



FINAL EVALUATION

Gender Equitable Local Development
GELD

October 2013

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FINAL EVALUATION: *GENDER EQUITABLE LOCAL DEVELOPMENT*

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PROGRAMME DATA SHEET

Country:	Mozambique, Senegal, Sierra Leone, Rwanda and Tanzania
Programme Title (long)	Gender Equitable Local Development
Programme Atlas Code (by donor)	UNCDF: Atlas project no. 00055602 (inception phase) Atlas project no. 00072073 (implementation phase) UN Women: Atlas project no. 00071878 (HQ) Atlas project no. 00072178 (Rwanda) Atlas project no. 00072584 (Tanzania) Atlas project no 00072713 (Senegal) Atlas project no. 00072904 (Mozambique) Atlas project no. 00075031 (Sierra Leone)

Financial Breakdown (by donor)

Commitments	As per Prodoc (amount USD)	Actual project budget (amount USD)
UNCDF	250,000	250,000
UNWOMEN	50,000	50,000
Belgium Government	(5 300 000 €) 7 886 000	(5 300 000 €) 7 886 000
Funding gap		

Delivery to date¹ (per donor)

	2010	2011	2012	Total delivery
Belgium				
UN Women	348,817	351,766	962,744	1,663,327
UNCDF	1,055,530	2,034,101	1,469,060	4,558,691
Total project delivery as of 31 December 2012				

Executing Agency	UNCDF
Implementing Agency	UNCDF and UNWOMEN
Key Project Partners	UNCDF UNWOMEN UNDP

¹ Specify exact date.

Approval Date of Project	16 July 2009
Project Duration as per Project Document	July 2009 – July 2012
Project Amendment	No cost extension July 2012 – July 2013
Evaluation Date	June 2013

Evaluation Date: June 2013

Composition of Evaluation Team:

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ACRONYMS AND ABBREVIATIONS

ARD	Regional Development Agency (Senegal)
AWP	Annual Work Plan
CO	Country Office
CTA	Chief Technical Adviser
DDP	District Development Plan
EDPRS	Economic Development and Poverty Reduction Strategy
EQ	Evaluation Question
ET	Evaluation Team
FGD	Focus Group Discussion
FM	Financial Management
GELD	Gender Equitable Local Development
GRB	Gender Responsive Budgeting
HQ	Headquarters
IGA	Income Generating Activities
KM	Knowledge Management
LDC	Least Developed Country
LG	Local Government
LD	Local Development
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MINECOFIN	Ministry of Finance (Rwanda)
MINSANTE	Ministry of Health (Rwanda)

MKUKUTA	Poverty Reduction Strategy (Tanzania)
MMC	Morogoro Municipal Council
MOU	Memorandum of Understanding
MTEF	Medium Term Expenditure Framework
MTR	Mid Term Review
MORUWASA	Morogoro Urban Water Supply and sanitation UNWOMENity
O&M	Operation and maintenance
O&OD	Opportunities and Obstacles for Development
PEM	Public Expenditure Management
PADEL	Projet d'appui au Développement Economique Local
PMORALG	Prime Minister's Office – Regional Administration and Local Government
PNDL	Programme Nationale de Développement Local
RO	Regional Office
SC	Steering Committee
TWFPF	Tanzania Women Food Processing Federation
USD	United States Dollar
UNCDF	United Nations Capital Development Fund
UNDAP	United Nations Development Assistance Plan
UNJP	United Nations Joint Programme
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women

EXECUTIVE SUMMARY

Background and brief explanation of the programme

The UNCDF/UNWOMEN/UNDP Joint Programme on Gender Equitable Local Development (GELD) was initiated in 2009, with support from the Belgium Government, as a global pilot programme for three years. Its goal is to improve women's access to resources and services at the local level in the least developed countries (LDCs).

For this pilot, seven districts were selected in five countries (Mozambique, Rwanda, Senegal, Sierra Leone, and Tanzania), building on previous experience of the implementing agencies - UNCDF and UNWOMEN- in each country.

The broad objective of the GELD programme was to pilot a system of gender-responsive budgeting (GRB) within the context of decentralisation and local governance reform, in order to address more effectively gender equality through the local planning and budgeting system (public expenditure management cycle). In doing so, it was intended to bring together the comparative advantages of both agencies in their respective fields - performance budgeting at the local level (UNCDF), and gender responsive budgeting (UNWOMEN) to test its joint application; and to create a policy model for replication.

The GELD programme was active in three main areas:

- (1) Planning and budgeting; with a view to achieve gender responsive LG capacity;
- (2) Equitable Performance measuring; with a view to enable systemic monitoring of budget expenditure and its impact on gender equality at the local level; and
- (3) Knowledge generation and policy engagement; in order to document practices and lessons learnt from the pilot, for future scaling-up and replication.

Evaluation objectives and intended audience

The objectives of the final evaluation are:

- To assist the Belgium Government, UNCDF and UNWOMEN, and programme partners analyze the relevance, efficiency, effectiveness, likely impact and sustainability of the results achieved by GELD in the five programme countries (Mozambique, Rwanda, Sierra Leone, Tanzania, Senegal) by programme end;
- To assist UNCDF and UNWOMEN meet their accountability objectives by assessing whether both agencies have effectively used their comparative advantage and the most efficient management/operational arrangements to achieve results and ensure broader replication and up-scaling of the programme;

Evaluation methodology and its limitations

The evaluation approach consisted of (1) a preliminary inception phase incorporating interviews with programme stakeholders and a review of key documentation, (2) a 23-day field phase with visits to three of the five GELD countries², and (3) a synthesis and write up phase, including follow-up interviews, and further gathering of information from countries not visited, as well as regional and global levels.

The evaluation methodology employed for this evaluation was primarily qualitative, including (i) interview (including focus group discussions) and (ii) documentation review techniques. In total, more than 60 individual interviews were conducted in person and by telephone, and more than 200 people (2/3 women) participated in focus-group discussions during the field phase. The document review comprises over 150 documents from country and global levels of the programme, as well as external resources for country and background information.

The ET has, within the overall framework of the evaluation and to the extent possible, used methods of a gender and human rights based approach to development and evaluation, taking into account the principles of rights-based approach to development, harmonization, and participation and inclusiveness in interviews and analysis. This includes the focus on rights holders (communities and in particular women in LGs), and duty bearers (LGs or central government) alike. Several constraints hampered the use of more specific analytical tools in coming up with evaluation findings. These included:

- Limited amount of time, in particular for the field phase to gather all the relevant information;
- Limited factual clarity over GELD budgets and actual expenditures within the programme;
- Limited availability of M&E data; in particular with respect to usable baseline data, number of beneficiaries of capital investments, increase in use of services, and the results of the capacity development activities effecting actual changes in planning and budgeting behaviour; and
- Limitation arising from the findings section seems to be that most of the investments have been recently completed which limits the ability of the ET to assess improved access to services and sustainability (higher level of results).

Main evaluation findings per Evaluation Question

The evaluation is organised according to seven main evaluation questions covering the 5 UN/OECD DAC evaluation criteria: relevance, efficiency, effectiveness, likely impact and sustainability. A further series of evaluation sub-questions and accompanying judgement criteria or indicators of performance that guided the evaluators in their data collection and analysis backed up these evaluation questions. Please see Annex 2 for full details on the evaluation matrix used.

The main findings per evaluation question are summarised below:

1. To what extent is the programme design coherent and relevant?

² In the order of Senegal, Tanzania, and Rwanda. The other countries have been reviewed in the Mid Term Review.

At design level, the objectives of GELD have been valid and relevant for target groups and recipients (LGs and communities), and to both GELD agencies. The relevance of testing a flagship approach (GRB and performance budgeting) at the local level using capital investments is very high and complements ongoing interventions of both agencies at all levels very well. While the outputs of the programme are consistent with the overall goal and the attainment of its objectives, a sequence and inter-connectedness between each output has been missing in programme design overall to more effectively address the intended impacts of gender equality in development as the overall goal, with addressing women's needs and access to resources and services as a more immediate or intermediary result. Overall, the evaluation concludes that the design of GELD is highly relevant to the development challenges found at global, national, and local levels of the partner countries. It reflects the partner countries' focus on pro-poor growth as well as gender equality objectives at the crossroads of decentralization and LG reform, as expressed in both their policies and strategies at the time of programme inception, as well as towards the end of the programme.

2. How well has the programme management delivered GELD expected results? (Programme efficiency)

Delivery of programme outputs against time and originally planned cost is rated high for the outputs concerning capacity development activities. These trainings have been chosen appropriately. For the choice and delivery of capital investments, the overall conclusion is that smaller investments have been more efficiently managed and delivered, as well as appropriately chosen in view of the absorption capacity, and ability of LG to operationalise and maintain investments. Among the bigger investments, both deliveries on time and cost, as well as appropriateness of choice cannot be rated high. This speaks in particular to the major investments in Tanzania (Building for women's food processing trust fund) and the health centre in Rulindo, Rwanda as well as the Guest House in Sierra Leone. More broadly, the ET concludes that programme efficiency has been hampered at several levels due to a complicated management structure. Mostly, this has happened at the level of monitoring, as well as at the level of oversight due to UN internal structures and procedures concerning two agencies involved.

3. To what extent has the programme contributed to improved gender-sensitive systems and capacities at local government level? (Effectiveness towards organizational change)

Organizational change can be best measured through the change in policies, procedures, and systems resulting directly or indirectly from the programme intervention. To this effect, GELD was able to successfully support changes to LG planning systems, reflected by changes in the District development plans (with the standout example being Senegal, but also in other countries). It was less successful in affecting change in the budgeting systems due to reasons of central governmental control over local level budgeting. In light of this constraint, examples of better connecting the processes of planning and budgeting (Senegal), and in particular the capacity of using the LG discretion over block grants for gender responsive budgeting in Rwanda, stand out as good examples for organizational change at the budgeting level. Stemming from the overall observed participatory planning phase, the implementation of capital investment projects follows the same logic of participation. This suggests that where thorough participation into the planning process was ensured and achieved, willingness and ability of community members, in particular women,

will be high to contribute to the implementation of investments. Examples of good practice of community and women's involvement in GELD investments include also community oversight, often with water projects (Senegal, Tanzania, Mozambique), IGA projects, and more generally, with smaller scale investments in health. This reflects an emerging good practice established by GELD and is attributable to a long consultative and inclusive planning process that established new and good relationships between LG and community. Another example for brokering policy from Tanzania, is a local service delivery governance mechanism in sector decentralization that includes procedures for cooperation (GELD introduced MOU) between LG and sector specific authority (here water), to ensure long term sustainability for O&M embedded in the latter's mandates through revenues generated from water users

4. To what extent has GELD started to influence policy debate and decision-making in the countries in which the programme has intervened and more globally? (Policy and strategy)

The question looks at policy and strategy influence through GELD in two parts. Firstly, is through documentation of practices, processes, and annual reviews of LG budgets through Knowledge Management (KM) products at all levels of GELD at HQ, regional, and national levels. This was largely neglected until the Mid Term Review (MTR) made several specific recommendations to management and several addressing country levels. GELD management responded to this challenge by holding global and regional level workshops, however not resulting in the KM products being prepared for publication. In short, it can be concluded that no communications strategy (as requested by the Project document) or KM/learning plan has been comprehensively set up and followed through by all GELD stakeholders involved, despite several attempts from global and regional levels. A real opportunity lost is the lack of use of existing internal policy and knowledge tools of UNCDF and UNWOMEN overall, in particular the GELD training and planning manual for LG ("the GELD manual), prepared as the point of departure for work with LGs. At country level, UNWOMEN have used and disseminated existing UNWOMEN GRB tools and guidelines, and also tailored their own ones, including translation and publication to support national and local level work.

