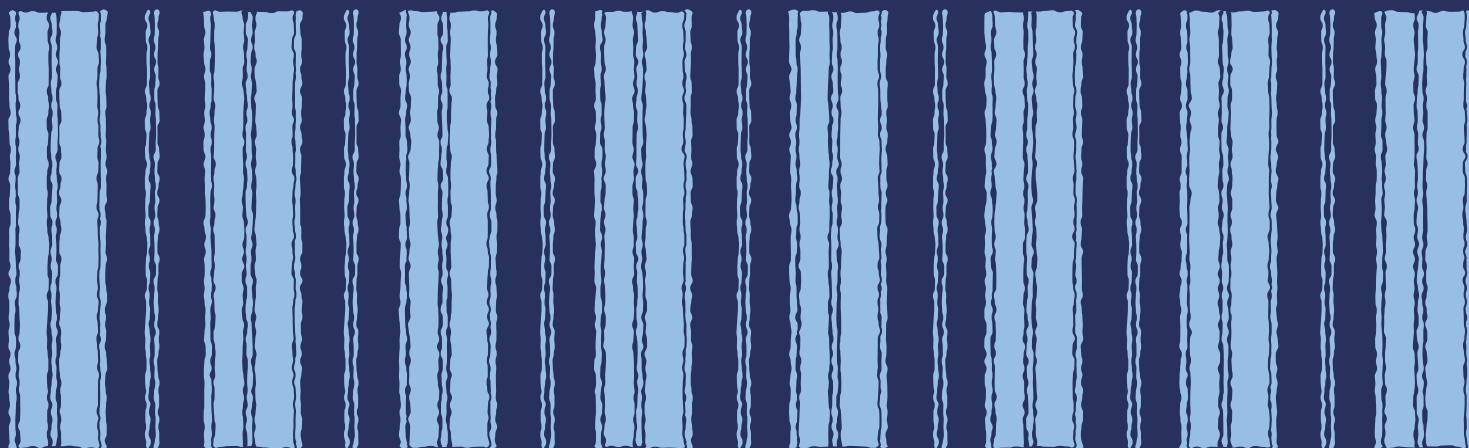


Evaluation Report

UNIFEM's Work on Gender-Responsive Budgeting



Gender-Responsive Budgeting Programme: Mozambique

Evaluation Unit
2009



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Disclaimer: The analysis and recommendations of this report do not necessarily reflect the views of the United Nations Development Fund for Women, its Executive Board or the United Nations Member States. This is an independent publication prepared for UNIFEM and reflects the views of its authors.

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Acronyms

BdePES	Annual Review of Economic and Social Plan
CeCaGe	Centre for Gender Studies and Coordination (at University of Eduardo Mondlane)
CNAM	National Council for the Advancement of Women
GCG	Gender Coordination Group
ISAP	Civil Service Training Institution
LOLE	Law on Local State Organs
MF	Ministry of Finance
MINT	Ministry of the Interior
MISAU	Ministry of Health
MMAS	Ministry of Women and Social Action
MPD	Ministry of Planning and Development
MTEF/CFMP	Medium-Term Expenditure Framework
OE	State Budget
OIIL	District Budget Allocation (block grant)
PAF/QAD	Performance Assessment Framework
PAP	Programme Aid Partnership
PES	Economic and Social Plan
PGEI	Gender Policy and Its Implementation Strategy
PNAM	National Plan for the Advancement of Women
PRSP/PARPA	Poverty Reduction Strategy Paper
SADC	Southern African Development Community
SIG	Special Interest Group
SISTAFE	Public Finance Management Reform Law
TGNP	Tanzania Gender Networking Programme

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 report documents findings and recommendations from the country assessment in Mozambique 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 Mozambique 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 Ecuador, Morocco and Senegal, the other three countries where UNIFEM's Global GRB Programme worked in Phase II.

² Note: The *Global GRB Programme: Phase II* is the Belgium-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 04 December 2008 to 12 December 2008 in Maputo by Karen Johnson (international consultant and evaluation team leader) and Basilio Zaquau (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 Mozambique.

A focus group meeting with those who had participated in UNIFEM-supported training during Phase II of the Global GRB Programme.

The two major limitations in the evaluation methodology were lack of comprehensive documentation for the full period of Phase II and lack of a systematic monitoring and evaluation framework and monitoring data for the programme.

Context and description of the programme

Phase II took place in a context of improving national policy commitments to gender equality, in the form of the National Plan for the Advancement of Women (PNAM) and the approval of the Gender Strategy and its Implementation Plan (PGEI). The macroeconomic policy context was shaped by a second Poverty Reduction Strategy Paper (PARPA II), a high level of coordination between government and donors and commitment to public finance management reform, formalised in the law for Public Finance Management Reform (SISTAFE). The institutional context shaped by increasing decentralization, defined in the Law

on Local State Organs (LOLE). A significant contextual change for the GRB Programme was the institutional separation of government planning and finance functions in 2004, forming the Ministry of Planning and Development (MPD) and Ministry of Finance (MF).

The GRB Programme sought to achieve **three outcomes**:

1. National budget processes and policies reflect gender equality principles in Mozambique
2. Priorities of poor women reflected in sectoral budget allocations for national programmes addressing poverty
3. Knowledge and learning on BRG facilitates replication of good practices and exchange of lessons learned

The implementation strategies were:

Technical capacity-building to enable **women’s organizations** to engage with government in PRSP consultation forums

Technical capacity-building workshops and seminars on GRB for technical and decision-making stakeholders from the **planning and finance ministries and health and interior sectors**, including support from 2007 to influence the gender-relevant content of budget formulation processes

From 2008, **technical support in two ministries** provided by planning and finance ministry staff to shape sector-level budget allocations addressing service provision for violence against women

Limited **support to development of gender budget analysis** by civil society actors and gender budget statements by government actors

Contacts with government were mediated through the National Council for the Advancement of Women (CNAM) and engagement at sector level was principally through staff with a gender remit

Until mid-2007, delivery of technical capacity-building support was through the Tanzanian Gender Networking Programme (TGNP), backed up by a Mozambican women’s network, Forum Mulher. In 2007, a national programme coordinator was appointed, and in 2008, staff from the planning and finance ministries were engaged to provide technical support to staff in the Health and Interior Ministries.

The programme was funded by the Belgian government and had an income totalling US\$535,606 from 2005 to 2007. It was managed by staff in the southern Africa Regional Office until mid-2006, followed by temporary cover in Maputo, and it had one full-time coordinator based in Mozambique from August 2007.

Main findings

The GRB Programme was highly relevant, maintaining a focus on the overarching framework for prioritising policy choices, the Poverty Reduction Strategy Paper (PRSP). The focus on violence against women was also relevant.

The main results achieved in relation to programme outcomes were:

Outcome 1
Inclusion of gender issues and indicators in the **second PRSP** and consistent reporting on gender in the formal PRSP review mechanism
Introduction of gender in the budget call circular letter, with more specific guidance in successive letters
Increased engagement by women’s organizations in a national mechanism for monitoring government progress on its policy commitments

Outcome 2
Specific budget allocations for institutional activities advancing gender equality in the pilot sectors of the Interior and Health
Health sector protocol and proposed budget allocations in the Ministry of the Interior to improve services for women who are victims of violence

Outcome 3

Limited activity to promote linkages and learning. A lack of monitoring data meant that the effectiveness of the GRB Bulletin could not be assessed.

The choice of institutional entry points with gender remits had mixed success. The National Council for the Advancement of Women (CNAM) was the GRB Programme's entry point. While they had an appropriate remit, they lacked profile and recognition within government, which limited the impact. Staff with gender remits such as gender focal points in sector ministries were highly effective in achieving results but did so by direct lobbying of the sectors' ministers. This indicates that commitment to change was not institutionalised in sectors' planning and finance functions. The programme had strong links with the Ministry of Planning and Development, where PRSP policy processes are managed but have weaker links with the finance ministry. Therefore, the gender focal point in the budget directorate remained weaker than those in the planning ministry, limiting synergies for building momentum for advancing gender goals in the two ministries. With reference to the PRSP monitoring and aid effectiveness coordination bodies that exist in Mozambique, the programme engaged strongly with the group with a gender remit. However, lack of engagement with the groups whose remit covered budget and public finance management reform meant that the programme did not influence these groups to take gender issues into account.

Capacity-building support and technical assistance were effective in contributing to achieving intended results in relation to changes in national budget processes and budget allocations, and an appropriate range of approaches was used. Engaging staff from the planning and finance ministries to support staff in the health and interior ministries was highly effective in contributing to results achieved and promoting interaction between sectors on service provision to women who were victims of violence. The evaluation team identified some early signs of sustainability, including the existence of an informal group of GRB trainers.

The programme coped with organizational change within UNIFEM and changing staffing. The programme had a mechanism for overall planning, review and reporting (annual plans, reports and Midterm review). However, a lack of monitoring information at the country level meant that this overall mechanism relied on information focused largely on activities carried out and perceptions of change. This meant that the programme could not assess or demonstrate the effectiveness of its approaches or make informed choices about prioritising its efforts.

Main recommendations

The programme should formalise its direct relationships with the planning ministry and sector ministries and develop a clearer relationship with the finance ministry.

The programme should ensure its continuing relevance through using CEDAW as a means to identifying women's priorities and analysing power relationships that enable or hinder women from claiming their rights.

The programme should support planning and finance functions and sector partners in assessing changes resulting from the inclusion of gender in the budget call circular and look again at the gender budget analysis element of the GRB Programme as this is a key component of the theory of change.

The programme should identify its engagement with the different actors responsible for leveraging accountability to gender equality, i.e. women's networks, parliamentarians and the national women's machinery, in terms of a human rights framework, rather than in terms of programme implementation and contract fulfilment.

The programme should engage with the budget and public finance management coordination groups related to aid effectiveness and PRSP/PARPA monitoring to increase

the profile of gender issues. This has the advantage of engaging through an additional channel, with people who are engaged in the detail of major reform processes and who have access to and influence over government decision makers in a different way from gender specialists.

1. Purpose of the evaluation

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 strategic because they provide knowledge on policy issues, programmatic approaches or cooperation modalities. This evaluation of UNIFEM's work on GRB is a corporate evaluation and 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. It 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 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 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 phase of the Global 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 Mozambique. 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 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 Mozambique 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 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 Mozambique, the Phase II Global GRB Programme 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 UNIFEM 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)?

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

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

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

The team carried out a **desk review** of documents provided by UNIFEM that covered corporate strategies and reporting on the GRB Programme. In Mozambique, documents included relevant national strategies and country-specific GRB Programme documents.

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.

Fieldwork was carried out from 04 December 2008 to 12 December 2008 in Maputo by Karen Johnson (international consultant and evaluation team leader) and Basilio Zaqueu (national consultant).

The principal tool used was 19 **semi-structured interviews** with 23 key stakeholders. Prior to the arrival of the international consultant in Maputo, 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. Most of these interviews took place face to face in Maputo, with both evaluators meeting with each interviewee. The initial interviews were carried out with staff from UNIFEM, from the women's network Forum Mulher and with government staff in the Ministry of Planning and Development. In some cases, interviewees suggested

other relevant stakeholders, and additional interviews were booked throughout the 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 had been produced by the implementing partner. The national consultant contacted participants by phone, and UNIFEM sent formal letters of invitation to those in government departments who required them. 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 UNIFEM offices, and UNIFEM staff provided logistical support (flip chart paper, pens, etc.) and refreshments for participants. 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 two major limitations in the evaluation methodology were:

- 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 that required data on incidence, rather than a simple monitoring of whether specified activities had taken place. This meant that the evaluation team had to rely on interviewees' recollections and opinions. The limitations of using this type of qualitative data were mitigated to some extent by triangulation of information and by acknowledging when different

perspectives about an issue, or chain of causality, were held by different stakeholders. However, lack of robust monitoring data remained a limitation for the evaluation.

The experience in Mozambique contributed to the development of the evaluation methodology in a number of ways. Criteria for identifying key informants were made clearer and articulated in detail in the overall guidance report. The standard format for recording interview notes was developed as a tool for analysing interview data. The objectives, agenda and methodology for the focus group meeting were refined. The list of potential prompt questions was developed, with questions made more specific and concrete.

Following the description of evaluation background, purpose, objectives and methodology, this report presents a summary of the context and a description of the GRB Programme in Mozambique, including the theory of change identified for the programme. Findings and analysis of results are organized, first, in relation to results and efforts made towards achieving them, categorised by evaluation criteria of relevance, effectiveness and sustainability and, second, in relation to how programming strategies (capacity-building, sector piloting, evidence-based advocacy and partnerships) contributed to change. Findings on the effectiveness of programme management are then presented. The final sections of the report identify the conclusions, lessons learned and recommendations arising from the findings and analysis.

