 "Report of meetings with Parliamentarians on GRB: Awareness raising day 03/10/07 and training for members of the Parliamentary Finance Commission 04/10/07 to 06/10/07" written by GRB Programme coordinator and international consultant, October 2007.

7 Visit report. The evaluation team interviewed 7 from a total of 10 participants.

8 Synthesis report: Study visit to Morocco: exchange of experiences and good practices on GRB 26 to 31 May 2008, report written by GRB Programme coordinator June 2008.