For the other area of technical support to systems and tools developed to enhance policy dialogue, GELD has been very effective, with each country standing out for a different result: Mozambique and Rwanda for the collaboration of GRB national and local programmes, Senegal and Sierra Leone for piloting gender responsive participatory budgeting at the local level which has gained national level interest to varying degrees in each country; Tanzania for the development of a tool for gender responsive monitoring/expenditure tracking that includes customization of GELD training and planning practice manual, both of which has now been discussed at national level. These are just some of the processes and achievements to be highlighted in knowledge products and shared amongst the GELD, and potentially non-GELD countries.

5. To what extent have GELD-funded investments contributed to enhanced opportunities for gender equitable local development? (Likely impact)

On the basis of the country visits and focus-group discussions held in three of the five GELD countries, it looks as if the GELD-funded investments have certainly contributed to more available, accessible, and (where applicable) affordable social and to an extent-economic services for women,

as well as their communities. Among the infrastructure prioritised the most across countries were health and water infrastructure. The smaller health-related infrastructure tends to have yielded more consistent results in being operational and giving services to communities, or women in particular (where maternity services were improved).

Overall, the water infrastructure has not only constituted strongly demand-driven initiatives, but also provides a good practice example for access, availability, affordability, and quality for the users. With respect to access to water, trends can be observed that investments have contributed to reduce time and distance covered, in particular for women. The likely impact is in enabling women directly (through water user fees) or indirectly (through freeing up time for more productive work). More directly, the third most prioritized investment category is in support to income generating activities (IGAs), mostly geared towards agriculture value chain. These IGAs have created employment opportunities for both men and women (with a focus on women). When GELD refers to Gender Equitable Local Development it includes: access to services, control and access over resources, as well as quality of resources and services in question.

6. To what extent is GELD piloted approaches likely to lead to up-scaling and replication? (Effectiveness for future scaling-up and replication)

The rather theoretical (conceptual) model of GELD has been translated in some countries to become “the GELD” approach, mostly connected to a new way of doing participatory planning that is focused on outputs that also address gender equity. Interest for up-scaling at national level or rollout to other districts has been shown by all participating countries, coupled with requests to extension. Actual up-scaling of the GELD model has been achieved in Rwanda on several layers of the planning cycle through the national system led by the Ministry of Finance. GELD has been strongly aligned with the national GRB programme in order to contribute to such an extent. GELD has been replicated in Mozambique as well. In 2011 it was replicated in the district of Sanga upon the request of the Provincial government.

GELD has also been effective in awakening interest of other partners: Senegal has found a new partner to further roll out the “GELD approach” to all communities of the original GELD supported district. The Government of Belgium is willing to replicate the GELD programme in the Gaza province (Mozambique) and another bilateral partner is willing to do the same in Tanzania.

Furthermore, interest has been sparked to replicate GELD in other countries, in both West and East Africa.

7. To what extent are the programme results likely to be sustainable in the longer-term? (Sustainability)

For many of the capital investments there is a strong sense of ownership with both the LGs and the communities concerned. This is the case where GELD has supported an intensive gender sensitive and inclusive participatory planning approach. Where this model has been followed through, it was able to establish or improve links between the community and their respective LG. The likelihood of sustainability of smaller funded infrastructure tends to be higher, also due to the fact that two out of three of the large infrastructure projects have not been operational towards the end of programme (one each in Rwanda and Tanzania). An explicit exit strategy was not developed by

GELD, and most countries have been lobbying for support with their ministries of decentralization to integrate the approach.

The “GELD approach” or “model”, sustainability is likely to be further supported through both rights holders (communities) and duty bearers (LGs) at local levels. This holds true in particular where GELD has come in as model to support implementation of new legislation on participatory planning and budgeting.

Key conclusions and recommendations of the evaluation

Strengths of GELD

Bringing a wealth of innovation in practice: GELD is a true pilot, as it has tested the application of GRB in the context of LG reform and decentralisation in a comprehensive way. The wealth of experience and learning stemming from GELD has already sparked interest of other countries, despite its lack of documentation to date.

The “GELD approach” and its applicability is useful and needed at LG level: GELD has been able to bring “gender on the local agenda”, by offering a new conceptual and analytic approach to the work at LG level, both for the community and the LGs involved. In most of its pilot countries, it has been perceived by both governments and communities as new way of thinking, and an appreciated³ approach to planning and budgeting; making it a comprehensive or holistic model that has received at the very least attention at national levels, at best has contributed to actual systems and policy changes.

Pockets of excellence: GELD has worked best where one or both of the following factors have occurred: (1) Strong collaboration with current national GRB programmes (Rwanda, Mozambique), (2) Using GELD as a tool for applying new legislation on participatory planning at the local level (Senegal, Mozambique, Sierra Leone). In particular, these factors have led to change, because (1) political will and power could be used in a more concentrated and concerted manner, using also national structures for advocacy and thus influencing structural change from the higher (national) levels; and (2) using the momentum, where new laws and policies were already created; yet lacking a tool for putting it into practice. At policy level, GELD has helped to clarify the role of LG in enhancing service delivery, through support in interaction and partnerships with communities and other public agencies (e.g. Tanzania).

Participatory and gender responsive planning at LG level has been among the strong results of GELD, not only giving women for the first time a voice to express their priorities, but also to create and foster relationships between LGs and communities. This has also been reflected in the responsiveness of particularly the smaller scale investments to the needs and gender equity goals at the local level. The smaller scale investments are particularly relevant in the context of GELD as they have been easier to implement in time enough to see results (access/use of services), thus able to some extent to yield information about change in the lives of communities and women in

³ As stated by several partners in Louga, (Senegal); and Rulindo (Rwanda); as well as in phone interviews with Mozambique.

particular. “Small scale” here refers to both small in financial terms, and relative to the LG budget, as well as in time for completion before the end of project.

Weaknesses of GELD

While the concept of GELD is highly relevant in addressing real needs at structural (LG) and community levels, the GELD design has been a bit too ambitious in setting out to link local level participatory planning processes, investment in local infrastructure for service delivery improvements with GRB and intended results within the context of decentralization and with a limited time frame of only 3 years when these types of reforms normally take 10-15 years to take hold. It can be concluded that GELD has attempted to achieve too many results at the same time, not taking into account a potential sequence and a limitation in the scope of activities to be followed in a pilot setting. The over-ambition of GELD is also reflected in the range of selection and numbers of countries to be part of a pilot. It would have been more effective to invest into one or two countries with comparable and clearly highlighted factors, such as language, level of decentralisation and PFM reform.

A jointly agreed and owned approach and leadership: This includes both programme management and technical advisory for all agencies involved, lacking a strong structure and technical lead at higher level. This has resulted in under-exploiting the combination of prevailing tools and systems of both UNWOMEN (GRB approach, tools, and systems) and UNCDF (LDF approach, decentralization reform knowledge, financing guidelines at local level) as point of departure for innovating the GELD approach and model. At the core, such joint point of departure for both agencies was lacking, with neither of them feeding their specific expertise into the programme to the extent possible at a higher level. A joint point of departure could have been performance budgeting and GRB concepts, to use both as basis and UNCDF's LDF and LG reform experience to culminate in the GELD training and planning manual. At best, it would have provided the starting point for a jointly agreed, owned, and jointly implemented conceptual framework, allowing also for strong technical leadership of GELD that should have been stronger. Thus, no overall implementation plan, communication strategy, or capacity development plan has been developed, serving as guidelines and support for testing a clearly articulated theory of change. It was left thus to country levels to come up with such plans, to varying degrees and with varying results.

Weaknesses have also concerned a complex management structure over two agencies at headquarters, regional, and country level, hampering the technical delivery and communication. A major challenge has arisen to back up innovative findings and changes with reliable and concrete data, showing the lack of an adequate and systematic M&E system and follow up on a qualitative level. Other management weaknesses concern reporting, in particular financial reporting, and reporting against indicators of the Project document in a joint structure; posing the challenge to clearly evaluate programme delivery in financial terms.

The lack of clear KM, learning and in particular communication strategy constitutes another weakness of GELD, particularly given its pilot character. While mentioned as requirement in the project document, and with several attempts to improve regional to national levels of communication, a comprehensive strategy should have been drafted and agreed to in the beginning to better convey the innovations to influence policies at all levels.

Recommendations

Most importantly, it is highly recommended to document – country by country – both process and results of GELD in detail, and in sequence. There are many excellent examples and processes to learn from in each country, and the knowledge should not be missed. It is also recommended that a joint UNWOMEN/UNCDF documentation take place at country level. This is to ensure that documentation captures aspects from all sides relevant to both agencies. All future work at local, national, and global levels will strongly benefit from this wealth of experience generated.

Technical Design: In the future, the theory of change will benefit from a clearer and simpler articulation, and allow for the definition and reasoning of sequenced steps to take at each level to achieve GELD. It will be useful to clearly define entry points and tools to be used as point of departure, coupled with concrete technical advisory. Similarly, a comprehensive capacity development strategy outlining concrete capacity changes with milestones, a pool of experts available, and implemented through on-the-job-training will benefit any future GELD work. Finally, the need to better link expertise available from UNCDF and UNWOMEN in a joint and comprehensive way will constitute a stronger basis of common understanding for all stakeholders involved.

1. FINAL EVALUATION GELD

1.1 Scope and Objectives of the Evaluation

The Gender Equitable Local Development (GELD) Programme was initiated in 2009 as a global pilot programme, with the goal to improve women's access to resources and services at the local level. For this pilot, seven districts were selected in five countries (Mozambique, Rwanda, Senegal, Sierra Leone, and Tanzania).

The programme, funded mainly by the Belgian Government, is a multi-year joint initiative of the United Nations Capital Development Fund (UNCDF), the United Nations Entity for Gender Equality and the Empowerment of Women, (UNWOMEN), and United Nations Development Programme (UNDP) in collaboration with local governments in the five focal pilot countries in Africa. The programme has been set up as a United Nations Joint Programme (UNJP), in the spirit of moving towards the "Delivering as One UN" approach.

It has been pursued within the United Nations country assistance framework at each country level through UNCDF and UNWOMEN as implementing partners, within the framework of decentralisation in order to accelerate and localize the MDGs.

The final evaluation of the GELD programme is being conducted as agreed in the project document and in accordance with UNCDF Evaluation Policy⁴ and its Evaluation Plan 2012-2013.

The objectives of the final evaluation are:

- To assist the Belgium Government, UNCDF and UNWOMEN to analyze the relevance, efficiency, effectiveness, likely impact and sustainability of the results achieved by the GELD in the five programme countries (Mozambique, Rwanda, Sierra Leone, Tanzania, Senegal);
- To assist UNCDF and UNWOMEN to meet their accountability objectives by assessing whether both agencies have effectively used their comparative advantage and the most efficient management/operational arrangements to achieve results and ensure broader replication and up-scaling of the programme;
- To generate knowledge and identify lessons learnt, challenges faced and weaknesses of the programme during the pilot phase in order to inform the formulation of any possible Phase II of this, or other programmes.

More specifically, the focus of the evaluation was intended to:

- Validate the programme design and its results in terms of achievement and/or weaknesses towards the outcomes and outputs at country level, with a critical examination of how/to what extent the GELD Model contributed to the creation of an enabling environment for the application of gender responsive planning and budgeting at local level in the five host countries.

⁴ The revised policy of UNDP for evaluation was approved in 2011. This includes space for UNCDF as an Associated Fund of UNDP. The policy seeks to increase transparency, coherence and efficiency in generating and using evaluative knowledge for organizational learning and effective management for results, and to support accountability. See: <http://web.undp.org/evaluation/policy.htm#vi>

- Assess the potential for sustainability of the results and feasibility of nationally/locally led replication and up-scaling of the GELD Model in the five pilot countries.