4. Context of the programme

A brief summary is given here of the key features of the legal and policy contexts for advancing gender equality, the macroeconomic policy context and institutional change relevant to the GRB Programme.⁵ The policy framework for national development and for public sector reform informs GRB by establishing the framework for economic and social development priorities and the parameters within which budget processes can be expected to change. The legal and policy contexts for gender inform GRB with regard to the extent to which the potential for women's advancement and the principles of gender equality and women's empowerment are established. 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

Mozambique emerged from two decades of conflict to hold the country's first multiparty elections in 1994. Parliament comprises a single house, with 250 seats, and Mozambique has achieved more than 30 per cent representation of women in Parliament to date. Gender equality is recognised in the Constitution, and the state is signatory to all the major human rights conventions and has ratified CEDAW and the SADC Gender and Development Declaration plus its addendum on eradicating Violence against Women and Children. Mozambique submitted its first CEDAW report in 2007, with the Committee's recommendations focusing on increased resourcing for the national gender machinery, awareness-raising on the new Family Law and greater attention to ending violence against women and to increasing women's participation in decision-making. The Family Law was passed in 2004 after long delays, with some of its provisions protecting women's inheritance rights removed when the Bill

was presented to Parliament. Although commitments in CEDAW and the Constitution to gender equality have not been systematically translated into real changes in poor women's lives,⁶ at the highest political level, the appointment of the internationally respected finance minister, as Prime Minister has given a positive impetus to gender activism.⁷

Mozambique's Gender Policy and its Implementation Strategy (PGEI) were approved by the Council of Ministers in March 2006. The Gender Policy is operationalised through the National Plan for the Advancement of Women (PNAM). Gender Units and Gender focal points have been established and appointed, respectively, in all sectors at central, provincial and district levels, although these are yet to be institutionalised. The government has also established an advisory body, the National Council for the Advancement of Women (CNAM), coordinating the implementation of the gender policy.

Macroeconomic policy context

UNIFEM engaged in GRB from March 2003 in an environment where some work on equity budgeting, with a particular focus on children, had already been carried out by civil society organizations. The programme was initiated in a context of public sector reform and an environment of a highly aid dependent government with multiple donors, a number of whom were examining how they could operationalise the principles of the Paris Declaration, especially for greater alignment and harmonization of aid.⁸ Mozambique has a highly developed mechanism for coordinating

⁵ A more comprehensive description of the general context in Mozambique was produced in Stage 1 of the evaluation process, and a report is available (5 January 2009).

⁶ See www.hdrstats.org "Mozambique's GDI value, 0.373 should be compared to its HDI value of 0.384. Its GDI value is 97.1% of its HDI value. Out of the 156 countries with both HDI and GDI values, 135 countries have a better ratio than Mozambique's".

⁷ See Phase I Final Report, p. 69.

⁸ The G20 started as a group of seven donors committed from 2000 onwards to providing development assistance through increased use of direct budget support. See www.pap.org.mz section on PAP structure.

government, donor and civil society engagement with the Poverty Reduction Strategy Paper (PRSP/PARPA). Since 2004, donors have combined to sign a Memorandum of Understanding with the government for the provision of direct budget support, with 20 donors in the Programme Aid Partnership (PAP) in 2008.

The government placed a great emphasis on public finance management reform. The Public Finance Management Reform (SISTAFE) law was passed in 2002, leading to the creation of specific units providing capacity-building support (UTRAFE/UTRESP) and the provision of technical support to all sectors from the Ministry of Planning and Development (MPD) through allocation of focal points within MPD for each sector. SISTAFE was perceived as the means by which financial resources can be allocated and delivered in support of the PRSP/PARPA priorities, and donors had a coordinated approach to providing large-scale, long-term support to PFM reform. The government also invested heavily in supporting the development and roll-out of the electronic system, e-SISTAFE, which had core outputs related to budget execution, cash management and government accounting.

Institutional change relevant to GRB

The 2003 Law on Local State Organs (LOLE) is the main legal tool of decentralization and local development. LOLE introduced important structures for citizen participation in government at the most local level (Community Consultation Committees) and made provision from the 2007 budget onwards for disbursement of an element of the investment budget in the form of a block grant the District Budget Allocation (OIIL), for allocation by these local participatory consultative councils.

Following a change of president in 2004 elections, the Ministry of Planning and Finance was divided into two in early 2005, with a Ministry of Planning and Development (MPD) and a Ministry of Finance (MF) created. At the same time, the former Ministry of Coordination of Women and Social Action (MMCAS) became the Ministry of Women and Social Action (MMAS), bringing responsibility for implementation (as well as coordination) within its remit.

5. Description of the GRB Programme

This section describes the outcomes and outputs of the Mozambique log frame for Phase II of the GRB Programme. It provides an overview of Phase II activities and identifies the primary beneficiaries and key stakeholders. The second part of the section describes the theory of change that informed GRB Programme activities.

The GRB Programme in Mozambique developed a logical framework that was very similar to the log frame for the overall GRB Programme. For **Outcome 1, “National budget processes and policies reflect gender equality principles in Mozambique”**, outputs focused on (i) replicable models and tools for incorporating gender analysis in national budget processes, (ii) increased capacity in finance and sector ministries to apply gender-sensitive indicators and (iii) guidelines and engagement of women’s rights actors in advocacy and monitoring.

For **Outcome 2, “Priorities of poor women reflected in sectoral budget allocations for national programmes addressing poverty”**, outputs were defined as (i) expanded partnerships between civil society actors and (ii) development of capacity and instruments for budget tracking.

For **Outcome 3, “Knowledge and learning on gender-responsive budgeting facilitates replication of good practices and exchange of lessons learned”**, outputs were identical to the overall programme log frame, i.e. increased regional networking between GRB experts and between individuals in institutions using GRB as well as development of regionally replicable models for GRB processes.

The implementation strategy started in 2005 continued the approach used in Phase I. A Tanzanian civil society organization with an established GRB track record, the Tanzanian Gender Networking Programme (TGNP), was contracted for delivery of workshops, seminars and provi-

sion of technical assistance to ministry staff. TGNP was supported by a Mozambican women’s network, Forum Mulher, providing logistical support and local contacts. Some work on gender budget analysis was contracted to the pro-poor budget group, the Mozambican Debt Group (GMD). In 2008, staff members of the planning and finance ministries were engaged to provide long-term technical assistance to staff in the Health and Interior Ministries. In 2008, new links were developed with the national civil service training institution, ISAP, to coordinate provision of a workshop for provincial and sectoral senior decision makers, and initial contacts were made with academics at the University of Eduardo Mondlane to provide GRB training within the university.

The programme developed its links with decision makers responsible for national planning and finance processes primarily through the Ministry of Planning and Development (MPD). The programme also developed its sectoral engagement with the Ministries of Health and the Interior. The channel adopted for engagement with these sectors and central planning and finance ministries was through the newly created multisectoral coordination structure, the National Council for the Advancement of Women (CNAM), based in the Ministry of Women and Social Action (MMAS). Forum Mulher was the principal link through which the programme maintained engagement with civil society action on poverty reduction and promotion of gender objectives.

The primary targets of the programme were the staff of sector ministries, planning and finance ministries, the national women’s machinery and other actors responsible for ensuring accountability to achieving gender equality, in civil society organizations and in Parliament. The eventual beneficiaries of the programme were poor women, whose priorities would be better addressed in budget allocations and through gender-sensitive national policy formulation and budgeting processes.

Stakeholders, beyond the sectoral and finance ministries and civil society actors, included bilateral donors, in particular, Irish Aid and UN agencies, especially UNDP. Stakeholders were informed of programme achievements through the national mechanism for monitoring progress on implementation of the Poverty Reduction Strategy Paper (PRSP/PARPA), especially the Gender Coordination Group. The programme also created a specific Gender Special Interest Group, which included interested individuals from government, donor, academic and civil society actors.

The programme was funded by the Belgian government and had an income in Phase II of US\$147,345 in 2005, US\$243,261 in 2006 and US\$145,000 in 2007, totalling US\$535,606 over the 3 years. The programme management arrangements were that funding was sourced and reported on from UNIFEM's New York headquarters, with national level programme activities falling under the general responsibility of the Regional Programme Director for southern Africa. Phase II had funding to contract a full-time coordinator. Until 2006, UNIFEM had no staff in Mozambique. The UNIFEM focal point was a UNDP staff member based in UNDP's offices in Maputo. As UNIFEM began to establish a country office, a consultant was contracted to cover the GRB Programme in-country from mid-2006. From August 2007, there was one staff member for the GRB Programme in UNIFEM's Maputo office.

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).

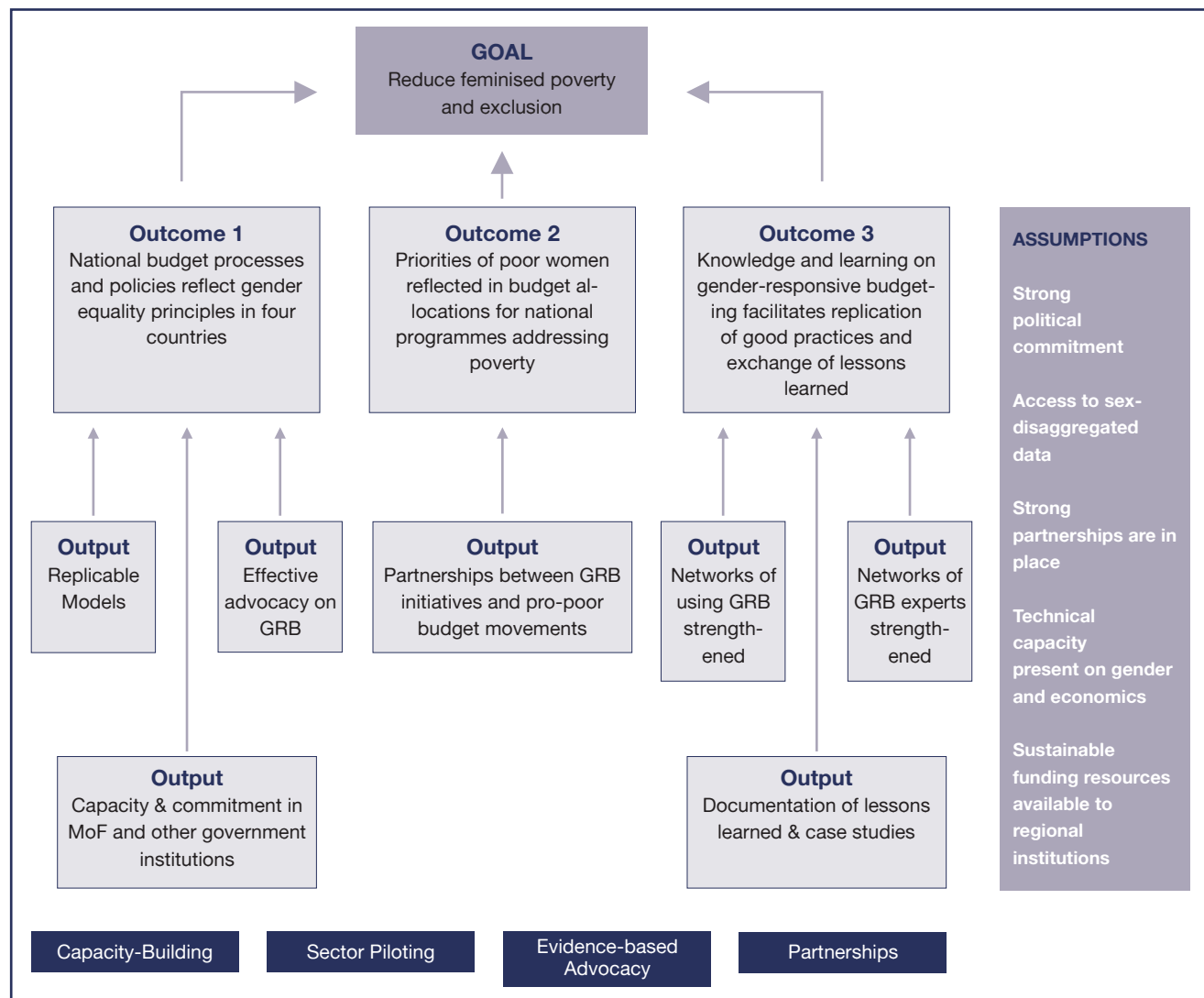


Diagram 5.1 - Model of GRB Programme Implementation

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 avail-

ability of sex-disaggregated data, the existence of strong partnerships and the presence of technical capacity on gender and economics.

In Mozambique, the programmatic logic at the outset of Phase II⁹ was set out in the context of participatory development of a second Poverty Reduction Strategy Paper (PARPA II) and consisted of two key elements:

Facilitating partnerships between the planning and finance ministry and women’s organizations to identify gaps in the gender-related content of PARPA II

Building capacity at central and sector levels and within civil society organizations to identify the resource allocations needed to address these gaps

The assumption was that these actions would result in review and monitoring of PARPA II from the perspective of gender equality, which would contribute to the overarching policy framework for addressing poverty giving a higher profile to gender concerns.

The strategies used to take forward these objectives were:

Technical support to the civil society national women’s network to increase their participation in the formal consultation mechanisms set up by government for PRSP consultation, specifically the annual Poverty Observatory and the Gender Coordination Group

Seminars and workshops for government and civil society stakeholders, delivered by a civil society organization with a proven track record on implementing GRB in a relevant context, in neighbouring Tanzania

Support to civil society analysis of national budget allocations, to inform advocacy

As Phase II progressed, the theory of change was adapted, in particular following the November 2006 Partners’ Meeting in Morocco. In the context of the public finance management reform process and moves towards

performance-based budgeting at sector level, the national budget formulation process and medium-term expenditure formulation process were each identified as entry points through which gender equality could be improved in PARPA II. The programme engaged with a wider range of decision makers, who shaped national and sectoral budget formulation processes and sector budget allocations. The key elements of the programme became:

Shifting from a focus on the content of PARPA II to a wider engagement with the aid effectiveness agenda.