The primary audience for this evaluation is the Belgian Government, UNCDF and UNWOMEN, and programme partners in the five host countries (Mozambique, Rwanda, Sierra Leone, Tanzania, and Senegal). This evaluation will help UNCDF and UNWOMEN to meet their learning objectives at the corporate and programmatic level as well as allow both organizations to fulfil their accountability for results mandate. It will also benefit broader GELD partners and stakeholders to better understand the challenges and lessons being learned around the design and delivery of gender equitable local development.

The Evaluation Team (ET) has been mandated to conduct the work based on the following; jointly agreed guiding evaluation questions (EQs), in correspondence with the OECD DAC/UN evaluation criteria. These questions have been jointly agreed between UNCDF and UNWOMEN prior to the Evaluation:

Table 1 Evaluation Questions

GELD Evaluation Questions	Corresponding UN Evaluation Criteria
Question 1: To what extent is the programme design coherent and relevant?	Relevance and Design
Question 2: How well has the programme management delivered GELD expected results?	Programme efficiency
Question 3: To what extent has the programme contributed to improved gender-sensitive systems and capacities at local government level?	Effectiveness (organizational change)
Question 4: To what extent has GELD started to influence policy debate and decision-making in the countries in which the programme has intervened and more globally?	Effectiveness (policy and strategy)
Question 5: To what extent have GELD-funded investments contributed to enhanced opportunities for gender equitable local development?	Likely Impact
Question 6: To what extent is GELD piloted approaches likely to lead to up-scaling and replication?	Effectiveness (future scaling up and replication)
Question 7: To what extent are the programme results likely to be sustainable in the longer-term?	Sustainability

2. PROGRAMME PROFILE

2.1 Programme description

The programme has been set up as a global pilot between UNCDF, UNWOMEN, and UNDP. The set up involves implementation at country level, advisory and lead from regional level (including the GELD Chief Technical Adviser (CTA), and advisory and supervision oversight from HQ level in general.

UNCDF and UNWOMEN have been implementing agencies to the programme, set up by an Implementing Partner agreement. UNDP has not served as implementing partner as per the Project

Document, with UN Women and UNCDF requested to ensure coordination and communication with UNDP country offices, as well as its participation in the core steering group at HQ level. This was intended to ensure that the learning from GELD could be disseminated to UNDP country offices.

As set out in the Programme Document the goal of GELD is to achieve gender equitable development to improve women's access to resources and services. The intended outcome was to support the development of gender-responsive planning, programming and budgeting systems at the local level, to be achieved through institutional reforms, empowering funding mechanisms, and reflective policy debates.

This was to be achieved through the provision of training and technical advice and small amounts of seed funding for capital investment to local governments with the goal of strengthening their capacity to plan, budget, and monitor development interventions using a gender lens.

GELD has taken the approach more broadly to support local communities – local governments (LGs) and communities through participatory approaches – in their efforts to ensure gender equitable development and to promote gender-equitable access to resources and services at the local level.

The first step in this process was to look at technical and institutional capacity of local councils to understand and use GRB as a tool to set objectives and benchmarks to overcome gender inequalities in plans and budgets.

Through gender analysis of LG plans, specific targets and baselines would be identified with regard to gender specific policy and practical goals responding to women's needs. Capacity for budgeting equitably would enable the analysis of budget formats, to ensure that the budget reflects allocations towards gender gaps identified.

In a second step, capital investments would be provided to support basic services responding to women's priorities, as a way to provide direct and additional (not substituting) benefit to local women. This tool was to be used by a (a) a participatory approach, and (b) requiring local councils to contribute partially to the investment to support local (LG) ownership of the planning and management processes.

Box 1: GELD Eligible Investment Projects⁵

Public /social infrastructure development: These include construction or upgrading of health facilities with direct benefit the local community, with a focus on women and women empowerment and rights promotion (including installing a maternity ward / neonatal ward / unit / upgrading feeder road / constructing boarding dormitory for girls and or adding class-rooms/books for girls to secure universal primary education / water resources development such as a borehole / village market construction / food processing plant / environmental sanitation / waste disposal / management) and contribute towards public or social good of a community or groups of vulnerable people as opposed to or distinguished from private or individual good or benefit.

⁵ UNCDF, Guidelines for Eligibility, Accessing and Managing Capital Investments Grants for Gender-Equitable Development through Local Authorities, Mary Okumu et al., August 2010.

Poverty Alleviation projects: Livelihood / Economic investment / income generating initiatives such as food processing / value addition to packaging / improving harvest / processing / storage e.g. cold chain installation, silo construction for agricultural produce / livestock development and marketing e.g. cattle dips / veterinary care centres to benefit a group or groups of vulnerable women / men / children. Such produce can include agricultural / livestock / fisheries development for women and men.

Social Development Projects: These include waste disposal management for environmental and people's health; community development centre; malaria and diarrheal control initiatives and other health or social development related initiatives benefitting communities.

Furthermore, measuring the gender equity of LG performance would aim at tracking gender (and equity) responsiveness of local government policies and budgets. The tools to be used are traditionally used by UNWOMEN and UNDP, and would include: Sectoral budget analysis (in particular, beyond health and education sectors, to demonstrate several dimensions of gender equality not frequently addressed), poverty assessments, citizen report cards; and local methods to improve and establish data collection and analysis systems to establish benchmarks for performance objectives.

The third and final approach would then look at policy advocacy generated from the lessons learned through this programme over time. The tools used would be documentation and dissemination, guided by a GELD communications strategy.

The main approaches followed during programme implementation have been:

- (a) Capacity development and technical advice for performance-based planning, budgeting, and monitoring at the local level, as well as capital grants to finance capital investments in social and economic infrastructure. In that regard, GELD is innovative in linking gender responsive planning and budgeting with local investment funding based on certain criteria as stated in the Programme Document.
- (b) Integration of the gender and performance budgeting tools of GRB into the local planning and budgeting cycle. In that regard, the programme intended to use gender responsive planning, programming, and budgeting at the local level to improve (i) women's effective participation in this process, (ii) as well as their access to resources and services to achieve gender equality.

Table 2: Gender Equitable Local Development (Goal, Outcomes and Expected Outputs as per the Project Document, 2009)

Objective	To achieve gender equitable local development (GELD) to improve women's access to resources and services
Indicators	<p>Outcome indicators</p> <ol style="list-style-type: none"> 1. Percentage of local government expenditure devoted explicitly to pro-poor and gender-equitable local development investments 2. No. of targeted local governments that have the capacity for preparing gender equitable MDG-based local development plans and results-based budgets with all stakeholders 3. No. of targeted local governments that have the capacity and financing to implement gender responsive local development plans 4. No. of targeted local governments that are accountable to citizens for

	the implementation of gender equitable local development plans and budgets
Overall Goal	To achieve gender equitable local development (GELD) to improve women's access to resources and services
Expected Outcome	Gender responsive planning, programming and budgeting through institutional reforms, empowering funding mechanisms and reflective policy debates, achieved
Output 1	Planning and budgeting: local government planning and budgeting intentions apply the 'gender-lens' and include sex-disaggregated targets and benchmarks and measures that support women's empowerment
Output 2	Equitable performance: systematic monitoring of budget performance dissecting the realities of LG expenditure and its impact on gender equity - this includes the realities of expenditure outcomes on the empowerment of, or the impediment to, women
Output 3	Policy: with emphasis on policy engagement, advocacy, communications and knowledge generation

Finally, it can be stated that within the wider context of development programmes of the UN system, GELD was set up with the objective to complement programmes of all agencies involved in each programme country, in particular UNCDF/UNDP joint programmes on decentralisation, local governance and public financial management reform. The idea was to enable learning for both GELD and UNCDF/UNDP joint programmes across all countries.

2.2 Current Programme Implementation Status

This section is a brief overview of the budget and expenditure under GELD. The below tables and charts give a preliminary overview of overall spending under GELD per output and per the Project Document.

It is important to state that the overview provided here is not complete given that final financial reporting has not been completed at the time of writing and editing this report.

Overall, the project document provides the framework for expenditure for different activities under each output. In practice, this is difficult to trace per agency, as each agency's financial reporting lines don't take this in consideration in the combined financial report.

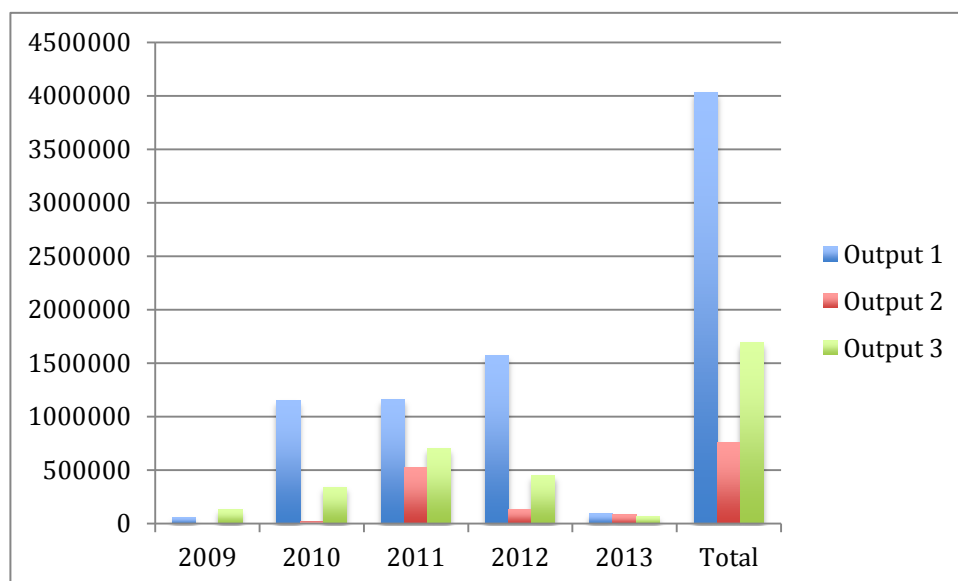
The remaining balance of December 2012 was reprogrammed for 2013 for all countries as requested, reflecting also a catch-up period from delays in starting the programme in 2009 (reprogramming at no-cost extension).

Table 3 Total GELD Expenditure per year

Total Expenditures for GELD (UNWOMEN + UNCDF) as of 31 December 2012 (USD)	
Year 2009	190,264.87
Year 2010	1,374,648.18
Year 2011	2,389,026.41

Year 2012	2,106,983.41
Total Expenditures as of 31 December, 2012	6,060,922.87
Total GELD Budget Balance as of 6 December 2012	1,340,390.58

Figure 1: Overall Spending per Output per Year (USD)



Comparing actual and planned expenditures per output overall, it is difficult given the difference in reporting lines of each agencies (not in correspondence with the GELD outputs, naturally) to trace concrete activity results (e.g. trainings for which output targets under outputs 1-3). At least the following can be said:

Output 1: The target goal was USD 3.6 Mio, of which 1,6 for the GELDF (GELD fund), compared to 1.44 Mio before the closure of the programme. The ET estimates that nearly 100% of the GELDF will be disbursed, according to plan, and was thus efficiently managed, with close to all investments completed and functioning at the end of the programme.

Table 4 (and all other tables and figures under this section 2.2) gives an overview of the total spending⁶ of GELD. UN Women have sent to the UNCDF Programme Manager a statement showing the overall funds sent to the pilot countries for implementation of various GELD activities and over USD 1 million have been sent in terms of advances sent to UN Women coordinated countries for Programme spending under the UN Women budget (USD 700,000 advanced in 2011 and 2012 and

⁶ Based on the Excel sheets with financial statements sent to the ET by the UNCDF Programme Coordinator at HDQs level giving full statement of GELD expenditure up to 31 December 2012.