With the planning and finance ministries, focusing on achieving change in national budgeting processes.

With the selected sectors of health and the interior, focusing on sectoral budgeting processes and specific budget allocations for sets of activities focused on service provision for women who were victims of violence.

The programmatic logic was that, with increased awareness, actors involved in forums for harmonising and aligning development assistance would advance gender equality issues in the overall policy process and with increased capacity, actors influencing budget processes and allocations would promote the provision of services addressing women’s needs and priorities.

The strategies used to take these objectives forward were:

Awareness-raising on gender-sensitive policy formulation and GRB in the forums created by the aid effectiveness agenda

A continued focus on the provision of technical support, workshops and seminars timed to fit with the budget cycle

Inclusion of long-term technical assistance provided by the planning and finance ministries, mainly to gender focal staff in the selected sector ministries, to develop gender-sensitive protocols, gender action plans and gender-responsive sector budget allocations

Limited support to gender budget statements for planning and finance ministry and sectoral staff and civil society analysis of national budget allocations

9 See first report to Belgian government, July 2005, p. 4.

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.

Here, relevance is reviewed in terms of the extent to which the UNIFEM team was able to identify appropriate strategic entry points and partnerships for promoting GRB, the challenges they faced in relation to the institutional context and the way women's priorities were identified. UNIFEM faced some challenges in establishing relevance, in particular, the lack of sex-disaggregated data at the sectoral level and major institutional change in the planning and finance functions of government.

Policy entry points

Overall, the primary focus of UNIFEM's GRB Programme was highly relevant in terms of making linkages to key national policy planning processes. Throughout Phase II, the programme maintained a consistent focus on the **PRSP/PARPA** as the guiding national policy planning document. This was in the context of a high level of national commitment to PARPA II. The policy planning horizon was 4 years (PARPA II, 2006-2009). The evaluation team found that opting for policy planning documents with a time-frame similar to the budget timescales (1 year, 3 years) focused people responsible for planning and for budgeting on the key gender issues. This increased

the potential for linkages between policy and budget processes, which strengthened the relevance of work in the policy area to work on budgets. The context of public finance management reform also meant that the GRB Programme was relevant, in particular with the national shift to performance-based budgeting introducing an explicit focus on the objectives of government programmes and resource allocations.

Institutional focus on planning and finance functions

The division of the Ministry of Planning and Finance into two ministries after an election in early 2005 caused disruption for the programme, as staff in the **Ministry of Planning and Development (MPD)** and **Ministry of Finance (MF)** separated and re-defined their roles and responsibilities. The programme's engagement with the PRSP/PARPA process meant that it linked directly with the policy function, led by Ministry of Planning and Development. Once policy formulation and budget formulation functions were de-linked into two ministries, the programme's engagement with MF was mediated through MPD. This did not affect the relevance of the programme to national moves to performance-based budgeting, which were led by MPD, rather than MF, meaning that the linkages formed to influence PARPA II also contributed to influencing the MTEF process. However, the evaluation team found that UNIFEM's limited links with the finance ministry reduced the potential effect of the GRB Programme in changing MF's institutional perception of the budget as a purely technical tool. Whilst the involvement of an MF staff member in providing technical assistance to sector ministries was extremely positive, one illustration of the programme's limited institutional links within MF was that the gender focal point in the Ministry of Finance National Directorate of the Budget (DNO) had participated in the Zambia meeting on aid effectiveness and gender but had not had gender training at any stage.

Linking with gender oversight mechanisms

The evaluation team also found that the programme's link with the government was through gender-focused institutional structures. This supported gender structures but at the expense of a direct link with more powerful bodies responsible for national planning and budgeting. The formal agreement for implementation of programme activities was signed between UNIFEM and the **National Council for the Advancement of Women (CNAM)** and was seen as a natural entry point for the programme. The programme engaged with sectors and central ministries through CNAM. This was a new body set up in 2004 under the National Plan for the Advancement of Women (PNAM) to be the oversight mechanism for gender equality. CNAM is a cross-government body chaired by the Minister of Ministry of Women and Social Action (MMAS), with other ministers as members. However, this remit was not fully established or known across government. At the time of this evaluation, both MPD and sectors engaged with the programme (Ministry of the Interior, Ministry of Health) proposed they should have direct formal agreements with UNIFEM for their GRB work, enabling technical staff both to justify their time spent on GRB-related activities to their bosses¹⁰ and to raise the profile of GRB within their institutions. This presents a dilemma for UNIFEM staff who want to support key gender institutions while recognising their limitations in progressing GRB activities.

In addition, CNAM was not fully informed about the work of the **Ministry of Women and Social Action (MMAS)**, the institution within which the CNAM secretariat sits. This meant that there was a gap in the programme's knowledge and communication with MMAS. This was illustrated by the example that the GRB Programme intended to support the development of a GRB training manual through MPD and was unaware that MMAS had already developed one independently,¹¹ with MPD involvement. On a positive note, UNIFEM ensured that they had a direct

relationship with the Minister of MMAS, as regional UNIFEM staff met with the Minister when on country visits. This resulted in the Minister's commitment to GRB,¹² facilitating a strategic positioning and support for GRB within the broader national policy framework as illustrated by a speech made to key staff in October 2008.

"Gender initiatives can only succeed when sufficient financial resources are allocated appropriately, taking into account the specific needs of the target groups, women and men and the situation of inequality that they face".

Minister of Women and Social Action, Speech made to Permanent Secretaries and National Directors of Planning, October 2008

Assessing issues and institutional linkages

Country-level programmes were not required to carry out a specific **situation analysis and needs assessment** for Phase II as it was assumed that results from Phase I of the programme informed decisions on priorities for the following phase. In addition, UNIFEM had access to various situation analyses being developed within Mozambique by government, donors and civil society organizations generated at the outset of the drafting process for the country's second PRSP and as part of the UN agencies' development of the UNDAF.

A needs assessment was carried out in 2003 as part of Phase I of the GRB Programme, which focused on **institutional linkages and gaps** for the GRB Programme¹³ but not on women's needs and priorities specifically. A range of sources provided **social, economic and political information** to the programme. UNIFEM states that the specific design of Phase II was informed by the planning

¹⁰ Comment in interview with MPD staff.

¹¹ See draft manual, produced by MMAS, titled "Guide for the introduction of gender in the State budget".

¹² See the Minister's opening remarks at the GRB workshop for Permanent Secretaries and National Directors (October 2008) Photocopy provided to evaluation team by GRB Coordinator.

¹³ See Global GRB Programme Phase I Final Report, "The assessment revealed that there were no linkages in implementing gender-responsive budgets, poverty reduction strategies, CCAs/UNDAFs and other macroeconomic processes. Other gaps identified included the lack of capacity by women's organizations and policy makers to implement gender-responsive budgets and absence of training materials and tools to implement and monitor gender-responsive budgets".

and finance ministry.¹⁴ Furthermore, staff from UNIFEM's regional office in southern Africa made several visits per year to Mozambique during Phase I and met with senior staff in the national women's machinery and the women's organizations leading on programme implementation, providing up-to-date information to the programme. This meant that the situation and needs analysis was well informed by the up-to-date analyses and opinions of government staff in planning and finance functions, sector ministries and the national women's machinery and by staff of civil society organizations with a particular focus on women's issues.

From this analysis, the focal issues of **unpaid care work** and **violence against women** were selected as programme priorities by programme staff and partners. A specific study carried out in Phase I¹⁵ identified the issue of unpaid care work, often as a result of HIV and AIDS and predominantly carried out by women, as a major issue for poor households in Mozambique. Mozambique's very high levels of HIV infection made this issue highly relevant. At the beginning of Phase II, this issue was abandoned due to the high level of donor commitment to it and complex aid modalities. The programme maintained the relevance of its health sector focus by turning to health sector-related issues for women who were victims of violence. The programme's civil society partner, Forum Mulher, also had an existing programme of work addressing violence against women, which was an organizational priority defined by the network's members. This decision was confirmed as highly relevant when CEDAW Committee's made comments to Mozambique's first report (2007), which included recommendations on ending violence against women. The issue of violence was also seen to be related to the issue of HIV and AIDS and therefore highly relevant in the context of a country in the regional epicentre of the global HIV and AIDS pandemic.

Key findings

PRSP focus was a strong policy entry point and was highly relevant because it identified and maintained a focus on Mozambique's key national process for tackling poverty, the poverty reduction strategy (PARPA II), for which there was high-level and broad commitment;

Working with the Ministry of Planning and Finance was appropriate but presented challenges when the Ministry split in 2005 into the Ministry of Planning and Development (MPD) and Ministry of Finance (MF). This meant that institutional links with the government's policy planning functions and the PRSP apparatus remained strong even in the face of institutional change. However, the programme did not strengthen its activities with the government's new separate finance function once it had separated from the policy planning function, which meant that its engagement with MF was mediated through MPD, and opportunities for creating institutional commitment to gender equality within MF were not developed;

Working with CNAM was institutionally appropriate but politically weak. The decision to link the programme with the newly created and therefore institutionally weak gender oversight mechanism (CNAM) reduced the direct influence of the programme on other parts of government. In addition, CNAM did not have the influence with the national women's machinery that were anticipated;

The situation and needs analysis was drawn using a wide range of local stakeholders. The identification of women's priorities using national stakeholders and two commissioned studies was appropriate. The selection of violence against women was later validated in the CEDAW reporting process.

¹⁴ See Global GRB Programme Phase I Final Report: "The Ministry (of Finance and Planning) has submitted a proposal on engendering budgets to UNIFEM which will form the basis of the work in Mozambique in phase II".

¹⁵ See Global GRB Programme Phase I Final Report, p. 70.

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.

Here effectiveness is reviewed in terms of the results achieved in relation to the outputs and outcomes outlined in section 5. The section looks at the challenges the programme faced in achieving those results and the ways in which the team 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 mitigated by triangulating information from different sources (and acknowledging when perceptions were different). There were also some challenges in interpreting the logical framework, in particular for Outcome 2, where the log frame output envisaged engagement through civil society actors, but practice revealed that results have been achieved principally through government actors.

Changes in national budget and policy processes¹⁶

The GRB Programme effectively achieved results in relation to output 1. In particular, it was successful in influencing the content of Mozambique's second **PRSP/PARPA** and of reporting on PARPA II implementation. The approved monitoring matrix for PARPA II, the Performance Assessment Framework (PAF/QAD), included two specific gender indicators under the heading of "cross-cutting themes".¹⁷ Key informants from both UNIFEM and the women's network, Forum Mulher, identified a specific

link between the inclusion of gender indicators and inputs made by TGNP through facilitation of an influential working session in May 2006 with technical staff of the Ministry of Planning and Development (MPD) involved in PRSP drafting.

For reporting on progress in PARPA II implementation, Mozambique has a highly developed and coordinated mechanism centred around two annual meetings, the Joint Review (April) and the Mid-Year Review (September) and reporting on the PAF/QAD indicators. The Aide Memoires of these Reviews from 2006 to 2008 consistently refer to GRB, reported under the cross-cutting theme of gender (see Annex 4). UNIFEM played an active role in the task force of the Gender Coordination Group (GCG), which forms part of the reporting mechanism for the Joint and Mid-Year Reviews and drafted the working group report in each review. UNIFEM's role in the GCG was therefore effective in influencing the content of the GCG reports in the review mechanism.

However, the programme was not effective in creating gender awareness in the budget working group or public finance management reform coordination group that formed part of the same PRSP reporting structure. Action to influence those groups was not identified, and in Aide Memoires the reports on budget and public finance management issues related to PARPA II implementation did not mention gender issues in any year, which is a missed opportunity.

Capacity and commitment in the Ministry of Finance¹⁸

The mention of gender in the budget call circular represented a significant result in relation to Output 2 of the programme log frame. In the programme's Midterm review (November 2006), **the budget call circular letter**

¹⁶ 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.

¹⁷ The two indicators are: (i) Gender Policy formally approved and implemented and (ii) PARPA II and Economic and Social Plan (PES) with a development index on gender.

¹⁸ 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.

was identified as an expression of commitment to mainstreaming gender concerns and to promoting gender-sensitive budget processes for the first time.

The evaluation team found clear commitments with regard to gender in the 2007 call circular letter (for budget year 2008) and greater clarity and progress on the quality in the 2008 call circular letter (for budget year 2009). Detail is provided in the boxes below.

Gender in the Call Circular Letter 2007

The 2007 letter (May 2007), providing guidance to sectors for the preparation of their 2008 budgets, includes three references to gender inequalities in framing the policy context¹⁹ and identifies activities that tackle gender inequality as one of the priorities guiding budget allocation decisions.²⁰ The four cross-cutting themes of the PRSP/PARPA, including gender, are identified as “fundamental aspects that the Economic and Social Plan must address”.²¹ For social sectors, proposed goals must be framed in a gender perspective, i.e. “direct and indirect impact on women”.²² There is also an explanation of what integrating gender in policies, planning and programmes means, i.e. “integrating the needs of men and women in the formulation, implementation, monitoring and evaluation of plans and programmes in all areas; political, economic, religious and social so that women and men have equal benefits and that inequality is not perpetuated”.²³

Gender in the Call Circular Letter 2008

The 2008 letter (May 2008), for preparation of 2009 sector budgets, in addition to continuing the policy references, i.e. PRSP/PARPA and government’s five year plan (PQG) plus reference to social sectors, adds a reference to “activities that empower women’s capacity” in activities supporting rural populations in the areas of job creation, income generation and food production.²⁴ In guidance to social sectors, the 2008 letter makes specific mention of gender equality in organizational and institutional activities²⁵ and provides more explicit guidance in the section on cross-cutting issues, highlighting that “the principle of integration (of cross cutting issues, including gender) presupposes the allocation of resources” and clarifies that this does not mean additional resources, but that the sector’s existing resources must include allocations that contribute to progress in the cross-cutting themes. For the first time, the letter states that “the cross-cutting issue of gender merits specific attention”, as inequalities and women’s limited participation in decision-making impede progress in relation to HIV/AIDS, food security, environment and rural development.²⁶ Also, for the first time, the importance of allocating resources to activities relevant to the cross-cutting issues is included in the section providing guidance on budget preparation.²⁷

19 See “Guidelines for the elaboration of proposals for the Economic and Social Plan and State Budget” Ministry of Planning and Development and Ministry of Finance May 2007 section 1, “Introduction”.

20 Ibid section 2 “Priorities in the allocation of public resources”.

21 Ibid section 3.3.1.

22 Ibid section 3.3.3.2.

23 Ibid section 3.3.3.3.

24 Guidelines for the elaboration of proposals for the Economic and Social Plan and State Budget” Ministry of Planning and Development and Ministry of Finance May 2008, section 1 “Introduction”.

25 Ibid section 3.3.3.2.

26 Ibid section 3.3.3.3.

27 Ibid section 3.4.

MPD staff said that they became committed to including gender issues in the call circular letter through their participation in GRB workshops organized by UNIFEM. In particular, one senior MPD technical staff member, who was involved as a GRB facilitator, made specific inputs into the drafting of the call circular letter. The programme contributed directly to the clarification of the content of the 2008 letter through providing an opportunity for analysis of the 2007 letter in a workshop facilitated by TGNP in May 2007, shortly after the call circular letter had been circulated. This workshop gave MPD staff the opportunity to see how those working in sectors interpreted the gender guidance as they were developing their budget submissions. MPD staff were then able to apply this learning to the development of the subsequent year's call circular letter.²⁸ The May 2007 workshop was partially financed by the Ministry of Planning and Development,²⁹ which the evaluation team assessed to be an indication of commitment to GRB.

The evaluation team found that institutional commitment was demonstrated by the planning and finance ministries not only in the clear evolution of the gender content of the budget call circular letter, but also in engaging in a formal arrangement with UNIFEM to make staff available to provide technical support to the sectors of the Interior and Health, to support sector-level work addressing violence against women (see section "Changes in budget allocations and analysis" below). Three staff from the planning and finance ministries also formed part of the informal group of GRB trainers and were keen to see a formal agreement between UNIFEM and each institution (see section 6.3 below).

Engagement of civil society and parliamentarians³⁰

The programme achieved significant results in relation to women's rights groups. In particular, **Forum Mulher** increased the number of its members participating in the annual, formal consultation between government, civil society and development partners, the Poverty Observatory/ Development Observatory.³¹ The group was therefore able to broaden its engagement with national policy issues beyond policy with a specific gender focus. The women's network gained the capacity to participate in the Poverty Observatory through being contracted as an implementing partner for capacity-building activities carried out by the GRB Programme in both Phases I and II. This was important in terms of achievements from a rights-based perspective, recognising the role of advocates for women's priorities.

The programme also widened the type of CSOs engaging with these key national consultation processes, providing them with insights into national policy processes. Specifically, Nhamai, a national NGO providing support to women survivors of violence, participated in the 2007 Mid-Year Review and gained access to the government/donor/CSO Gender Coordination Group through UNIFEM's recommendation. UNIFEM also supported Forum Mulher in developing the role of NAFEZA, the association of women's organizations in Zambesia, which became an influential CSO at provincial level during Phase II.³²

28 Information given in interview with MPD staff involved in drafting the call circular letter.

29 See fifth report to Belgian government.

30 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.

31 The report of the May 2004 Poverty Observatory lists one representative from Forum Mulher. The report of the February 2007 Poverty Observatory lists seven Forum Mulher participants. (Note: The Poverty Observatory was renamed as the Development Observatory from 2008.) See www.od.gov.mz

32 Information provided in interviews with Forum Mulher and UNIFEM.

Changes in budget allocations and analysis³³

The programme contributed to specific changes in budget allocations for services for women being proposed by the Ministry of the Interior. Both the interior and health sectors made budget allocations for institutional activities advancing gender equality. Although little concrete progress was made in gender budget analysis, there was increased enthusiasm for gender budget statements.

In Phase II, UNIFEM supported the provision of 7 months of (almost) full-time technical support, with **technical assistants** contracted, in their individual capacity, from the Ministry of Planning and Development (for MINT) and Ministry of Finance (for MISAU) to the Ministry of the Interior (MINT) and the Ministry of Health (MISAU). The assistants worked with the gender focal point, gender unit and sector planning and finance departments to link gender issues and sector planning and budgeting.

In October 2008, a significant advance in institutionalising services for women and children was made when the **Ministry of the Interior** (MINT) formalised staffing in special units at police stations, providing services for women and children who were victims of violence. This included a budget allocation for permanent staff costs in the sector 2009 budget submission.³⁴ The sector's budget submission for 2009 also included uniforms for police-women, awareness-raising campaigns to encourage more women to apply to the police service (in order to reach a 30 per cent target) and scholarships to enable women to undertake specialist courses of study to enable them to make the transition from administration to front-line duties and decision-making positions.

In MINT, the gender focal point achieved success in changing the sector budget submission for 2009 through lobbying to ensure that gender issues were an agenda item in the October 2008 *Conselho Coordenador*, the twice-yearly decision-making forum for each sector, where staff from district, provincial and national levels meet for several days. In that forum, the Minister decided that specific activities would be included in the budget-submission, overriding the planning and finance department. The gender focal point did not know whether the Minister was directly influenced by awareness of CEDAW Committee recommendations, to give greater attention to ending violence against women, but did identify him as being committed to gender equality.

In the **Ministry of Health**, the Gender Unit was successful in achieving a sector budget allocation to run gender training sessions for staff responsible for planning, i.e. department heads, section heads, Provincial Directors and provincial Chief Doctors (Medicos Cefes). The sector also developed a health protocol for women who are victims of violence, an area of service provision that had not previously been addressed. Gender Unit staff thought it likely that the identification of the specific support that women needed following assaults would increase the number of women who were willing to use health services when they had been attacked.

"I used to think that the sector was doing its job if we thought about improving health posts and health staff. Now I realise that I need to think about all the women who don't use health services – we have as much responsibility to them as to the women who do manage to make use of our services".

Head of Gender Unit, MISAU

Although the programme supported a pro-poor budget group, the Mozambican Debt Group (GMD) to carry out gender budget analysis, limited progress was made. Successive Aide Memoires of Joint Reviews noted that two technical constraints impede **gender budget analysis** in

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 Although the Minister's decision to formalise the creation of permanent posts for staff at special units in police stations providing services to women and children who report criminal violence against them was a major victory, the officialisation of the special units was not accepted. This means that staffing costs were formally included in the sector budget submission, but no capital or recurrent costs for the units were included.

Mozambique, i.e. the structure of the budget classifiers³⁵ and the lack of sex-disaggregated data at the sector level. In order to promote **gender budget statements**, the programme ran two working sessions (May 2007) for senior and mid-level staff of the planning, finance and sector ministries and national women's machinery to examine different models of gender budget statement. The Ministry of the Interior staff who participated in the working sessions made a commitment (May 2007) to develop a gender budget statement for 2008,³⁶ although this did not happen in practice. In the opinion of the gender focal point, this was due to lack of technical capacity and to the prioritization of budget formulation activities.

Linkages and learning³⁷

The GRB Programme only initiated limited activities in relation to this outcome.

A significant, systematic activity was that UNIFEM produced a twice-yearly **GRB bulletin**.³⁸ An assessment of how and by whom the bulletin was used would have added value to ensuring the bulletin's relevance and effectiveness, but unfortunately this did not happen. However, the evaluation team agreed with the programme's judgement that moving from producing the bulletin in English, posted to TGNP's website, to producing the bulletin in English and Portuguese, posted to Forum Mulher's website, was likely to have made it more effective.

The evaluation team found that the staff member from the National Council for the Advancement of Women (CNAM) frequently participated in regional and subregional meetings. She reported that she used these as opportunities

35 Pilot initiatives applying performance-based budget classifiers have been introduced for programmes in the education, agricultural and roads sectors as part of the public finance management reform programme.

36 See sixth report to Belgian government.

37 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.

38 For an example, see Bulletin Number 4, included as Annex 4 in the sixth report to the Belgian government (April 2008).

to speak about GRB. However, her participation in these meetings did not form part of the GRB Programme, the content of her interventions was not followed by the programme and, whilst she had extensive informal networks with gender activists, she did not regard this as a systematic network of GRB experts.

In 2007, a Gender Special Interest Group (SIG) was established, comprising representatives from key programme partners. This was primarily intended to act as a steering group for the programme, but also to serve as a channel for information dissemination through electronic sharing of information. However, key partners interviewed referred to their informal interactions, rather than any systematic communication through this electronic sharing of information, with these interactions being focused nationally, rather than regionally.

Key findings

Results that can be linked to outputs or outcomes in the GRB Programme log frame were:

Inclusion of gender issues and indicators in the second PRSP and consistent reporting on gender in the country's formal PRSP review mechanism;

The introduction and yearly inclusion of gender issues in **two budget call circular letters** (2007 and 2008), with greater clarity in the specific direction provided in 2008 letter;

Increased engagement with national policy governance structures by the **women's network** involved in implementation of the GRB Programme and other CSOs;

Budget allocations for institutional activities advancing gender equality in both The Ministry of Health and Ministry of the Interior;

Development of a health protocol and the proposed allocation of interior ministry resources to formalise staffing providing specific services to women who are victims of violence.

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

Absence of linkages with the groups within the PRSP reporting mechanism that held the remits for the budget and for public finance management reform.

Budget classifiers being a constraint. They were based on inputs rather than outputs and lacked sex-disaggregated data at the sector level, limiting gender budget analysis.

Limited activity to promote linkages and learning. A lack of monitoring information meant that the effectiveness of the GRB Bulletin 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, sustainability is reviewed in terms of the extent to which the UNIFEM Programme put in place the partnerships and procedures to enable continued work on GRB after the lifetime of the programme and whether it acted as a catalyst for independent action on GRB. The difficulties faced by the evaluation team in applying this criterion relate to the innovative nature of the programme, with the UNIFEM country team experimenting to find out what worked. These changes in approaches were potentially constructive but meant that evaluation of sustainability focused on identifying activities that were still in relatively early stages during the life cycle of the programme and making assumptions on indications of potential sustainability.

Workshops and trainers as early signs of sustainability

The evaluation team found examples of activities taking place, funded from beyond the GRB Programme, which involved actors who had begun their engagement with GRB in the UNIFEM Programme and continued their

engagement through other diverse channels. These were assessed as being an indication of the potential sustainability of GRB in-country. All the examples identified during this evaluation related to **capacity-building**.

The specific examples of workshops, listed below, all used funding from Irish Aid:

In 2007, GRB was included in a national seminar titled, “Aid Effectiveness and Gender Equality in Mozambique”, and in 2008, a provincial-level training event for all provincial planners in Niassa, with facilitation provided by UNIFEM and MPD staff.

The National Council for the Advancement of Women (CNAM) supported sector ministries-run seminars on gender equality. For example, a December 2008 gender training for staff of the Ministry of Science and Technology (MCT), including a session on GRB.

Forum Mulher responded to requests, sometimes as a session forming part of more general gender training, sometimes as a specific event, e.g. a “mini-talk” to the Institute of Auditors.

People who had participated or been involved in the delivery of GRB training had developed into an **informal network** of trainers. All held jobs where GRB was relevant to their work responsibilities—within MPD, MF, MMAS, CNAM or gender units of sector ministries (MISAU, MINT) or worked as consultants or academics with a focus on gender. Members of this informal group facilitated in the 2007 Irish Aid/UNIFEM seminar on gender and aid effectiveness and were contracted by the national civil service training institution (ISAP) as facilitators for the 2008 training of Permanent Secretaries, National Directors and planners.³⁹ The evaluation team found that recognition of this informal group was a signal of potential sustainability⁴⁰ whilst noting that members of the informal group

³⁹ Some of these individuals were also contracted in Phase I by TGNP as workshop facilitators or to revise GRB training materials. See Phase I final report.

⁴⁰ Key informants were consistent in naming the same individuals when asked to identify members of this informal group of trainers.

thought that ongoing, systematic support from UNIFEM would increase the likelihood of their training activities being sustainable.

Partners' strategic aims as early signs of sustainability

The evaluation team also found that Forum Mulher was discussing inclusion of GRB as a key objective in their strategic plan, being revised in 2008-2009. Although a decision had not been made at the time of this evaluation, the evaluation team assessed that this institutional formalization of GRB in Forum Mulher's own plan was an indication of the sustainability of the work the organization had carried out whilst subcontracted to UNIFEM. The signing in 2008 of a MoU with UEM to include GRB training for staff and conduct gender analysis of the institution's budget (with UNIFEM providing an opportunity for training two staff members in Tanzania) is also an indication of potential sustainability.