USD 400,000 advanced in late 2012). Due to an exchange loss rate, UN Women received a last tranche of 400,401 USD instead of 691,095 USD. This last tranche was transferred to UN Women in March 2013. The decrease in the amount of the last tranche negatively impacted the planning, the implementation and the closure of the programme in the five countries. USD 330,000 has been spent on various GRB capacity building, M&E and Knowledge Management (including a GELD Regional Policy Forum in Tanzania in June 2013) related activities by UN Women headquarters.

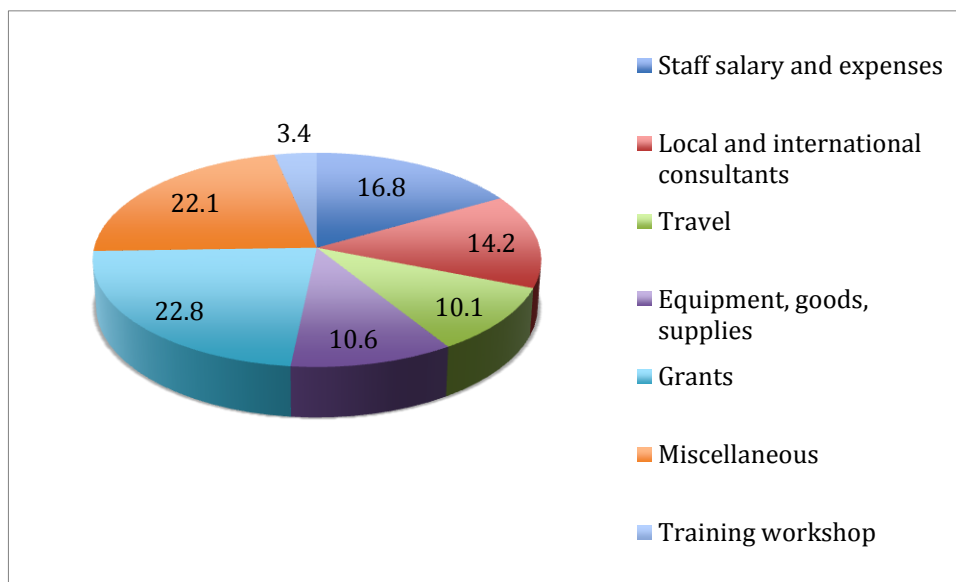
Furthermore, the financial statements from GELD do not allow for an analysis or breakdown of type of investment (categories like health, IGA, water etc) and it doesn't include details on capacity building expenditures per country. It also includes (see table 4 below) a category of miscellaneous, which makes up 22% of the GELD budget which the ET cannot breakdown into categories.

Table 4: Expenditure per Category December 2012

	%	USD
Staff salary and expenses	16.8	1,059,991
Local and international consultants	14.2	897,114
Travel	10.1	636,381
Equipment, goods, supplies	10.6	669,774
Grants	22.8	1,442,438
Miscellaneous⁷	22.1	1,395,179
Training workshop	3.4	215,180
Total	100.0	6,316,057

⁷ Based the Excel sheets mentioned under footnote 6 above the ET could not breakdown various expenditures and therefore included these in the miscellaneous category in Table 4.

Figure 2: Percentage distribution of expenditure per category



3. Evaluation Approach and Methodology

The evaluation took place between late March and late June 2013 and included the following phases:

- (i) An inception phase, with preliminary interviews with global and regional stakeholders from both UN agencies, and desk research based on a wide range of overall programme documentation provided by the Evaluation unit of UNCDF on behalf of both agencies.

A field phase of 23 days in three of the programme countries (Rwanda, Senegal and Tanzania), with subsequent telephone and questionnaire guided interviews in the two countries not visited (Sierra Leone and Mozambique)

A documentation and synthesis phase, including follow-up interviews, further gathering of information from country and global levels, culminating in this final report.

The selection of the countries to be visited during the field phase was based on those countries not visited during the MTR (Senegal, Tanzania), and to include Rwanda for a second time. It was presented to the ET at the beginning of the assignment.

The ET has produced the following outputs during the evaluation: (1) Inception report, determining the understanding, approach, and methodology used for this final evaluation; (2) a draft evaluation report responding to the questions in evaluation matrix and incorporating the results of 3) a series

of focus group discussions (FGDs) and semi-structured interviews which took place during and after the field phase.⁸

During the Inception phase an **overview of the available documentation** was drawn up with the help of the UNCDF Evaluation Office and GELD Programme Team. The ET used mostly **qualitative methods of data collection and analysis** through secondary programme data and direct interviews because time did not allow for more quantitative data collection methods and because of a lack of quantitative data provided by the programme. This qualitative data was for the most part generated through the **balanced and extensive use of (i) interview and (ii) documentation review techniques**.

Interview techniques

The following are the main interview techniques used during the evaluation:

- **Semi-Structured ‘Insider’ Individual Interviews:** Individual direct personal interviews with selected key stakeholders in government/programme. In total, more than 60 interviews were conducted during this evaluation, out of which ca. 40 have been conducted in person during the field phase (see Annex 3 for details). About 50% of interviewees included programme staff of UNCDF and UNWOMEN from HQ, regional offices, and all country offices. This reflected the need to interview many programme staff due to the nature of the programme and the management structure. Local and national counterparts were interviewed to the degree possible taking into consideration the limited time the ET had for fieldwork in each country.
- **Focus group discussions:** Where possible, the ET conducted FGDs during the field phase. Each country visit contained at least two FGDs. In many occasions, these were carried out with direct beneficiaries and user groups of GELD interventions. The majority of these discussions have been carried out with women’s groups, involved in participatory planning and implementation of capital investments and trainings. At least one such discussion has been carried out (including some individual side interviews, not reflected in the individual interviews above) in each of the field sites/each LG visited. While a majority of interviewees of the FGDs have been women, a third of them also included men. Where possible and useful, groups have been separated to have discussions with men and women separately, in order to get more open discussions on topics such as priorities of men and women, ways of taking decisions in the community, etc. The ET was able to allow for a mix of group interview/FGDs also with representatives from beneficiary LGs in each programme district, allowing for a variety of views and perceptions to come up. From CSOs and user groups, ca. 115 people (4/5 women) have shared their views in FGDs, with at least 50 more present representing their constituencies. From the side of government, at least 90 representatives were heard, of which 2/3 were men. All age groups from 16-75 were present, an average age is difficult to establish. Typically, mothers and community leaders were able to participate in the FGDs. Again because of time

⁸ The evaluation team was required – as per the Terms of Reference – to come up with a series of country reports synthesising the main findings encountered during the country phase of the evaluation. Because of lack of time and the small size of the evaluation team, it was agreed by UNCDF’s Evaluation Unit to waive the requirement that these reports be formally annexed to the evaluation report. Instead, the content of the reports was used to support completion of the evaluation matrix and the synthesis of evaluation findings in the evaluation report.

constraint these FGDs/interviews were conducted using a semi-structured interview or questionnaire approach, as both language and time constraints did not allow for a fully structured FDG questionnaire approach. The results of these focus group discussions can be found throughout the report in support of answers to specific evaluation questions.

- **Semi-Structured “Outsider” Stakeholder Interviews:** While the ET wanted to triangulate findings from the field phase with interview of other donor and government stakeholders in the respective countries the short 5 day visit per country didn’t permit this. Only a few interviews were conducted e.g. the representatives from the Belgium Government/BTC, such as in Senegal and Rwanda.
- Overall, the ET has been able to follow the list of required interviews from HQ and regional offices, and has followed up on their own initiatives, as well as adding a few more (mostly from UNWOMEN) based on their own needs for further comprehension.

Document analysis

The methodology for data collection, compilation and analysis has followed the below outline:

Existing secondary data:

- This was taken from the MTR, baseline studies, monitoring reports, annual progress reporting, case studies, manuals and training materials, as well as programme budgets and plans, expenditure records, and accounts. Furthermore, LGs own budgets and planning documents were analysed to try to establish the degree of GRB influences at LG level and through the capital investments.

Generation of primary data:

- Results of site inspections of infrastructure projects/schemes and assets as conducted in visited LGs.
- Semi-structured interviews & meetings held with local government (duty bearers) staff and community groups (rights holders) to assess the quality of GELD capacity development activities and likely results in changing LG’s planning and budgeting systems and processes.
- FGDs with at least 115 beneficiaries/user groups (rights holders) of interventions in five districts of the three countries visited to assess their satisfaction with the planning process followed and availability, accessibility, affordability, and quality of the services provided; as well as the likely impact of the programme.

For Mozambique and Sierra Leone the ET has conducted written interviews with the national programme coordinators due to time and (internet) connection constraints. Information has also been collected based on the MTR findings.

Several constraints hampered the use of more specific analytical tools to precisely establish some of the factual data needed for this evaluation. The main constraints can be summarised as follows and sometimes have reinforced each other:

- (1) Limited amount of time, in particular for the field phase to gather all the relevant information;

- (2) More importantly, limited factual clarity over GELD budgets and actual expenditures within the programme, in particular pertaining to information from UNWOMEN, and the Rwanda investment expenditures;
- (3) Limited availability and quality of M&E data - in particular with respect to baseline data, number of beneficiaries of capital investments, increase in use of services, and the results of the capacity development activities effecting, or not, actual changes in planning and budgeting behaviour in the LGs.
- (4) Basically all GELD investments visited during the field phase have only recently been completed, or not yet fully operational, which limits the ability of the ET to assess improved access to services and sustainability (higher level of results). The ET can summarize a number of factors leading to a relatively late stage of finalization and service provision of the investments: One is a repeatedly reported delay in disbursement to the local level, starting with a late commencement of the programme and disbursing funds. Another one is that it –as the nature of the programme- it took time to go through the participatory planning process first in order to come up with concrete investment plans according to prioritized investment needs. Also, the disbursement channels were at times complicated and lengthy, not reaching the intended LG level immediately, but sometimes having to go through (i) several channels with the UN agencies, and (ii) from central to local levels in country.

4. Evaluation Findings

4.1 EQ 1: To what extent is the programme design coherent and relevant?

This question looks to the extent to which the programme as implemented is suited to the priorities and policies of the target groups and recipients. At design level, the objectives of GELD have been and still are valid for target groups and recipients (LGs and communities), and to both GELD agencies. In particular for UNWOMEN, the relevance of testing a flagship approach at the local level using capital investments is very high and complements ongoing interventions at all levels. While the outputs of the programme are consistent with the overall goal and the attainment of its objectives, a sequence and inter-connectedness between each output has been missing to more effectively address the intended impacts of gender equity in development as the overall goal, addressing women's needs and access to resources and services as a more immediate or intermediary result. The evaluation concludes that the design of GELD is highly relevant to the development challenges found at global, national, and local levels of the partner countries. It reflects the partner countries' focus on pro-poor growth at the crossroads of decentralisation and LG reform, as expressed in both their policies and strategies at the time of programme inception, as well as towards the end of the programme.

Sub-question 1.1: To what extent does the programme meet the needs of LG and communities in gender equitable LD planning and budgeting?

GELD has been able to meet the needs of LGs, women and the wider communities in improving local service delivery that is gender equitable and responsive. During programme implementation, design flaws have become evident with respect to the practicability of improving the budgeting systems at the local level: There is – to varying degrees - very limited budgetary power at the level of LGs (block grants), and huge divergence among countries in performance budgeting reform processes.

Notwithstanding this, GELD has been relevant in addressing the root cause of the problem of gender inequitable development at the local level, linked with the need for performance budgeting reforms. While in practice the focus has been set on addressing the root causes of gender inequality (through the planning side), GELD has been less relevant in addressing the need of performance budgeting reform (through the budgeting side). This is largely due to the level of decentralisation in each country, and partly due to the lack of focus on the entirety of the PEM cycle during implementation.