Key findings

Workshops and the evolution of an informal group of known GRB trainers, as well as the signing of an MoU with a major academic institution, show early, modest indications of potential for sustainability of action to advance GRB;

National women's network had been involved in implementation of the GRB Programme and was debating the **possible inclusion of GRB as an objective** in the strategic plan.

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

The evaluation team found that the approach to capacity-building evolved in a way consistent with the programme's theory of change. This was evidenced in changes in the target audiences of capacity-building and changes in the timing of capacity-building activities.

Evolving capacity-building in line with the theory of change

The initial target audiences of awareness-raising (in Phase I) were gender focal points based in social sector ministries and staff of the national women's machinery. In Phase II, capacity-building activities began to include technical staff from MPD and MF, recognising the importance of engaging with staff who held decision-making roles in relation to policy and budget formulation. At the sector level, capacity-building focused on sector planning and finance technical officers, although gender focal points continued to be a target audience for capacity-building.

In 2008, **Permanent Secretaries National Directors of Planning** at the central level were trained, recognising the importance of their decision-making roles at different territorial levels and across whole sectors.⁴¹ UNIFEM staff said that these changes were made as the programme learned more about which actors could effect change. Staff in the health ministry Gender Unit said that they had contributed to this programmatic learning through discussions with UNIFEM staff.

From analysis of the dates and topics for working sessions, the evaluation team found that the timing of capacity-building activities did fit with national planning and budgeting cycles as specified in the theory of change for Phase II. Examples include the May 2007 working sessions for sector planning and finance staff examining the budget call circular letter, the October 2006 working session with parliamentarians, at the time of year when they are required to comment on the government's budget submission and technical assistance provided to staff directly involved in PARPA II drafting that led to direct results in terms of the PRSP/PARPA indicators.⁴²

Adapting approaches to engage different audiences

The evaluation team also found that the programme developed a range of approaches to ensuring that intended target audiences were reached. This involved using different actors to set up and deliver training as Phase II progressed.

41 Technical staff interviewed by the evaluation team commented that they faced the challenge that their managers did not understand the principles of GRB and therefore took decisions on budget priorities that were not informed by a gender-responsive approach to the budget.

42 All stakeholders asked about timing of capacity-building activities said that timing had been appropriate. This was an interesting finding, as it was different from the finding in the Mozambique Midterm review that, at that earlier stage in programme implementation, the "bunching" of capacity-building events resulting in a stop-start approach. See Mozambique Midterm review, p. 13.

A key actor in the Ministry of Planning and Development, who became an important GRB trainer, commented that she learned about gender issues by training others, for example, when finding ways to explain the importance of a gender perspective to provincial-level sector staff. She said that the key points were to convince people that gender awareness was an integral part of their role and that gender-sensitive activities were not an “add-on” in sector plans and budgets.

The approach to involving staff from the **Ministry of Planning and Development** and **Ministry of Finance** was twofold. Technical officers were included as participants in working sessions or workshops. However, more senior technical staff were engaged as facilitators for specific technical sessions in workshops (e.g. explaining the national policy and budget planning cycle). This approach was useful in ensuring the engagement of staff at different levels of seniority, recognising that more senior staff would be more likely to engage in a training event if requested to make specific contributions to the workshop's delivery. Senior staff, beyond the planning and finance functions, i.e. Permanent Secretaries, National Directors of Planning, were mobilised to participate in a training event through the national civil service training institution, ISAP. The remit of ISAP as a government training institution made it easy to mobilise the intended target group, drawing on its credibility in the eyes of senior public functionaries.

However, the evaluation team also found that the civil society organization that had set up training until mid-2007, **Forum Mulher**, had successfully overcome the challenge they faced when the programme moved to training staff from planning and finance departments in sector ministries and staff in central coordinating ministries. This had been a learning process, as Forum Mulher's existing links were with technical staff responsible for gender and with social ministries. The challenge was addressed by networking and investment of large amounts of time following up participants who were invited to workshops, combined with the organization's increasing capacity to engage in

discussion of the technical content of GRB, not only the logistical arrangements. This increasing technical capacity was, in turn, a benefit for the women's network.

The approach to capacity-building also drew on **regional relationships**, in Tanzania, to deliver capacity-building events. In late 2008, TGNP was contracted to train potential GRB trainers in a ten-day visit to Tanzania. At the time of this evaluation, no follow-up evaluation of the effectiveness of the training had been carried out. However, two participants in the focus group who had been trained in Tanzania⁴³ reported that the training was useful, although they would have welcomed more guidance on practical action that should be taken within sectors in order to advance GRB.

Developing training materials

The evaluation team found that **materials** used in workshop evolved during Phase II. The manual used in a Training of Trainers workshop in Phase I (October 2003) was a direct translation of an existing TGNP manual. In Phase II, the individuals who formed part of the informal group of trainers each developed training materials to the Mozambican context depending on their specific area of expertise in relation to GRB, for example, using slides showing the Mozambique policy planning and budget cycle. The programme did not establish a mechanism that would have provided support to ensuring the consistency and quality of the independent activities carried out by different actors, which would have been valuable. In particular, a number of examples were provided of interventions in seminars, workshops and other meetings that members of the informal group of trainers characterised as “GRB training”. However, materials were not held in a central point, monitoring of training was not carried out and follow-up of how participants used this training was not undertaken. The evaluation team found that, although workshop reports were produced, these did not enable

43 Academic staff from CeCaGe at the University of Eduardo Mondlane who were becoming engaged with studies to support gender budget analysis in 2009.

sufficient assessment of the effectiveness of training. Records of participants were available but had not been analysed in terms of patterns of participation, nor had they been used to carry out follow-up assessments of whether and how those trained applied their learning.

Key findings

Capacity-building approaches evolved during Phase II, in line with the theory of change, in a positive shift to include government planning and finance staff and timing activities to fit with the budget cycle;

Approaches were inclusive and appropriate. The programme was effective in using different approaches to reach different target audiences, including involving senior staff as facilitators and using the civil service training institution and regional civil society contacts to deliver training;

However, **lack of a coordinated approach** to assembling training materials and lack of assessment of the results of training reduced opportunities for improving capacity-building activities.

7.2 Sector piloting

The evaluation team found that the choice of issues addressed in sector piloting was relevant to women's priorities and that the programme had adapted its choice of issues appropriately during Phase II in light of experience gained about the practical constraints of implementing GRB. This section outlines a range of tactics developed to achieve change.

Coherence in programme focus

In Phase I, the programme had engaged with two issues at sector level: violence against women and the gendered dimensions of unpaid care work in the context of the HIV and AIDS pandemic. During Phase II, it was decided that there was complementarity between the focus of the sector pilot work underway in MINT, addressing violence against women, and the health sector. This led to the

focus of health sector work becoming the provision of health-related services for victims of violence plus linkages, in particular, with police and judicial services, which brought greater coherence to the programme's approach across the two sectors.

Lobbying the Minister

In each sector, Ministry of the Interior and Health results were achieved through direct influence on the sector's minister by staff responsible for advancing gender issues,⁴⁴ who had gained capacity through long-term support from the seconded technical assistants provided by the programme. The programme supported MINT, MISAU and Forum Mulher to produce an **Issues Paper** on violence against women and long-term technical assistance from MPD, facilitated through the programme, focused on enabling the MINT gender focal point to develop a **costed Gender Plan** to make institutional provisions within the sector more gender-sensitive. The Issues Paper raised awareness about violence against women, making it easier to advocate for budget allocations for services for women and children who were victims of violence. The costed Gender Plan meant that the gender focal point presented cohesive, costed proposals to colleagues in the sector planning forum (Conselho Coordenador). Both approaches (Issues Paper and costed Gender Plan) were effective, in that staffing was formalised for Special Units at police stations, and the institutionally focused activities approved for inclusion in the 2009 budget submission (uniforms, publicity, scholarships) formed a part of the activities proposed in the Gender Plan.

Long-term technical assistance

UNIFEM's formal arrangement for technical assistance to be provided by MPD/MF was a significant factor in achieving these results through a sector piloting approach. As reported above (section 6.2), the gender focal point in the Ministry of the Interior (MINT) used the route of presenting the Gender Plan at the annual sector plan-

44 MISAU had a Gender Unit established, reporting directly to the Minister. MINT had a gender focal point in the newly created Department of Women and Children.

ning forum (Conselho Coordenador). This was because she had not been able to convince the sector planning and finance department to make budget provision in the 2009 budget submission. However, Gender Unit staff in MISAU did not report this resistance from planning and finance staff in the health sector. In the health sector, staff whose remit involved some engagement with planning and budgeting (e.g. health sector department heads, section heads, Provincial Directors and provincial Chief Doctors [Medicos Chefes]) were reported to be enthusiastic about capacity-building support provided by the long-term technical assistants because, despite being responsible for contributing to development of the sector plan and budget, they had never had any form of training in planning and budgeting.

"2008 was a great year for us. It was a major victory to have ongoing technical assistance provided by planning and finance ministry staff. Workshops are fine – but people need longer term support to work out how to apply the content of those workshops to their jobs".

Head of the Gender Unit, MISAU

The evaluation team found that **staff with gender remits** in both MINT and MISAU reported that they had learned as a result of their engagement with the GRB Programme, in the case of MINT, realising that budgeting issues were highly relevant and, in the case of MISAU, recognising that the sector's remit included non-service users as well as service users. This learning contributed to changes in each sector, evidenced in the case of MINT through changed budget allocations and in MISAU, through the development of a health protocol for women who are victims of violence, an area of service provision that had not previously been addressed. The evaluation team also found that the cross-sectoral interaction between the Ministry of Health and Ministry of the Interior around developing support for women who were victims of violence was in part facilitated by the two technical assistants who knew each other as colleagues from the former Ministry of Planning and Finance and on occasion stood in for each other in providing advice to each sector. This interaction between gender focal staff in the two ministries was

significant in enabling new initiatives to be driven forward, especially the development of a health protocol for women who were victims of violence.

"I used to prepare a list of activities and submit them to the planning and finance department, then wait to see what I was allocated. Now I know that activities need to have costs associated with them and that I can engage with decisions on budget allocations".

Gender focal point, MINT

Contribution to performance-based budgeting

UNIFEM staff reported that a significant motivation for planning and finance staff to engage in the provision of technical assistance in the GRB Programme was the opportunity this provided to interact with sector staff on the national move to performance-based budgeting. This included recognition of the importance of gender-sensitive indicators. The programme included training on gender-sensitive indicators in a workshop in May 2006, and sector-level technical assistance included some work on drafting possible indicators. The **MISAU Gender Unit** also continued to emphasise the importance of sex-disaggregated data for the health sector,⁴⁵ and workshop participants identified lack of sex-disaggregated data as a key constraint in a 2007 workshop, which included a half-day GRB session provided by MPD. In 2008, the Minister of Health announced a decision to define sex-disaggregated sectoral-level data by December 2009, with data collection to begin in 2010.

Key findings

The programme successfully identified **synergies between the two sectors** that were the focus of sector-level piloting, addressing service provision for women who were victims of violence.

45 Health-related sex-disaggregated data are available at the facility level but not collated at the national level. Sex-disaggregated data are only available in periodic national surveys, such as the Demographic and Health Survey or HIV/AIDS surveillance. The Gender Unit reported that the issue of improving sex-disaggregated data has been on the sector's agenda for 10 years.

Results were achieved through direct influence on the sectors' ministers by staff responsible for advancing gender issues that will effectively indicate that commitment was not institutionalised.

Long-term technical assistance was effective, provided by staff of the planning and finance Ministries were key to increasing capacity of staff in each sector and contributed to the changes that were achieved.

Planning and finance staff were motivated to provide this technical assistance because it enabled them to engage with sectors on moves to performance-based budgeting.

The health sector made progress towards developing **sector-level sex-disaggregated data**, but the evaluation team could not evidence casual links between the programme and these proposed improvements.

7.3 Evidence-based advocacy

The evaluation team found that the programme carried out a number of activities that contributed to evidence-based advocacy. However, these were not linked in a clear strategy that identified how evidence and messages would be developed through a range of actors whose remit included leveraging accountability to gender equality and how a set of channels would be identified through which advocacy messages could be promoted.

Advocacy links with the national women's network

The theory of change for Phase II identified women's organizations and pro-poor budget groups as important actors in leveraging accountability for gender equality in different stages of policy and budget formulation, implementation and tracking. This recognised the participation of civil society actors as a key element of a rights-based approach.

In terms of identifying advocacy priorities from a gender perspective, the evaluation team found that the programme had initially used its engagement with **Forum Mulher**, as an implementing partner, to ensure access to

civil society channels representing poor women's interests. This contributed, for example, to identifying violence against women as an area of engagement. However, at the time of this evaluation, Forum Mulher reported that their implementation role had ended in 2007 and that UNIFEM had not clarified how it saw a relationship focused on advocacy being framed.

Gender budget analysis for advocacy

In terms of identifying advocacy priorities related to budget allocations, the evaluation team found that the programme did not establish a systematic and ongoing approach to gender budget analysis. The Midterm review report specifies that gender budget statements were seen as an advocacy tool,⁴⁶ and the programme ran workshops specifically to develop the necessary capacity. In 2007, UNIFEM also had links with the leading pro-poor budget group, the Mozambican Debt Group (GMD), through a memorandum of understanding, agreeing support to a set of specific activities related to gender budget analysis. However, UNIFEM did not include the Mozambican Debt Group (GMD) or work on budget analysis in its 2008 workplan. Based on their interpretation of discussions with UNIFEM staff, GMD attributed the change to a shift in priorities away from support for budget analysis activities.⁴⁷

The challenges in terms of gender budget statements and identifying the indicators, budget classifiers and data that would enable analysis of gendered objectives of sector plans and budgets in part reflected the context in Mozambique, in relation to the introduction of budget classifiers and availability of sex-disaggregated data. However, the theory of change, which identified the importance of pro-poor budget advocates (in promoting the importance of

⁴⁶ "The MTR endorses the need to develop a brochure explaining the whys and how tos of developing a Gender Budget Statement to make this into a replicable tool. However, it is critical to be clear that the GBS is an advocacy tool and not a budget tracking tool and as such the development of a GBS brochure cannot take the place of the budget tracking tools foreseen in the prodoc". See Mozambique Midterm review report, December 2006.

⁴⁷ GMD specifically cited discussions with a technical adviser based at the regional level who was contracted in 2007 and held meetings with GMD, in which GMD staff understood UNIFEM to be focusing on capacity-building.

budget analysis and advocating for indicators and data to become available), was not adequately taken into account when deciding to shift the programme's engagement away from GMD.

In 2008, the programme supported a team from MPD to conduct a gender analysis of budget allocations and expenditures in MINT and MISAU. The objective of the work was not only to track the trend of allocations and expenditures but also to develop a methodological approach to gender budget analysis in the current context (of line item budgeting of inputs, rather than programme budgeting). The programme intended to continue work on gender budget analysis, making links with a newly formed gender group within a major, national academic institution, the Centre for Gender Studies and Coordination (CeCaGe) at the University of Eduardo Mondlane, with plans to commission specific studies that would provide evidence to be used in future advocacy.

Advocacy channels through PRSP/PARPA coordination mechanisms

In terms of establishing channels through which advocacy messages could be promoted, the evaluation team found that the programme had achieved success in engaging with the coordination mechanism for development and monitoring of PARPA II implementation. However, the evaluation team found that this engagement was limited to the working group that carried the remit for gender issues.

The evaluation team found, through evidence of **UNICEF's experience**, that the budget and the public finance management groups were important channels for advocacy. UNICEF began to participate in these groups in 2007, advocating for a focus on the human development outcomes of budgeting processes. In Mozambique, the finance ministry is proud of the high level of transparency on budget information.⁴⁸ However, whilst this information is available, the technical complexity of the annual budget

submission, for example, means that most actors cannot make effective use of the information for advocacy purposes. In 2007 and 2008, UNICEF supported the production and publication of budget analysis that was widely disseminated through civil society channels, timed to influence parliamentarians as they scrutinised the government's annual budget submission. The evaluation team found that both UNIFEM and UNICEF acknowledged that lack of interaction over this work meant that the potential opportunity to ensure that gender perspectives were fully included in this initiative was not sufficiently explored.

Key findings

The **programme did not define a clear strategy** to identifying advocacy priorities, with links defined to actors responsible for leveraging accountability for gender equality and channels identified through which advocacy objectives could be achieved.

Advocacy priorities from a gender perspective were identified through the programme's links with the national women's network, with a shift in relationship from implementing partner to advocacy partner not yet fully defined.

The **programme did not adopt a consistent approach** to developing advocacy priorities informed by gender budget analysis and the role of pro-poor budget groups identified in the theory of change was not recognised in practice.

The **programme's engagement with the PRSP coordination mechanism's** channels for communicating advocacy messages. However, these remained focused on the group with a gender remit and did not engage with budget and public finance reform groups or UN agencies that were advocating with these actors.

7.4 Partnerships

The evaluation team found that the programme sought to mediate its partnerships with government through institutional intermediaries with a remit for advancing gender equality but found it difficult to identify ways to strengthen

48 Information provided in interview with Chair of Budget Analysis Group (BAG).

these institutions. Evidence from the programme also showed that the relationships developed with ministries responsible for planning and finance functions were essential in achieving change. At the sector level, the programme's engagement with gender focal points was also important for achieving change, but the route for achieving this change did not involve sector-level planning and finance functions as key partners. This meant that success was dependent on the attitudes of ministers towards gender equality issues and the level of access of gender focal points to influencing ministers' opinions, rather than being embedded institutionally within departments responsible for planning and budgeting.

With National Council for the Advancement of Women (CNAM)

UNIFEM identified the National Council for the Advancement of Women (CNAM) as its programme partner because of the role identified for CNAM in national gender policy. The evaluation team found that the limited capacity and recognition of CNAM among Ministries, as a newly formed body, reduced the contribution to change achieved through this route, as noted above in section 6.1. Throughout most of Phase II, CNAM had only one staff member, was located in the Ministry of Women and Social Action (MMAS) and was regarded by all stakeholders interviewed, except those in CNAM and MMAS, as being part of MMAS. UNIFEM staff acknowledged the challenge of seeking to promote the institutional profile of a new and under-resourced body. The way forward for institutionalising a permanent gender presence in the budget scrutiny process is as yet contested. Options include the formal involvement of CNAM in the budget harmonization meeting or the development of a gender unit within the planning and finance ministries, whose staff would participate in the harmonization discussions. Discussions have taken place in workshops and on other occasions, although no clear option is, as yet, preferred by all involved parties.

With planning, finance and sectoral ministries

Collaboration originated in discussions between UNIFEM and MPD, where UNIFEM offered to provide technical assistance on GRB to MPD. However, MPD identified that its staff had sufficient expertise to work effectively with both gender focal staff and planning and finance staff at the sector level to advance both gender equality priorities and policy planning and budgeting priorities. However, in practice, more dynamic engagement came from the sector gender focal staff, and one effect of this was that, although change was achieved, the programme's partnerships had not yet achieved the institutional engagement necessary to ensure ongoing change.

In the planning ministry, the gender focal point was also directly involved in activities relevant to the programme, e.g. drafting the budget call circular letter and became a key programme partner. However, in the finance ministry, the gender focal point in the National Budget Directorate (DNO) was the focal point for the agriculture, fisheries and labour sectors and staff whose remit covered health and the interior did not have a gender remit within their jobs. It was therefore less clear how the programme could engage with the DNO gender focal point in a systematic and consistent way or how the programme could ensure enthusiasm for gender issues from staff whose sector remit was relevant for the programme, but who were not institutionally bound to engage on gender.

With civil society organizations

The evaluation team found that the collaboration with an experienced civil society partner from within the region, **TGNP**, was important in achieving change. Furthermore, UNIFEM staff identified programme delivery by southern organizations as a route to understanding the power relationships between different actors engaged with policy and budget decision-making.⁴⁹ The GRB experience and relationships that TGNP had across the region contributed to its effectiveness. In addition to direct capacity-building

⁴⁹ Interview with UNIFEM Regional Office staff.

support to Forum Mulher and government stakeholders, TGNP was able to mobilise other resources, for example, a key GRB practitioner from the finance ministry in Uganda, who made a presentation in Mozambique (in Phase I) that was regarded as effective because of his practical experience in applying GRB.

UNIFEM staff recognised the importance of power and accountability relationships in shaping budget processes and allocations, which was consistent with a rights-based approach. However, this conceptual recognition was not always applied in decision-making in relation to engagement with CSOs, and choices were shaped in some instances by contractual relationships with implementing partners. The theory of change recognised CSOs as a channel for bottom-up advocacy for gender equality and accountability to poor women, but in practice the programme did not continue its engagement with **pro-poor budget groups** as discussed above (section 7.3). Nevertheless, the programme did play an important role in enabling the national women's network, Forum Mulher, to engage with policy and budget processes beyond the gender-specific sphere, through its engagement with national mechanisms for monitoring progress in achieving the objectives of the PRSP.

With donors and UN agencies

The evaluation team found that the programme had a mixed track record in its engagement with donors, who, in the context of Mozambique, are key to effecting change. As noted elsewhere in this report, UNIFEM's engagement with the coordination mechanisms arising from Mozambique's commitment to the aid effectiveness agenda also enabled the programme to ensure that GRB priorities were brought to the attention of a pool of donors and government staff in the formal PRSP/PARPA monitoring mechanism. UNIFEM developed successful links with donors whose mission committed them to advancing gender equality, in particular, Irish Aid. Belgian government representatives were well informed about the programme, as they also participated in the **Gender Coordination Group (GCG)**. However, UNIFEM did not develop links

with donors who were actively engaged in support to public finance management reform. Specifically, linkages created through a UNIFEM internship to **World Bank** offices for 2 months in 2005 were not followed up.⁵⁰ This did not take up an important channel of potential influence, in particular, to engage with the Ministry of Finance on shifting its view of the budget as a technical tool, rather than an instrument expressing political priorities.

The evaluation team found that the programme had not been successful in setting up a specific structure to support the programme in developing partnership links, the GRB Special Interest Group (SIG). Furthermore, UNIFEM had achieved limited success in advancing GRB within the **UN system** but acknowledged limitations in collaboration between different UN agencies. The evaluation team found that the GRB Special Interest Group (SIG) that was intended to act as a steering committee for the GRB Programme and a vehicle for engaging a range of actors did not become a well-developed separate structure, in part, because many of the same actors participated in the Gender Coordination Group (GCG) at the national level and, in part, because donor engagement with GRB remained relatively small scale.⁵¹ The "Delivering as One" agenda for UN reform in Mozambique included GRB within the joint gender programme and UNDP and UNIFEM collaborated on budget-focused work, identifying different sectors, with UNDP taking forward support to CSOs for budget tracking. However, as already noted, staff from both UNIFEM and UNICEF felt that they had not yet taken up opportunities for closer collaboration on work focusing on the human development outcomes of budgeting decision-making. UNICEF attributed this to the

⁵⁰ The Midterm review found that "there has not been a systematic or formal follow-up to build on the space created by the internship" (p. 11).

⁵¹ The sixth report to the Belgian government notes that "The programme reviewed the GRB Reference and Interest Group's terms of reference and restructured its role. The group is currently co-chaired by UNIFEM and OXFAM United Kingdom. Active members include MMAS, CNAM, MPD, MoF, Ireland, the Netherlands, the Canadian International Development Agency (CIDA), MDGroup, UNDP, Nhamai, Forum Mulher and key experts on GRB in Mozambique". Oxfam (OGB) reported to the evaluation team that their engagement with GRB consisted of a small amount of support to GMD on "budget literacy" for CSOs and parliamentarians, with future plans for budget analysis in the education and health sectors.

different rates at which agencies engaged with the aid effectiveness agenda, and UNIFEM attributed this to the mechanism allocating resources to separate UN agencies, which then implemented activities without the need to collaborate with other agencies.

Key findings

The programme sought to mediate its partnerships with government through **institutional intermediaries** with a remit for advancing gender equality. The institutional limitations of the newly formed National Council for the Advancement of Women (CNAM) were a constraint in progressing some programme activities.

Links with the planning and finance ministries were essential in advancing change. In the planning ministry, this included links with the gender focal point. However, in the finance ministry, engagement with the gender focal point in the National Budget Directorate was limited, in part, because her sectoral remit as focal point did not cover the focal sectors for the GRB Programme and, in part, because the programme had less well-defined links with the ministry overall.

At the sector level, change was achieved through gender focal points, but this depended on the openness of ministers to gender equality issues and the level of access of staff with a remit for advancing gender equality.

Partnerships with civil society organizations were important in achieving change, although the power and accountability relationships that recognise CSOs' roles in advancing bottom-up change were not always taken into account in decision-making on which partnerships to maintain.

The programme developed links with donors committed to advancing gender equality but did not develop links with donors who were key to effecting change in public finance management reform.

The specific structure set up to develop partnership relationships, **the GRB Special Interest Group did not succeed**, in part, because it duplicated national gender coordination mechanisms. Coordination between UN agencies made a limited positive contribution to achieving change, with some opportunities missed.

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. In assessing effectiveness, the evaluation team examined resources in terms of institutional systems and organizational assets of personnel and funding.

Planning, monitoring and evaluation mechanisms

The planning, monitoring and evaluation mechanisms for assessing progress in the GRB Programme in Mozambique have been the same as those used throughout the programme overall, i.e. development of a programme proposal, logical framework and annual workplans, regular submission of narrative and financial reports to the Belgian government and a Midterm review process, including a meeting of staff and partners of the four programmes involved in Phase II.

In the early part of Phase II, **annual planning** was carried out through participation of UNIFEM regional staff in the Joint Review process, supplemented by specific meetings with implementing partners. The evaluation team found that planning had been able to take into account a wider range of available institutional entry points once UNIFEM staff were based in-country. However, the evaluation team found one incident where communication could have been improved, with partners who did not receive the annual workplan until the end of the first quarter of 2008, when one partner learned that they had been dropped from the programme, causing some disruption to their own activities planning and financial forecast for the year.