Alignment with national structures: In all three countries visited the GELD Programme seems to be well embedded into the national decentralisation structures and in line with national policies:

- In Rwanda GELD has been active both with the formulation of the new guidelines for the development of District Development Plans (DDPs), as well as the new guide for the development of the Economic Development and Poverty Reduction Strategy II (EDRPS II). GELD has taken part as technical advisory within a team of experts from the planning department and chaired by MINECOFIN, and sought to influence these with aspects of GRB. With respect to budget reform, GELD is fully in line with the national processes of performance budgeting and reform towards GRB, through the leadership of MINECOFIN. This is reflected in the most recent draft budget law (2013/14), and budget call circular, which made gender budget statements imperative (2011).
- In Tanzania GELD meets the needs of LG and communities in equitable LD planning and budgeting in three ways: (1) programme interventions are in line with national and local priorities flowing from them, (2) the GELD structure in place corresponds in broad terms to the relevant structures responsible for gender equitable development, and (3) being able to influence the national LG training strategy by enabling PMORALG to adopt the GELD training manual on planning and budgeting for the national level. When it comes to Programme interventions within capacity development in the areas of gender responsive planning and budgeting for the Morogoro Municipal Council (MMC) and lower levels of LG, then these were well targeted and in line with the needs of gender mainstreaming and GRB. This is reflected both by the self-assessment of gender responsive budgeting prior to training⁹, as well as interviews conducted throughout the ET field visit with both heads of departments (in particular the focal points on HIV/AIDS, community development and community security), and

⁹ See – A Self Assessment Result on Gender Responsive Planning and Budgeting for Morogoro Municipal Council, Council Management Team and GELD Coordinator, August 2010

staff from the planning and budgeting department. For the capital investments especially the water supply project in Morogoro, Tanzania, stands out as a good example of a bottom up planned and executed investment project that reflects the clear needs and priorities of the communities, including women.

- In Senegal the programme is integrated into the national and local structures, without parallel programming structures. GELD is anchored in *Projet d'appui au Développement Economique Local / Programme Nationale de Développement Local (PADEL/PNDL)* through the provisions of the Memorandum of Understanding (MOU) signed between the Government of Senegal and UNWOMEN/ UNCDF/UNDP, as proposed by the overall programme framework document and the programme document of PADEL/PNDL. As such, GELD is reflected in the group of technical donors and in the M&E of PADEL/PNDL. The GELD Programme is run in partnership with the PNDL, which is represented at the regional level by the Regional Development Agency (ARD). The GELD Coordinator is based in the premises of ARD/Louga Region and ensures the implementation of the programme in close collaboration with the ARD. The SC for GELD is related to Article 3 of Decree 06037 of 10/07/2008 on the organisation and operation of the SC of PADEL/ PNDL. This ensures GELD is under the national coordination mechanism between Government and donors.

In addition, in all countries the national coordinators are well integrated into existing national structures. For example, in Tanzania the national GELD coordinator is working directly at the LG level but with frequent coordination visits to PMORALG in Dodoma; In Senegal the national coordinator is integrated into the regional structure but with frequent visits to the participating LGs; and finally, in Rwanda is placed at national level but with frequent visits to the LGs as well. This reflects both an administrative and a geographic reality of the various countries.

In terms of the programme responsiveness to LG and community needs, the programme meets the needs of LG and communities when it comes to gender equitable planning. These needs target the previous LG “wish lists” to be shaped towards more realistic, achievable, and prioritized LG plans that include the voice of local communities, often providing the tool to put legal provisions of participatory planning into practice. LGs are increasingly empowered to articulate and relate gender development gaps to intervention areas and to development results. In at least half of the LGs, the capacity is now there to articulate the chain of development results in a way that includes gender equality as an overall and sector specific result. A good example is the LG of Rulindo in Rwanda, featuring gender equality in sector planning, tracking sector relevant data, and articulating gaps and targets that have taken account an analysis based on gender.

However, there is very little empirical evidence that comprehensive gender performance based budgeting is possible at LG level in the various countries within the time frame of programme implementation. This is mainly due to the lack of real fiscal decentralisation in all programme countries and at all sector levels. This indicates that most resource allocation is done at central government level (up to 80% and even more in the 5 pilot countries), rendering true performance-based and gender-responsive budgeting approach extremely difficult at this juncture at the local level. Therefore, the results-based budgeting approach in total is still to be further developed, and will in most cases have to be directed and supported from the national level due to the given

context of decentralisation. Overall, though with exceptions (e.g. in Tanzania and Mozambique), key service delivery sectors (education, health, water, agriculture and roads), at both regional or local levels rely on central government allocated and controlled budgets, and capital investments are more or less linked to donor supported sector programmes. Therefore, the room for budgetary reallocation and priority setting is very limited at LG levels.

Sub-question 1.2: Where relevant, how well does the programme design complement ongoing UN interventions in the partner countries?

The complementarities of GELD with respect to other ongoing UN programmes is generally high, as highlighted through the possibility of accessing the One UN fund (where applicable, such as in Rwanda and Tanzania), and integration of GELD into CPAPs and UNDAFs (each country). Overall, the options for cross-fertilization of UN programmes through GELD have been well noted in the Project Document, yet not further been concretized and sequenced; therefore left to the implementation phase and programme countries and their (personal) options for engagements.

In Tanzania, GELD is integrated and explicitly featured within the current UNDAF (2011-2015) under the One UN, under the thematic area of governance, as mandated per the GELD MOU and UN reform. In addition, GELD in Mozambique, further its alignment with UNDAF, has been able to align with the GRB programme supported by UNWOMEN, allowing for a more concerted and coherent approach in supporting national and local counterparts.

A further example of alignment and complementarities comes from Rwanda. GELD Rwanda has been fully aligned with the national level GRB programme supported by UNWOMEN, and ongoing for the same period as GELD). This strong alignment with another UN programme has further facilitated support to the national counterpart (MINECOFIN), resulting in a joint support to the national level GRB programme. By speaking with one voice and offering consistent and coherent support at both national and local levels through the same implementing partner GELD has gained some traction.

The synergies between the national GRB and GELD programme, are now beginning to provide for a shared platform towards future joint continuation within one programme/project, headed under governance in the UNDAF. In practice, only a small portion of the overall funding is actually channelled through the One UN Fund. Similarly, UN in Tanzania has a perspective of wanting to join all GRB, GELD, and governance and accountability programme with links to the anti-corruption programme in one programme.

Synergies also exist at the level of UNWOMEN regional and national office in Dakar. GELD is integrated into the national level annual work and reporting plan and its systems; at the regional level a joint knowledge product has been produced on complementarities of GELD in financing for women's rights in Senegal. GELD Senegal has been able to successfully influence and integrate its approach into the current UNDAF in Senegal (PCNUAD 2012-2016). Among its three main strategies it states in strategy "Improving equitable access of people (men and women) to rights and basic social services, social protection and sustainable development as targeted effects [...], and Strategy 3: Strengthening national and local governance [...] through participative, transparent, and equitable systems [...].

This very clear impact of GELD design on complementing the overall approach taken by the UN at country level can be seen as a successful indication of the relevance of GELD design and its replicability in other UN interventions. It is due to the fact that GELD Senegal has been able to create a new “brand” or vehicle for gender mainstreaming systems and capacities.

GELD Sierra Leone has complemented the work of the UN as a member of the UN Gender thematic Team, contributing to the UN-Joint Vision Programme 17- a collective path-way of the UN support to the Government of Sierra Leone, which is in turn aligned to the Agenda for Change (PRSP II).

While complementarities and alignment with ongoing UN interventions have been more prominent within the thematic area of gender, fewer examples highlight synergies between GELD and UNCDF/UNDP supported LDF programmes.

At a national level: Sierra Leone has provided complementarities, as reflected through the use of a joint National Steering Committee fused with LGED-JP, the sister UNCDF/UNDP Programme working on local development with the Councils. The National Steering Committee has met once a year to discuss general issues around the two Programmes. In Senegal, the GELD MOU has established links between the UNCDF/UNDP PADEL and GELD programmes.

At local level: synergies are few and the ET has not seen much in the various documents describing the linkages. In Senegal PADEL has been effectively supported by GELD, integrating the gender equitable participatory planning approach. Similarly, these synergies have appeared in Sierra Leone between the LGED on LED initiatives and GELD. GELD has been providing support to integrate gender in LED programme design and implementation. No such concrete synergies can be documented from the other countries with respect to joint LDF programmes between UNCDF and UNDP. Either because joint UNCDF/UNDP programmes have been phasing out their “traditional” LDF approach and shifted towards different ways of doing business (such as the case in Tanzania), or are in the process of doing so (Rwanda), where natural links through performance budgeting seemed less obvious to the programmes respectively.

Sub-question 1.3: How well designed is the programme?

The Programme has clearly defined the problem of gender inequality that needs to be addressed at the local level and through the PEM system with the tools of gender equitable and performance budgeting. Some weakness in design has become apparent around a clear articulation of the sequenced steps, and areas of the theory of change. This means how to showcase gender equitable results of capital invested using GRB as tool for the PEM reform. However, it has not described the approach, method, and tools needed for a capacity development strategy for all stakeholders involved. Consequently, it has set targets that were not realistic for a short 3-year pilot. The GELD design did consider the questions of sustainability and absorption capacity of LGs, exemplified by the proposed capital investment ceiling (USD 2/capita for each investment). However, this doesn't seem to have been followed during implementation as outlined below.

In more detail, the question has to be answered at two levels. One is the overall programme design and its relevance in terms of implementation in 5 different countries at the same time as well as

being managed by two different UN agencies. The other level is in terms of its relevance at individual country level.

When it comes to overall design there seems to be a number of problems that were not addressed, or thought through, at **the design stage**:

- 1) At programme/technical level, the first question to answer is whether the design sufficiently addresses the comparative advantages of both agencies to come together in a GELD theory of change. The **theory of change** and its relationship between the goal, outputs and intended outcomes has not been clearly enough articulated, namely the steps and sequence of activities reaching targets to yield output neither the relationship between each output and how they are necessarily linked. For example, the necessary and sequenced steps of GRB, its specificities (challenges and risks, in a log frame) in application at the local level and with the tools of capital investments, have not been addressed. In practice, the sequence and steps to link the actions needed (such as GRB analysis, training, policy advocacy, knowledge documentation, etc) is not sufficiently addressed to lead to the planned programme results (outputs) of (1) LGs applying a gender lens in their planning and budgeting cycle; (2) including in measuring their performance; and (3) Generation of new relevant policies in the area of gender responsive decentralization. The theory of change remains vague also on how these three results are linked or need each other to achieve the overall goal of gender equality at the local level.
- 2) While most aspects of decentralisation have been addressed, the **logic** of using GRB as tool to improve the PEM cycle resulting in more equitable investments has not been sufficiently explored or explained. The theory of change and the necessity of linking all outputs in order to achieve improved processes (PEM) as well as outputs (services/investments) for a more gender equitable development result (numbers of services and their users, frequency, availability/accessibility/affordability and quality of services) and longer term impact (more equitable levels of local social and economic development) have not been clearly formulated and followed through. Consequently, no measurable targets have been set at output and result level to measure the success of the GELD theory of change over time and per output. This results in the disproportional exploration of activities in output 1, to the detriment not only of the remaining outputs, but also to test the theory of change in its entirety. No document (KM product, M&E plans, etc) is providing reference or evidence to the theory of change as explained in the Project Document. This is also due to weakness in clear articulation and consistence of its logic in the beginning.
- 3) At **impact level**, it remains therefore unclear from the Programme Document, how exactly GRB in application of capital investment for services leads to a more gender equitable approach in development. With **respect to** setting **realistic targets**, GELD seems to have been unrealistically ambitious, considering its piloting character and relatively short effective implementation period of 3 years. This has also been born out by **the fact that the** Programme was initially delayed in terms of start date and an additional no-cost 1-year extension was applied. However, several very substantial activities have not even taken place yet with only a few months left of the Programme, such as expenditure tracking (output 2-with the exception of Mozambique), and consistent and guided documentation of KM and policy dialogue.