The evaluation team found that the lack of **monitoring mechanisms and information** was a significant constraint that severely limited the programme's capacity to assess its progress and prioritise its interventions. The logical framework for the programme was closely based on the generic programme log frame and was

not updated following the increased emphasis on policy and budget formulation in the Midterm review. Reporting to the Belgian government has used a standard format and organized around the three programme outcomes, with examples of specific events included as annexes. The evaluation team found that the information included in these reports have documented activities rather than results, with no evidence available to support statements of change achieved. At the country level, programme staff gave examples of reviewing the Aide Memoires for gender-relevant information. However, the evaluation team did not find examples of other 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 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.

The **Midterm review** (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 2006⁵² to build on the findings of the MTR. The evaluation team found that this process was effective in providing analysis that led to a change in which the programme focused its efforts from 2007 onwards. The MTR process in Mozambique was carried out by a consultant (who then became the temporary GRB Coordinator), using interviews and a desk review, with a report for Mozambique completed in

52 See UNIFEM meeting report

December 2006.⁵³ In broad terms, the MTR recorded that the programme was engaging with all components of the logical framework and affirmed that the theory of change remained valid. The MTR noted the successes in Phase II in engaging planning and finance actors and recommended that attention to actors leveraging accountability to gender equality (CNAM, CSOs) should also receive continued attention.

Staffing for the GRB Programme

Staffing for the programme changed significantly throughout Phase II. In the assessment of the evaluation team, these changes caused some lack of continuity in programme approaches, for example, in relation to changes of approach in activities focused on budget analysis. The evaluation team also found a lack of lesson learning from experience of programme implementation, as staff reported that they had gaps in their knowledge about the earlier periods of the programme. The evaluation team found that the negative effect of these changes was counteracted to some extent by the fact that incoming staff had previous connections with the programme. However, more **technical support from headquarters** would also have contributed to mitigating the negative effects of staffing changes. Better **record keeping** would also have helped to develop an institutional memory, which could have further mitigated the negative effects of staffing changes.

“We got theoretical guidance from HQ documents, but had to look up models for gender budget statements on the internet. At the start, some sort of blueprint, shared from HQ, would have made all the difference in the world”.

UNIFEM worker

53 The report made recommendations in relation to capacity-building and developing the budget analysis component of the programme, as well as widening linkages and communication of GRB experience (through the GRB Bulletin and electronic sharing of documents). The MTR report also identified the importance of the role of CSOs in advocacy. The report identified that planning and finance ministry staff were key to advancing GRB and noted that engagement with the PRSP/PARPA had been important, as gender equality targets were articulated and monitored in the overarching poverty reduction plan.

The programme was managed from the Southern Africa Regional Office from 2005 until mid-2006. During this time, the Regional Office moved from Harare to Johannesburg, and the main responsibility for GRB work changed with the promotion of the National Programme Officer to Programme Specialist. Logistical support was provided through a UNIFEM focal point in UNDP. From mid-2006, a consultant was appointed in Mozambique to cover the GRB coordination role for a period that was intended to be three months and became ten months. A Coordinator was appointed in August 2007. It was a benefit that the consultant had previously carried out work for the programme and the Coordinator had been the UNIFEM focal point in UNDP and the positive impact of establishing a country presence, which enabled full-time engagement with the GRB Programme, greater knowledge of the local context and access to relevant forums, such as the Gender Coordination Group (GCG). However, incoming staff would have welcomed greater technical guidance from UNIFEM’s headquarters on a practical level to supplement the theoretical guidance provided in programme documents and to support them in working out what to do in terms of implementation of activities. Programme documentation was held in some cases by the implementing partners, in some cases at UNIFEM’s Regional Office as well as by the independent consultant, meaning that UNIFEM’s first permanent staff based in Maputo could not locate all the documentation for the earlier parts of Phase II.

Financial management

In the first part of Phase II, the contracting arrangements, whereby TGNP and Forum Mulher had separate contracts for programme implementation with no information of their respective contractual obligations, caused some initial difficulties in planning of activities, with Forum Mulher sometimes having little notice of dates for workshops. However, as their experience of working together developed, planning activities improved through better direct communication between TGNP and Forum Mulher. Overall financial information was not available to UNIFEM at the country level, with country-level financial information

documenting only expenditure incurred directly in country. In addition, whilst TGNP fulfilled its contractual obligations related to report writing and documentation, this did not result in effective communication within Mozambique in the early stages of Phase II.⁵⁴ These issues were resolved with increased engagement between TGNP and Forum Mulher and with the setting up of a UNIFEM country office.

Key findings

A lack of monitoring mechanisms and data severely limited the programme's capacity to assess its progress and prioritise its interventions. However, the MTR process was effective in shaping priorities for the period from 2007 onwards.

Staffing changes caused some lack of continuity in programme approaches and limited lesson learning. The negative effects of staffing changes were somewhat mitigated by the fact that incoming staff had previous contacts with the programme. However, more technical support from headquarters and stronger systems for organizing programme documentation would have helped further mitigate the negative effects of staffing changes.

Centralised financial management and contractual arrangements limited the effectiveness of interaction between the programme and its implementing partners. Effectiveness was increased during Phase II, first as contacts developed between TGNP and Forum Mulher and second as UNIFEM established a country office.

⁵⁴ For example, workshop reports were produced in English and therefore not circulated to participants.

9. Conclusions

The GRB Programme was highly relevant and succeeded in maintaining its relevance in the face of institutional change by maintaining a focus on the overarching framework for prioritising policy choices, the PRSP/PARPA. The choice of focus on the issue of violence against women was informed using appropriate sources and later validated in CEDAW reporting.

The programme achieved a number of important results, in particular:

The inclusion of gender issues and indicators in the second PRSP and consistent reporting on gender in the formal PRSP review mechanism

The introduction of gender issues in the budget call circular letter, with more specific guidance in successive letters

Some increased engagement by women's organizations in a national mechanism for monitoring government progress on its policy commitments

Specific budget allocations for institutional activities advancing gender equality in the pilot sectors of the Interior and Health

A health sector protocol and proposed budget allocations in the Ministry of the Interior to improve services for women who are victims of violence

The programme sought to mediate its partnerships with government through institutional intermediaries with a remit for gender. This had mixed success. In the national women's machinery, the overarching role fulfilled by CNAM in policy terms was appropriate for the programme to identify this as a key entry point. However, the programme faced the ongoing challenge of the institutional reality of CNAM's limited capacity and recognition. In pilot sectors, staff with gender remits were successful in progressing gender objectives, but they did so through influencing the sectors' ministers, rather than embedding commitment to gender equality in the sectors' planning

and finance functions. In the planning and finance ministries, gender focal point staff became key programme allies in the planning function but were overlooked in the finance function, which limited potential synergies for building momentum to advancing gender goals. This was influenced, in part, by whether the individual remits of the respective gender focal points coincided with the programme's areas of activity and, in part, by the strength of the programme's overall relationship with each ministry.

In civil society and donor spheres, programme linkages were also gender focused. The programme did not develop relationships with more powerful and mainstream bodies with a remit for budget or public finance management, such as the PRSP/PARPA coordination groups. This limited channels for influence and advocacy. Potential opportunities for advocacy were further reduced because the programme made limited progress in supporting gender budget analysis and did not develop its links with pro-poor budget groups.

Capacity-building support and technical assistance were effective, with a range of appropriate approaches developed. The engagement of staff from the planning and finance ministries to provide long-term technical assistance to sectoral staff was highly effective. The interaction between the Health and Interior Ministries that developed around their common engagement on the issue of improving services for women who were victims of violence was further strengthened by the interaction between the technical staff from the Ministry of Planning and Development and Ministry of Finance in their provision of technical support. Early indications of potential for sustainability included the evolution of an informal group of GRB trainers engaged in the delivery of workshops initiated by actors other than UNIFEM.

The programme faced challenges in terms of staffing, and there was some evidence of loss of institutional knowl-

edge and lack of continuity in relationships with implementing partners. However, overall, the programme coped with a high degree of organizational change (relocation of Regional Office and creation of Country Office) and temporary staffing and succeeded in achieving a higher profile and more concrete results as Phase II progressed. However, a poorly developed monitoring and evaluation mechanism and the absence of monitoring data meant that the programme could not assess or demonstrate the effectiveness of its approaches or make informed choices about prioritising its efforts, but overall demonstrated a number of achievements on programme outcomes.

10. Lessons learned

There are a number of broad lessons that can be drawn from the evaluation. However, the lack of a systematic monitoring and evaluation strategy and the limited information available to back up the institutional memory drawn from the interviews mean that these lessons remain both brief and broad. The main lessons identified are:

Experience in Mozambique demonstrated that significant gains can be achieved in terms of commitment to GRB from individuals and in institutions by implementing through southern partners, national CSOs and government institutions. Experience in Phase II also showed that UNIFEM needs to be skilled in identifying changing institutional entry points based on learning about which institutions are important because of their role defined in policy or effective because of their influence and ability to get things done in practice. Furthermore, UNIFEM needs to be skilled in responding appropriately to informal groups, such as the informal group of GRB trainers, as they seek support to establish their remit and strengthen institutional recognition for their work.

Experience in Mozambique showed that consistency and capacity in engaging with the overarching policy planning framework (PRSP/PARPA) leads to results in terms of the

profile of GRB in national mechanisms and forums. However, experience in Phase II also showed that UNIFEM needs to recognise that achievements within the sphere of actors united by commitment to gender equality should not be seen as the final goal. GRB also requires engagement and commitment from actors who shape planning and budgeting decisions and processes, amongst donors, within central government institutions and at the sector level.

Experience in Mozambique also showed that it is difficult to advance advocacy aims without a specific commitment to supporting civil society actors with responsibility for leveraging accountability for gender equality and pro-poor budget groups. The rationale for this support goes beyond short-term engagement for implementing programme activities and is consistent with a human rights-based approach, which recognises 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, the need for a systematic approach to analysing and addressing accountability relations, the use of CEDAW as a tool for analysis and advocacy and the linkages with human rights accountability mechanisms.

11. Recommendations

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

Relevance

The GRB Programme should formalise its relationship directly with the Ministry of Planning and Development and sector ministries. It should also articulate and negotiate a clearer, specific relationship with the Ministry of Finance, in particular the National Directorate of Budget. Institutional support for the National Council of the Advancement of Women (CNAM) should continue. This support could be focused on enabling CNAM to engage with monitoring of GRB activities and outputs in order to ensure the continuing relevance of priorities identified and activities implemented.

UNIFEM should provide support to government and civil society partners to use CEDAW as a means for identifying women's priorities and support analysis of the power relationships, both within government and between government and citizens that enable or prevent women from claiming their rights in order to contribute to a rights-based understanding of the programme's relevance.

Effectiveness

The GRB Programme should support planning and finance functions and sector partners in assessing changes resulting from the inclusion of gender in the budget call

circular. These changes include sectoral budget allocations and changes in service provision resulting from the sector budget commitments made for the 2009 budget year by the Ministry of the Interior. This would serve as a means of building on success and encouraging larger and broader commitments in future budgets.

UNIFEM should look again at the gender budget analysis element of the GRB Programme, as this is a key component of the theory of change. Some headway has been made, but ambition in future workplans remains relatively modest. In addition to the CSO and academic institutions already identified to take gender budget analysis forward, UNIFEM should learn lessons from other UN agencies that have supported budget analysis with a human development focus and investigate partnerships, for example, with consultancy companies which already engage with budget analysis, but do not have a remit to advance gender equality.⁵⁵

The programme should acknowledge the potential tension between engaging with its partners from the perspective of implementation and contract fulfilment or from the perspective of being advocates for advancing gender equality, who have potential influence but may have capacity constraints. In its engagement with the different actors responsible for leveraging accountability to gender equality, i.e. women's networks, parliamentarians and the national women's machinery, applying a human rights framework, which identifies the actors who have responsibilities to fulfil rights and the accountability and monitoring mechanisms that enable rights claimants to ensure that obligations are fulfilled, should help the programme develop a clearer approach to advocacy.

⁵⁵ Two examples are Sal e Caldeira, who carry out budget analysis for the Programme Aid Partners and Metier, who are contracted by government within the decentralization.

The programme should engage with the budget and public finance management coordination groups related to aid effectiveness and PRSP/PA RPA monitoring. This would increase the profile of gender issues by encompassing non-gender specialists who are significant actors in the aid effectiveness agenda and national priority setting for poverty reduction and growth. It would thus provide a further channel through which to influence major reform processes. Making full use of this channel has the added advantage that actors in budget and public finance management reform coordination groups are fully up to date with all the details of these reform processes, are in some cases significant donors who influence the pace and shape of reform and often have the “ear” of government decision makers in a way that gender specialists may not.

Sustainability

UNIFEM should consider adopting a quality assurance role for GRB capacity-building. This could draw in regional or international resources (e.g. through TGNP) to provide technical inputs to training implemented by other actors, encouraging coordination and systematic prioritization of training and promoting realistic but effective approaches to monitoring. To fulfil this role, UNIFEM could convene a Working Group for GRB Capacity Builders, with periodic meetings at which institutions and individuals who have been involved in GRB training in any form provide information on what capacity-building they have delivered, discuss options for monitoring and have access to regional or international resources.

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 analyze 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 initials 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 HumanRights 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 workplan and the presentation of the different evaluation products.

a. Evaluation Team Members – Regional/National Consultants

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

10. Ethical code of conduct for the evaluation

It is expected that the evaluators will respect the ethical code of conduct of the United Nations Evaluation Group (UNEG). 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: to assess UNIFEM's organizational, planning, monitoring and evaluation (PM&E) and communication arrangements and financial performance in its GRB programming</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: to assess UNIFEM's organizational learning in relation to GRB programming</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: to assess UNIFEM's understanding of the environment in which GRB programming was intended to occur</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 lifecycle of the project	Indicator	Means of verification
<p>Objective of this area of investigation: to assess UNIFEM's ongoing understanding of the environment in which GRB programming was taking place</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
Objective of this area of investigation: <i>to assess what GRB stakeholders say about UNIFEM's approach to GRB programming</i>	Range of GRB stakeholders with opinions about UNIFEM's approach to GRB programming Degree of positive comment on UNIFEM's approach to GRB programming	Interviews with key informants Focus group meeting
Evaluation criterion: Client satisfaction Evaluation component: Process assessment		
Objective of this area of investigation: <i>to assess what actions have been put in place/are planned to continue GRB programming beyond UNIFEM's involvement</i>	Number of examples of GRB activities/systems in place/planned without direct UNIFEM technical or financial support	Programme documentation Interviews with key informants Focus group meeting Web-based survey
Evaluation criterion: Sustainability Evaluation component: Outcomes assessment		
Partnership	Indicator	Means of verification
Objective of this area of investigation: <i>to assess what actors involved in design, delivery or assessment of UNIFEM's GRB programming say about UNIFEM's approach</i>	Degree of informed comment on UNIFEM's approach to GRB programming from actors UNIFEM identifies as partners	Interviews with key informants Focus group meeting
Evaluation criterion: Client satisfaction Evaluation component: Process assessment		
Objective of this area of investigation: <i>to assess UNIFEM's approach to selecting and supporting partners</i>	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	Programme documentation Interviews with key informants Focus group meeting Web-based survey
Evaluation criterion: Sustainability Evaluation component: Outcomes assessment		

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</p> <p>Degree of clarity in stakeholders' description and analysis of the practices identified as promising or good</p>	<p>Programme documentation</p> <p>Interviews with key informants</p> <p>Focus group meeting</p> <p>Web-based survey</p> <p>Literature review</p> <p>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</p> <p>Number of mechanisms in place for putting GRB actors in touch with each other for collaboration, learning and knowledge sharing</p>	<p>Programme documentation</p> <p>Interviews with key informants</p> <p>Focus group meeting</p> <p>Web-based survey</p> <p>Literature review</p> <p>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</p> <p>Range of opinions about why and how GRB programming contributes to gender equality and women's empowerment</p> <p>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</p> <p>Interviews with key informants</p> <p>Focus group meeting</p> <p>Web-based survey</p> <p>Literature review</p> <p>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 lifecycle 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 lifecycle 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 lifecycle 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 life cycle 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 lifecycle 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 workplan? 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 ongoing 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 lifecycle 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 lifecycle 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 lifecycle 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, decentralization 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 practice⁵⁶

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 do lead to increased gender equality and/or greater realisation of women’s rights?

56 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 Harmonization 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 decentralization. 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
Executive Secretary	National Council for the Advancement of Women (CNAM)
Academic Director	Higher Institute of Public Administration (ISAP)
Economist	DFID
Planning Officer	Ministry of Planning and Development (MPD)
Coordinator Executive courses	Higher Institute of Public Administration (ISAP)
Gender Focal Point, National Budget Directorate (DNO)	Ministry of Finance
Programme Specialist	UNIFEM SRO
Head of Macroeconomic Planning Department	Ministry of Planning and Development (MPD)
Consultant	
Coordinator	Mozambican Debt Group (GMD)
Head of Gender Unit	Ministry of Health
Deputy Director, Department of Planning and Finance	Ministry of Women and Social Action (MMAS)
Executive Director	Forum Mulher
Head of Studies and Research Department	Mozambican Debt Group (GMD)
Head of Department – Social and Vital Statistics, Demographic Division	National Institute of Statistics (INE)
Social Policy and Planning Officer	UNICEF
Cooperation Adviser	Belgian Embassy
Second Secretary	Belgian Embassy
Head of Department of Women and Children and of the Gender Unit	Ministry of the Interior
Programme Coordinator	UNIFEM Mozambique
Programme Specialist	UNIFEM SRO
Advocacy Coordinator	Oxfam GB

Focus Group participants	
Job Title	Institution
	Centre for Gender Studies and Coordination (CeCAGE), UEM
Teacher and vice president of CeCAGE	Centre for Gender Studies and Coordination (CeCAGE), UEM
Information and Advocacy Officer	Forum Mulher
Technical Adviser	Pathfinder
Coordinator	MUGEDE
Technical Officer	Ministry of Finance
Senior Technical Officer (Human Resources)	Ministry of the Interior
Head of the Employment and Housing Group	Children's Parliament

Annex 4

Documents Used

Forum Mulher (2007) Bulletin number 27 Jun – Sep 2007 including article on gender responsive budgets by Ruth Meena (TGNP)

Government of Mozambique (2004), Bulletin of the Republic, Series 1, number 13 (01/04/2004) Decree number 07/2004 – creation of the National Council for the Advancement of Women

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Ministry of Finance, Operational Manual for Users of UGB MEO (e-SISTAFE) 2008

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Ministry of Women and Social Action (MMAS) (2008), speech given by the Minister of Women and Social Action at the opening of the executive course on gender responsive budgeting, Oct 2008

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Mozambican Debt Group (GMD) (2004) Gender and Development: a sociological perspective with a focus on the education and health sectors

National Institute of Statistics, Social, Demographic and Economic Statistics for Mozambique (DevInfo – ESDEM)

UNIFEM. (June 2004) Gender Responsive Budgeting Program: Phase II. Gender Equality in Economic Governance 2004-2007 proposal

UNIFEM. (June 2008) Gender Responsive Budgeting Program: Phase III. Gender Equality in Economic Governance 2009-2011 (proposal)

UNIFEM (2008) Gender Equitable Local Government (GELD) Mozambique baseline study report, Mieke Olderburg, Carlos Sitão, March 2008

UNIFEM (2008) Gender equitable Local Development (GELD) proposal

UNIFEM. (2007) Strengthening Economic Governance: Applied Gender Analysis to Government Budgets Phase II. First Progress Report to the Government of Belgium Jan 2005 – July 2005

UNIFEM. (2007) Strengthening Economic Governance: Applied Gender Analysis to Government Budgets Phase II. Second Report to the Government of Belgium (2006 workplan)

UNIFEM. (2007) Strengthening Economic Governance: Applied Gender Analysis to Government Budgets Phase II. Fourth Progress Report to the Government of Belgium. Aug. 2006 - Jan 2007.

UNIFEM. (2007) Strengthening Economic Governance: Applied Gender Analysis to Government Budgets Phase II. Fifth Report to the Government of Belgium Feb 2007 – July 2007

UNIFEM. (2007) Strengthening Economic Governance: Applied Gender Analysis to Government Budgets Phase II. Sixth Report to the Government of Belgium. July 2007 - Dec 2007

UNIFEM/Embassy of Ireland (2008) (draft) report of the Conference on Aid Effectiveness and Gender Equality in Mozambique (conclusions and recommendations)

Annex 5

Mozambique Log frame Outcomes and Outputs

Outcomes	Outputs
Outcome 1	
National budget processes and policies reflect gender equality principles in Mozambique	Replicable models and tools that demonstrate how to incorporate gender analysis in national budgeting processes
	Capacity created in Ministry of Finance and other relevant governments institutions (education, health, agriculture and water management) to incorporate gender-sensitive budget guidelines and indicators in their budget formulation processes
	Women's rights groups and other gender equality experts effectively advocate* for and monitor budget-related processes including poverty strategies and MDGs
Outcome 2	
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
	Capacity and instruments developed for tracking public expenditure from a gender perspective
Outcome 3	
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
	Cross-regional, regional and subregional networks of individuals in economic policy-making institutions using GRB created and/strengthened
	Documentation of lessons learned and case studies in selected areas and countries

*Need to define the substance of the advocacy so that we are able to measure its effectiveness.

Annex 6

PRSP/PARPA Reporting 2006-2008

The mechanism for reporting on progress in PRSP/PARPA implementation, which forms part of the agreement between the government of Mozambique and the Programme Aid Partners (i.e. the donors who provide development assistance through the mechanism of direct budget support),⁵⁷ is centred around two annual meetings: the Joint Review (April) and the Mid-Year Review (September). The Aide Memoires from these Reviews demonstrate that the profile of GRB increased from 2006 to 2008.

In the 2006 Joint Review, GRB was identified as an appropriate approach to advancing national gender commitments and the need for appropriate policy, data and institutional change highlighted. The Aide Memoire for the 2006 Joint Review, noted, inter alia, the preparation of the national Gender Policy and stated that “there is a need to improve the level of implementation in the following areas in particular: i) gradually explore types of gender budgeting, ii) strengthen the sex-disaggregation of data in PARPA II and the PAF, iii) allocation of adequate resources - human and financial - to the National Directorate of Women and the National Council for the Advancement of Women; and iv) institutionalization, capacity development and financing of Gender Units and Focal Points in different Ministries”.

In the 2007 Joint Review, GRB capacity-building was identified as an area of success. The 2007 Joint Review assessment of progress in the area of gender says that, “The best performing areas are: (i) the Ministry of Women and Social Action (MMAS) made headway with capacity-building, in particular about the Family Law and Gender Sensitive Budgeting; (ii) approval and submission of the Bill Against Domestic Violence”.⁵⁸ The Aide Memoire of the Joint Review for 2007 also repeated specific reference to

the importance of sex-disaggregated data⁵⁹ and reported on the indicator of progress in the approval process for the national Gender Policy.⁶⁰

The 2008 Joint Review identified significant national progress at policy level, i.e.:

the dissemination of the Gender Policy and corresponding implementation strategy

the elaboration of the National Plan for the Advancement of Women and the creation of the District Councils for the Advancement of Women (CDAM)

the production of Mozambique’s first report on CEDAW

However, the 2008 Joint Review Aide Memoire reiterated that “The continued lack of gender disaggregated data makes it virtually impossible to analyse the impacts on the respective genders”.

The Aide Memoire from the September 2008 Mid-Year Review made a specific recommendation to set more ambitious targets on gender equality and referred again to the role of GRB: “in budget execution, the current classifiers used in the sector plans and budgets do not fully capture the expenditures promoting gender equality; therefore, there is a need for the development of methodologies and instruments, appropriate for the context, aimed at gender based budgeting”. Furthermore, the Aide Memoire recorded that, “As for the Gender target, an approach involving budgeting the plans..... was recommended to the government”.

⁵⁷ See www.pap.org.mz

⁵⁸ Aide Memoire of 2007 Joint Review, paragraph 122.

⁵⁹ Aide Memoire of 2007 Joint Review paragraph 14: “The lack of available disaggregated data on gender limits the analysis of the performance with respect to gender equality.....”

⁶⁰ Aide Memoire of 2007 Joint Review paragraph 121 “The PAF indicator ‘Approval and initiation of the implementation of the Gender Policy and the Implementation Strategy’ was not achieved, but progress has been made. The Gender Policy and Implementation Strategy (PGEI) was approved by the Council of Ministers and is waiting to be approved by parliament”.

Annex 7

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 April 2005, a workshop was convened by Forum Mulher and facilitated by TGNP for sector planners and gender focal points. The session aimed to identify practical ways to mainstream gender and HIV/AIDS into national plans.

In May 2006, two working sessions were convened by Forum Mulher and led by TGNP.

The session for MPD technical staff reviewed the draft gender-sensitive indicators in the PRSP/PARPA II monitoring framework (PAF/QAD).

The session for planners and gender focal points in the Ministry of Health (MISAU) and Ministry of the Interior (MINT) also reviewed draft PARPA indicators and looked at sector-level gender-sensitive indicators.

In October 2006, three workshops were carried out:

A workshop convened by Forum Mulher and facilitated by TGNP to look at developing a Gender Budget Statement. Participants were gender focal points and planners for MISAU and MINT, the staff member from the newly formed National Council for the Advancement of Women (CNAM) plus technical staff responsible for planning and budgeting from MPD and MF.

A working session convened by Forum Mulher, where TGNP shared experience of working with other SADC countries (principally Tanzania) with thirteen members of parliamentary committees – the Commission for Social Issues, Environment and Women, the Commission for Finance and Economic Planning and the Office of Women Parliamentarians.

A workshop jointly implemented by TGNP and Forum Mulher, with civil society organizations to draft a GRB advocacy plan.

In May 2007, Forum Mulher convened and TGNP delivered two working sessions, one with technical staff from MPD and MF staff and one with technical staff from MISAU and MINT, with CNAM participating, on gender budget statements and to examine the gender content of the 2007 Budget Call Circular Letter.

In July 2007, representatives of MPD, MF, CNAM and the Mozambican Debt Group (GMD) participated in a meeting on gender and aid effectiveness in Zambia with UNIFEM's support.

In November 2007, UNIFEM provided technical support to a conference set up through Irish Aid on gender and aid effectiveness.

In 2008, UNIFEM supported training in Tanzania for GRB trainers and signed an agreement with CeCAGE, University of Eduardo Mondlane, to develop GRB training and studies.

In October 2008, UNIFEM and the Higher Institute of Public Administration (ISAP) organized a workshop for Permanent Secretaries, National Directors and planners.