- 4) At the operational level, overall financial management (FM) seems to have been set with unclear accountability lines between both agencies at country, regional, and HQ levels. The ET couldn't find at country level or at the global level regular and structured financial oversight of programme outputs/activities. With respect to the programme objectives, a weak FM structure and oversight also has a bearing on accountability, transparency, and responsiveness of development funding flows and mechanisms of reporting from participating partners. The programme design is not able to sufficiently address this FM weakness or difference in approaches normally followed by UNCDF and UNWOMEN in reporting.
- 5) Regarding the ***design of the interventions at country level***, the GELD global design framework of combining capacity building and using tools for GRB with pilot investments fits well within the (relatively advanced) development context of GRB in Rwanda and Mozambique. UNCDF and UNWOMEN have worked closely together at both national and local level when it comes to the GRB agenda. Furthermore, the ET found that the design and approach of GELD has fitted well into the Senegalese context and based on a capacity development strategy for its local governmental partners, civil society and local communities overall that seems very relevant as they had already identified gender and empowerment as a key challenge before GELD interventions. For Sierra Leone, GELD has come in at the right time to provide a tool to implement new legislation on participatory planning at local level, similarly to Senegal. At the time of programme inception, GELD was also highly relevant to support its decentralisation approach, which has been stalled over the course of programme implementation. The Tanzanian GELD results must therefore be seen in this particular light, achieving rather "in spite of" the decentralization agenda, and not "because of".

4.2 EQ2: How well has the programme management delivered GELD expected results?

This question answers to efficiency of the programme management structure towards outputs in relation to inputs, both in qualitative and quantitative terms.

In this question, the measurement criteria is the extent to which the programme has delivered outputs, I (1) in a cost and time efficient way, as well as against appropriateness of investments chosen, (2) the management and monitoring of its implementation, and (3) the quality of programme oversight at higher level. It will also look into the responsiveness to findings made by the MTR.

Overall, the ET concludes that programme efficiency has been hampered at several levels due to a complicated management structure. Mostly, this has happened at the level of monitoring, as well as at the level of oversight due to UN internal structures and procedures.

Sub-question 2.1: To what extent are the programme outputs delivered on time and according to original planned costs?

Capital Investments

This question has to be addressed both from the viewpoint of the original planned GELD budget per country and actual costs of specific investments at the country level. An MoU was signed in each pilot country at the beginning of GELD programme activities (some time during 2010 in most countries) making an amount of USD 247,000 available to participating for capital investments funding having used the participatory planning methodology to identify the investment projects.

In Rwanda the investments are as discussed based on participatory planning resulting in the selected investments in four different areas: (i) health, (ii) water supply, (iii) environment (biogas), and (iv) Income Generating Activities (IGA).

However, the ET was presented with a total final budget of over USD 600,000, that had been used for capital investments in the two GELD LGs. This means that the overall investments are more than twice the agreed amount as mentioned in the MoU for Rwanda of USD 247,000 (later revised with an additional USD 38,000 so USD 285,000 in total). For the significantly largest investment in the construction of a health centre in Gicumbi, delivery was on time but as evidenced by the ET has not yet become operational (the health centre was finalised in October 2012). The health centre is clearly a priority of the national government, and the local government has responded to the needs of the local community in the vicinity of the health centre. But aspects of operation and maintenance of the health centre rest with the Ministry of Health and not with the LG. The health centre is still not operational awaiting allocations for personnel and an operational annual budget of the Ministry of Health. This runs contrary to the statement (see p. 9 bullet-point 3) of the GELD Capital Investment Guidelines from 2010, which states that LGs shall designate in their annual budgets such funds for O&M as well as salaries and other benefits for the core technical staff expected to operate and or maintain such facilities including the equipment.

In Tanzania, GELD was expected to deliver against: (1) Water project Kingolwira with a water supply extension to the seven villages (Mtaas) within the sub-district (ward) of Kingulwira was appropriate done within agreed budget. Through the Tanzanian bottom up planning process tool O&OD conducted in 2007/8, GELD was able to identify and cross-check this priority with renewed participatory consultation process with, in which in particular the women representatives and their female chairperson continued to express their need for water access in their vicinity. This process was facilitated through both the Water Agency in Morogoro (MORUWASA) and the GELD focal point at MMC (confirmed in interviews with MORUWASA and with local community at Kingulwira, visits of 23.04. and 24.04). These findings were further supported by a needs analysis conducted in July 2012¹⁰.

The investment and capacity building support to the Tanzanian Women's Food Processing Fund (TWFPF) Delivery against this investment is more difficult to evaluate. Delivery of stage 1 (as categorized by the ET) consisted of capacity development (to result in a final training on financial management, May/June 2013), and support in the establishment of the fund as legal entity through a certification process. The appropriateness of stage 1 – set up of fund – has been confirmed by a feasibility study, analysing the benefits and risks of the TWFPF. This has been achieved with the

¹⁰ Gendering Integrated Water Resource Management in Kingolwira Ward, Morogoro Municipality: A Case study Analysis, July 2012, Mumbere University

official registration as fund in March 2013 (official document seen by ET, 23.04). The planned revolving fund with seed capital for the members of the TWFPF has only become operational now at the tail end of the programme, yet its continuation is seen as part of the scale up of the LG.

Stage 2 – consisting of the construction of a multi-purpose building for the TWFPF, has started its tender process with MMC in February 2013 (as verified through documentation, and interview with head of procurement, MMC 25.04). The tender is expected to be finalized within due course within “at least 90 days” (Head of Procurement, MMC). This would mean that by the end of GELD implementation the actual work on the construction site would not have been even started. Construction was expected to take four months and ready to be in use by October 2013. While many factors may have contributed to the delay of starting the tender process, it can however not be said to be timely within the limits of this final evaluation and the scope of the programme. The same goes to the estimated cost of the building, budgeted with USD 100,000 and already incorporated in the MMC budget.

Women’s participation was very high during stage 1 and there was consensus reached on the need for a multipurpose facility (shop) to further develop their business. In a separate interview however, the board of the Trust felt that they were not consulted adequately within the final decisions of the MMC on the allocation of land, size, and scope of the building to be constructed (separate interview with ET team member and TWFPF board members, 23.04). It has to be concluded, therefore, that the viability and sustainability of stage 2 of the support to TWFPF leave serious doubts and questions unanswered.

Capacity building

The programme outputs in terms of capacity building / training have to a large degree been successfully delivered on time vis-à-vis the limited time available for implementation given that the programme started one year late but was extended with one year. In detail, however, deliverables on output 2 and 3 have, overall, not been implemented timely or against planned cost. This is due to a variety of reasons, which most closely can be linked to monitoring and oversight, but also structures and difficulties in reading local budgets. Activities of outputs 2 and 3 have started late – e.g. in the last year of implementation, such as expenditure tracking (Senegal, Tanzania). For output 3, the MTR has produced a variety of findings to rectify the lack of policy and KM documentation in all countries, but also at HDQs level. The effectiveness of the response to MTR findings under output 3 hasn’t been found at country levels, with four out of five countries now trying to catch up with documentation of processes and lessons learned. Mozambique can, however, show results through documentation.

Sub-question 2.2: How well has the programme been managed and monitored?

Obviously in such a large programme like GELD that covers cooperation between two major UN system agencies and is implemented in 5 countries at the same time there will be issues of how to harmonise reporting, annual work planning (AWP), progress reporting, financial reporting (both internally relating to usage of funds per outcome and per activity and externally in terms of investment funding and capacity building/training activities undertaken by GELD and LGs) and not least overall M&E.

UNWOMEN HQ developed in 2010 (last updated February 2011) a very detailed Programme Management Guide, which gives details on all programme-related issues such as overall fund allocation per country, reporting requirement and not least an updated Logframe for GELD with more detailed indicators and means of verification as compared to the GELD Programme Document. It also included formats for M&E reporting (both M&E for GELD but also a format for M&E of LG plans to see if they have applied the “gender-lens” in planning and budgeting) and finally AWP formats which focus on indicator reporting as well. However, the ET cannot find any progress reports, either at country level or at the overall programme level, which have applied and systemically followed up on these useful M&E tools.

The AWP format does seem to have been completed and followed in the various countries since 2010. The annual GELD Progress Report(s) (the ET has only been able to see the 2012 version from February 2013) contains a narrative account on the progress of implementation in the various countries plus a detailed table with follow-up taken to the Mid-Term Evaluation (MTR) recommendations but no mentioning of, or details, as to any achievement of results from GELD linked to the programme’s agreed indicators at aggregate level.

In terms of financial reporting under GELD the ET has had a very hard time trying to get an overview of overall programme funding per output and per agreed activities (see 2.2 for details), and also an overview of funding per country. The UNCDF office in Rwanda did submit a detailed overview of spending in Rwanda (but no details on the UNWOMEN expenditures) but this overview led to a number of additional questions. The capital investment projects in Rwanda added up to over USD 620,000 but the MoU (and a later addition of One UN money of USD 38,000) only mentions capital investment funding of about USD 285,000. A Health Centre in Gicumbi alone cost USD 375,000 and several other investment projects were supported such as pig project, cow project, chicken project, biogas and kiln projects, water supply and ICT projects as well. These investments do fall within the eligible investment menu of GELD (see Box 1 p.14). The ETs understanding, however, is that GELD is a pilot programme where there should be a clear link between piloting specific LDF funding with increased GRB funds in LG budgets. This would enable a better analysis of the distinguishing factors in what is piloting, and what are investments for the sake of investments, and not necessarily linked to GRB improvements.

The ET did find in each country visited very strong and dedicated national GELD coordinators that had worked hard to implement the agreed Programme activities in time. However, some substantial and important activities have not yet been carried out even within the extended Programme implementation period in outputs 2 and 3-mainly pointing towards expenditure tracking, which was intended to start from the beginning of the programme. The question must be asked if the 3-year implementation time frame of GELD simply was, and is, too ambitious given the expected outcomes of the Programme and the expected influence on key indicators.

This is perhaps best reflected in the relative lack of indicator reporting, while to some degree the ET did find a burgeoning interest of LGs as well as national governmental representatives, understanding and willingness to apply GRB methods and tools to planning and budgeting in the visited GELD supported LG’s. However, as far as the ET could verify through budget analysis in the various GELD LGs no systematic application of tools and GRB analysis in budgeting is being carried

out yet of the GELD LG budgets as requested per the Project Document. This includes all stages of the budget cycle, in particular expenditure tracking, corresponding to output 2 of the project document. The GELD influence seems to be incremental rather than wholesale as evidenced through verification of plans and budgets of the LGs. While this reflects an overall evaluation of GELD, some LGs or countries perform GRB in a more systematic way, such as Mozambique, Rwanda, and Tanzania with more emphasis on the planning side.

As already identified in the MTR Report it was noted that the CTA was overburdened and needed assistance in not only management related areas but also to document KM related issues and organise best practices and technical advisory. These aspects were strengthened following the MTR. With respect to KM and output 3 of GELD, the management response has to a large degree incorporated these findings in an appropriate and timely manner, and translated them into action, by conducting a KM regional forum (May 2013), documentation of capital investments using a human rights based approach, and commissioning two knowledge products. However, Progress monitoring doesn't seem to have been built on (i) benchmarks created through the baseline study in 2008; (ii) national M&E mechanisms as in most countries (Mozambique does have detailed M&E indicators at LG and UNDP levels) they simply don't exist or are dysfunctional and (iii) the Programme indicators. This implies that no risk log or strategy has been followed, enabling the management to respond efficiently and effectively to bottlenecks. In turn, it also relates to poor monitoring from the higher level against programme results. The issues with these systems hampered country ability to fully and accurately account for their progress and document results. When it comes to management of the GELD programme at country level the ET assess this as mainly positive and with relatively good outputs at country level. This has been confirmed through interviews throughout the field visit and interviews with all stakeholders. It reflects a solid coordination of national coordinators with their (mostly) local counterparts from both LG and communities, as well as with central government counterparts. It also shows a relative ownership of the programme approach as understood individually at each country level.

In Senegal the delivery rate on annual work plan targets is very high (100% at end of 2011) and reporting on progress implementation to stakeholders has been regular, as verified through documentation and stakeholder interviews. Results from project monitoring have been used to inform LG (in particular, ARG and Municipal Council Louga) and the PNDL on lessons learned. There is, however, a lack of baseline data to track progress through a standardized and systematic M&E approach. This regards in particular the impact of capital investments on beneficiaries. GELD overall M&E was developed in year 2012, but not followed systematically in terms of reporting it would seem. This is probably due to the fact that the envisaged M&E data is not available at country/local levels. The GELD M&E systems are not aligned to the national system simply because there is no functional M&E system in place in Senegal. The M&E Officer of the ARD in Louga Region explained to the ET that there are plans to hire a consultant to assist them to develop a computer based M&E system and linked to the national system. In Tanzania the system at PMORALG is still under construction and the M&E systems such as the Local Government Monitoring Database and PlanRep (both systems supported through the LGRP with substantial amounts of funds between 2004-2009) but has never really become operational. The idea behind PlanRep was to have a reporting and budgeting tool that could help LGs link the two processes better.

The progress reporting in Rwanda is duly integrated into national and LG monitoring and reporting mechanisms (see regular progress reports 2010-2013).

Sub-question 2.3: What is the quality of programme governance and oversight?

Quality of coordination between UNWOMEN and UNCDF can mainly be seen through the mechanism of the high level Steering Committee (SC) for GELD. Oversight of GELD implementation has been followed closely through a SC comprising staff of UNWOMEN and UNCDF plus the CTA and other staff resources from the beginning of the Programme meeting twice annually. The SC has in most cases effectively addressed concerns raised by the CTA as well as the MTR. However, it has not effectively played the role of quality control over technical advisory of programme components. For example, it has not addressed issues of malfunctioning of some of the national level SCs. Furthermore, UNCDF and UNWOMEN internal structures have not been used effectively for programme oversight, in particular technical tools that are trademarks of both agencies such as GRB and performance budgeting tools of UNWOMEN and systems of LDF from the side of UNCDF, have not been fully utilised. Furthermore, relevant issues arising at country level have not been adequately addressed to the satisfaction of the countries during the SC. Mostly this refers to requests for further or increased technical support to countries. Oversight and governance at country level has entailed that:

- In Rwanda the SC (set up mandatory per MOU) was never operational for reasons that are unknown to the ET. Instead, the district planning committees served as a replacement, and met quarterly. According to the GELD Coordinator, the functioning of the SC as planned would have been very beneficial, allowing the programme to address the correct forum vis-à-vis other donor partners and GoR agencies.
- In Tanzania PMORALG decided not to form a separate SC. Instead, the project was mainstreamed in the existing Standing Committees (Finance and Administration standing Committee) of the Municipality, which can be seen as good example of institutionalization in the existing Tanzanian context.
- In Senegal there has been no separate SC. The GELD coordinator has carried out the programme coordination and oversight and its team through UNWOMEN, with support from the local UNCDF/UNDP led PADEL/GELD implementation team.

How much this lack of a national SC institution specific for GELD at individual country level for oversight and governance has influenced the outcome of GELD is impossible for the ET to speculate on. But it would seem that from a country perspective (aid effectiveness perspective) it makes more sense not to have separate SCs for each and every donor supported programme and project. However, from the perspective of GELD the pilot format needs a specific forum where this type of new and innovative approaches can come to the attention of a wider government and donor audience, such as through the One UN mechanism where applicable.

Sub-question 2.4: To what extent has the programme made use of the Mid-Term Review findings and recommendations?

To some extent, *regional and national experience sharing* has increased since the MTR with some additional regional workshops taking place on KM and M&E; and with in-country study tours. However, no strengthening of the programme approach of GELD could be observed in terms of appropriate tools to facilitate the exchange among the GELD country teams (newsletter, format/guidance for documentation, dedicated website, etc.).

When it comes to *Programme Management* issues there was a recommendation of better vertical communication among headquarters (HQ), Regional Office (RO) and Country Office (CO) levels and horizontally among the three UN organizations involved. The MTR proposed a more elaborate M&E reporting system was to be instituted for the CTA to provide monitoring results to the SC, as in general M&E was deemed in need of improvement, but this has not happened as far as the ET can determine.

The recommendation to have more *technical dialogue with the mainstreaming of LD approach* doesn't seem to have been taken up by UNCDF HQ and RO levels, nor by the CTA. What has been lacking throughout the Programme on a structural level is the link between the capital investment grants as leverage for more funds for gender equality. The release of the funds should depend on how responsive the district and beneficiary community is - such as the case of Mozambique - by displaying innovative ways to eradicate gender inequality and, equally important, by leveraging funding from its own revenues or from sector related transfers and particularly using it towards gender equality results. Examples come from Senegal, where the LG Louga committed to allocate 20% of the budget towards reducing gender inequality, and Mozambique, where a quota of 30% for women beneficiaries has been set for the LG development budget of Mueembe.

The MTR also put emphasis on the need for more effort on the *documentation of processes, results, best practices and lessons learned* of GELD. The lack of proper documentation seems to be one of the major weaknesses of the Programme. In this regard, a recurrent need for national focal points to document lessons and processes was expressed as well as more visibility of the programme in national, regional and international forums. There are some last minute attempts to address this weakness which include the commission of two knowledge products by UNCDF HQ, regional documentation on capital investments, and finally documentation from Mozambique on processes and approaches taken. Furthermore, an overall review of GELD in Senegal has been attempted as part of a regional publication on gender mainstreaming in decentralisation.

The MTR stressed the need for collection and analysis of sex-disaggregated and time use data should be strengthened. In order to achieve more sustainable results in this area, a stronger focus should be laid on the change of *data collection formats and policies*. The ET didn't find evidence to suggest that this has happened to any great degree with the exception of Rwanda, where very effective work has been done to create a useful data collection system in the two GELD LGs. The data is relevant for the planning process, and enables a prognosis as well as managing risks. Rulindo has been asked by several other districts in Rwanda for replication of its data systems, which has been technically and financially supported by GELD, in collaboration with the National Bureau of Statistics.

4.3 EQ3: To what extent has the programme contributed to improved gender-sensitive systems and capacities at local government level?

Organizational change can be best measured through the change in policies, procedures, and systems within the local governments targeted by the GELD programme.

To this effect, GELD was able to successfully change or complement LG planning systems, reflected by changes in the District Development Plans (with the show case of Senegal, but also in other countries). It was less successful in affecting change in the budgeting systems due to reasons of central governmental control over local level budgeting.

In light of this constraint, examples of better connecting the processes of planning and budgeting (Senegal), and in particular the capacity of using the LG discretion over block grants for gender responsive budgeting in Rwanda, stand out as good examples for organizational change at the budgeting level.

This suggests that where thorough participation into the planning process was ensured and achieved, willingness and ability of community members, in particular women, will be high to contribute to the implementation of investments. Examples of good practice of community and women's involvement in GELD investments include also community oversight, often with water projects (Senegal, Tanzania), IGA projects, and more generally, with smaller scale investments in health.

This question looks at effectiveness of the programme to achieve organizational change. It does so by analysing two steps to measure an institutional capacity increase or organizational change, namely (i) a gender analysis of capacities of technical staff in charge at the beginning and end of the programme (before-and after training analysis); and (ii) an analysis of systems and tools used by national coordinators and their counterparts, at the beginning and end of the Programme. This approach would reflect an ideal and comprehensive process to assess programme contribution to results but unfortunately it has not been followed or institutionalized throughout the implementation of GELD programme. In most countries, the ET has been able to gather evidence of successful contribution to a capacity increase through step 1, and to a lesser degree to step 2. The analytic approach to compare both capacities and systems (DDPs) through a before/after analysis has not been structurally followed throughout GELD.

Sub-question 3.1: To what extent has the programme contributed to increased institutional capacity for gender-equitable or sensitive planning in the supported Local Governments? (pre-investment phase)

Increasing institutional capacity of GELD in the pre-investment phase has included (i) the establishment or implementation of mechanisms and tools that allow for gender-equitable planning, and (ii) training of LG staff and communities to improve their planning skills.

(1) Mechanisms and tools: GELD has been effective, in some occasions very effective, in using and strengthening mechanisms that facilitate participatory planning processes, in particular involving women. GELD has been most effective, when used as the tool to implement new regulations on

participatory planning at the local level, such as in Senegal and Mozambique. Sierra Leone has introduced participatory and gender sensitive planning for the first time (due to previous lack of resources) with great success. The participatory planning process was also successful in Rwanda and Tanzania, but was based on already conducted participatory planning process from before GELD. GELD has also been effective to support the development of new guidelines on gender mainstreaming for the planning processes, such as in Rwanda, Senegal (under way), and Mozambique. Tanzania has recently managed to complete the GELD training and planning manual as the main guidelines for gender mainstreaming at LG level, in a broader sense providing gender mainstreaming guidance.

The investments selected as result of the planning stage reflect a very high degree of gender responsiveness in choosing women's priorities; this can also be tracked in the perception of community and women's representatives as integral part of the planning process to the selected investments. This applies equally to all investments evaluated with the exception of the Women's Food Processors Building in Tanzania.

The *District Development Plan (DDP)* constitutes the ultimate tool as well as result (also highlighted as one of the main targets in the Project document) of effecting organizational change. Within the limited time that GELD was operational, not all countries had the opportunity to develop new District Development Plans given their 3 or usually 5-year planning systems.

Among the countries visited, Senegal and the Louga DDP stand out as example which shows the influence of GELD on the new regional development plan with objectives and activities clearly articulated, with a gender focus in all sectors of the DDP, notably in employment creation, education, and transport sectors, but of course at a modest level of only 5% of the overall DDP funding for gender issues. The investment plan lists 16 strategic priorities among which is "Promoting gender equality and women's empowerment".

While the technical capacity in Rwanda has been marked noticeably higher, this cannot yet be traced through the new DDP (currently being formulated. Overall, a gender analysis of the 2009 DDPs was carried out by GELD in Mozambique, Senegal, and to a lesser degree Rwanda but seemingly not in Tanzania or Sierra Leone.

The main question in this regard-was GELD able to prove its value added to local planning and budgeting is thus to be answered in several parts as attempted above. Certainly, the GELD model has added value to the local planning system, in particular where policies and legislation for participatory planning have been there, "waiting" for a model like GELD to support its application or implementation. To a lesser extent, this is true for the budgeting side, given (a) the limited powers of LG over their budgets, and (b) a missed opportunity in most of the GELD countries to track expenditures (output 2) to raise awareness and understanding of the flows of the budget at each level responsible.

(2) Capacity building through training: strengthening of institutional gender planning capacity has been a major focus of GELD through its capacity building activities and has to some degree yielded results. Given the weak qualitative data on measuring changes in capacity through training, the ET tried to reconstruct ways to measure these changes based on the findings from interviews and observations: Firstly, for measuring the extent of increase, a change in awareness of LG on

gender equity as an important issue, its objective and overall approach of GELD and GRB for local level planning can be observed through interviews in all countries. Secondly, the capacity to detect certain gender aspects and needs within sector programmes, and analyse general ways for resolving the needs within a given context has been observed to be reached by most LGs as well. Senegalese and Tanzanian LG representatives were able to connect social sector gender needs to the loss of economic activity and security of women. And thirdly, is the capacity to see and respond to the need for proper indicators and data to plan for specific quantitative and qualitative development results and the capacity to establish useful gender sensitive targets in the planning cycle. Most actors among the LGs visited have not yet reached that stage.

From the countries visited it seems that one LG, in Rwanda (Rulindo), now has the capacity to independently and comprehensively plan for gender sensitive (and responsive) clear targets across all sectors. This is reflected in a variety of activities, such as specific training not only on GRB in the planning cycle, but also for M&E, expenditure tracking, data collection, and use for the discretionary grants at LG level. One tangible result is a comprehensive gender sensitive data collection system and leaflet supported by GELD, which is used not only for the LG planning cycle, but also as role model for other LGs to learn from. Interviews with the LG senior management staff also points out that GELD has been instrumental to changes in analytical and planning capacity, resulting in developmental changes, bringing the district forward from one of the bottom to one of the top LGs in terms of overall levels of development¹¹. The variety of external factors, as well as some strategic choice on how and who to pitch the training in Rwanda can explain this. In general, it has received a more comprehensive support in relation to the other GELD countries, due to the nature of working in close collaboration with the national GRB programme, and strong national support for GRB at the level of MINECOFIN. It has decided to establish a high level team of GRB expertise at the Ministry of Finance (MINECOFIN), and to invite a global leading expert on GRB to build expertise. All trainings at local level were then cascaded through these MINECOFIN experts.

Sub-question 3.2: To what extent has the programme contributed to increased institutional capacity for gender-sensitive budgeting in the supported Local Governments? (pre-investment phase)

The original intention of GELD was to increase the institutional capacity of participating LGs in doing not only participatory planning but also to do gender focused budgeting as result of having been sensitised through gender investments to the usefulness of continued focus on gender investments and budget allocations.

Overall, the budget format in all countries visited provides little room to measure institutional capacity improvements for two reasons. One is the low level of performance budgeting and prevailing system of line budgeting, with most local budgets comprising of a budget lines on gender mainstreaming or specific gender related support, but no information available through the budget on its composition. The other reason is the low level of fiscal decentralisation, with limited discretionary budget allocations, which hampers local priority setting.

¹¹ FGD with LG management in Rulindo, statement by the Major.

Against this very context limitation, GELD was able to pilot the following very powerful initiatives with potential for further work, in many cases strongly linked with the need for more action at the central budget level.

In Senegal, GELD has kick-started a participatory budgeting approach that better links the plan to the budget and has improved the capacity of local councils towards gender responsive planning and budgeting, taking into account community and women's priorities. This is however more evident and consistent at municipal level than at lower local government level, without a consistent and systematic change in the budgeting process verifiable, within the limits of centrally approved budget formats. A gender responsive planning and budgeting manual prepared, or reviewed by LGs, is not (yet) in place, but intended to be prepared before the official completion of GELD as per information gathered via interviews.

Within the discretion of the district block grant as the only discretionary budget available for the district, in particular Rulindo in Rwanda shows a high awareness and ability to budget with a gender lens and towards quantifiable targets.

GELD Tanzania has innovated a GRB reporting format, which is currently being tested at the MMC level. The format has been presented to PMORALG with initial reactions being very positive as per information gathered via interviews with both LG and PMORALG . Similarly, GELD Mozambique has developed a planning and budgeting matrix.

However, the ET could not find a systematic gender budgeting capacity analysis in any of the countries visited. Such an analysis would have reflected a better understanding of the roles and functions of LG, and responsibilities in the budgetary processes and could have been used to improve LG capacities on budgeting in a guided and targeted manner. Given the parameters of constant and ongoing budget reforms in most of the pilot countries, a clear-cut measurement of technical budgeting capacities couldn't have been expected, but at least a general overview would have been useful. As stated above, the LGs are often not in the position to decide over their budgets, however an analysis on the extent and limitations may have been useful.

Sub-question 3.3: To what extent has the programme contributed to improved management of gender-sensitive investments by local governments? (Investment phase)

This sub question looks at management of investments by LG and the involvement of the communities within the implementation phase. It addresses, where possible issues of integration of O&M costs, procurement, transparency and equality, and perception of communities to the effective management by LGs.

GELD has led to some improvements in overall management capacity of LG of GELD investments to effectively implement inputs against efficient outputs. There are substantially varying degrees of management of GELD investments by LGs under GELD; and no generalization can be made by the ET. This includes the factoring in of LG budgets of running costs, as well as additional operational and maintenance (O&M) costs, which in some cases have been factored in, yet in other cases they have not. Examples of O&M costs being part of the investment is where the investment is linked to an existing facility like the health centre upgrades in Senegal with maternity wards and also the water supply

projects in both Senegal and Tanzania where O&M costs are covered by the user fees and the MoUs signed between the water suppliers/boards and the communities. However, there are also examples like the newly constructed health facility in Gicumbi Rwanda where the responsibility of the LG in the O&M costs are unclear. Throughout the field visits, the analysis of LG budgets showed that O&M costs had been factored into facilities that the LG is responsible for but that it became unclear when it was outside the purview of the LG and the responsibility rested with either a central government agency or with a community organisation engaged in IGA.

In Senegal, for example, efficiency of inputs matched the effectiveness of its outputs (planned vs. budgeted, in time and specification as planned) by the LG for most GELD investments, only partly was this achieved in Tanzania, through its water project. For the MORUWASA (water sector), the implementation was running according to specification, time, and budget as planned. For the other major investment, the market centre for the Women's Trust; this was not the case as timing, tendering and procurement of the investment has been delayed leading to questions of actual need for the investment and what will happen post GELD in terms of running and maintaining the investment.

Similarly, the major investment in Rwanda for the health centre is facing problems in terms of becoming operational, as the LG has to wait for funding from the central government before it can become operational. This at least temporarily creates major tensions between the LG and the local community, who have been waiting for a year now for the actual opening and running of the health centre.

Generally, a quite positive observation can be made in the regard of women participation in most of the investments seen in the participating countries. Stemming from the overall observed participatory planning phase, the implementation of projects follows the same logic of participation. This suggests that where thorough participation into the planning process was ensured and achieved, willingness and ability of community members, in particular women, will be high to contribute to the implementation of investments. Examples of good practice of community and women's involvement in GELD investments include also community oversight, often with water projects (Senegal and Tanzania), IGA projects, and more generally, with smaller scale investments in health facilities. This reflects an emerging good practice established by GELD and is attributable to a long consultative and inclusive planning process that established new and good relationships between LG and community.

Sub-question 3.4: To what extent has the programme contributed to improved gender-sensitive monitoring, reporting and accountability mechanisms of local government policies and budgets?

This question looks at the issues of improvement of accountability standards of LGs, including local data collection methods and systems, regular presentation of accounts to citizens, sector and expenditure budget analysis, public perceptions and beneficiary analysis as examples to improve and showcase a functioning M&E system at LG level.

Technical and human capacity: At governmental level, the area of capacity development on both methods and results of data collection has improved to varying degrees in each country. Overall, trainings attempted to include methods for data collection and work on indicators, targeting relevant staff. Not all trainings in all countries seemed to have dealt with these strongly needed

capacities comprehensively. Mostly, the monitoring and reporting of GELD was linked to existing national systems, but these are often found to have major weaknesses in institutional set-up and capacity. Rwanda for its part has specifically targeted M&E in its capacity development approach, yet it remains to be seen to what extent LGs are able to translate improved M&E into improved GRB processes.

At community level, it remains unclear to the ET to which extent budgets/accounts are being presented to the citizens, and to which extent citizens have been empowered to demand for their right to oversight over the budget. Overall, the budget is formerly announced at municipal levels; yet CSO representatives do not have a high level of knowledge of the overall budget allocations (as is the case in Senegal and Tanzania). Although the relevance of GELD design focuses on demand-side issues of public expenditure management, GELD implementation with Gender Responsive Budget awareness and training activities was not enough to enable women and men to fulfil their responsibility for budget oversight.

Quality of systems and tools: The overall weakness of M&E systems at the local level represents the major backdrop against which GELD was asked to operate. In its formulation, the GELD project document was aware of this and hence determined local public revenue and expenditure tracking as one important element. It is clear that no revenue and expenditure analysis has yet been undertaken in any of the GELD countries, though plans to do that are under way, still to be covered during the latest country AWP (such as in Senegal and Tanzania).

For Tanzania the use of the newly developed gender responsive reporting format could enable the Morogoro Municipal Council towards improved monitoring of targets. It is however, up to PMORALG, to take the format up and make an approved version mandatory for LG use. This will also require clarification as to the use of existing reporting mechanisms.

In Rwanda, the MINECOFIN mandated the development of Gender Budget Statements¹² to be piloted in 4 districts (2 GELD and 2 CIDA districts in the south), to be submitted together with the annual budget request. For further impact or replicability it is too early to evaluate.

4.4 EQ4: To what extent has GELD started to influence policy debate and decision-making in the countries in which the programme has intervened and more globally?

The question looks at policy and strategy influence through GELD in two parts.

One is through documentation of practices, processes, and annual reviews of LG budgets; KM at all levels of GELD at HQ, regional, and national levels. This has been largely neglected until the MTR has made several specific recommendations to management and country levels alike. In short, it can be concluded that no communications strategy (as requested by the Project document) or KM/learning plan has been comprehensively set up and followed through by all GELD stakeholders involved, despite several attempts from global and regional levels. A real opportunity lost is the lack

¹² The Gender Budget Statements have to be elaborated within the pilot districts in at least four sub-programmes of relevance (according to certain criteria).

of use of existing internal policy and knowledge tools of UNCDF and UNWOMEN, in particular the GELD training and planning manual for LG ("the GELD manual"), prepared in 2009/10 for work with LGs.

For the other area of technical support to systems and tools developed to enhance policy dialogue, GELD has been very effective, with each country standing out for a different result: Mozambique and Rwanda for the collaboration of GRB national and local programmes, Senegal and Sierra Leone for piloting gender responsive participatory budgeting at the local level which has gained national level interest to varying degrees in each country; Tanzania for the development of a tool for gender responsive monitoring/expenditure tracking which has now been discussed at national level.

Sub-question 4.1: To what extent has GELD produced and disseminated quality knowledge products and lessons learnt to promote dialogue with key policy makers and development agents?

There is *no knowledge management/learning plan and communications strategy* in place for GELD. The MTR has made several recommendations to this effect, to which the GELD SC responded with action, such as organizing the regional forum in May 2011, and commissioning two knowledge products. Despite these commendable actions, clear guidance on how and what to document at country level is still missing, and the results of the KM products is put on hold by a formal request from the UNCDF practice area at the time of report writing: In the UNCDF's Publications Board minutes signed by the Executive Secretary (early March, 2013) it says that the finalization of the GELD KM flagship product was put 'on hold given that the Practice has asked more time to consider whether to go ahead with it' (p 1) and more specifically 'because of uncertainty as to the LDFP approach to gender' (p. 3)... While all countries visited were aware of this need, none have yet been able to respond. Partly, this seems to be due to time constraints, lacking additional human resources towards the end of the programme, to now have to catch up with all documentation lagging behind since the findings of the MTR. Where the SC has rejected the recommendations of the MTR such as newsletter, web-based platforms, it has mentioned the language problem as the main reason. The ET finds this a valid point, however a clear communications and KM budget should have been prepared at the beginning to factor in issues of translation and knowledge sharing across three programme languages.

From the Programme Document, output 3 requires a ***GELD communication strategy***, allowing for (i) advocacy to both UN country teams and policy makers, and (ii) lessons learnt from annual policy reviews at country level, to be feed into a joint UNCDF/UNWOMEN/UNDP knowledge product. The ***conceptual framework*** for GELD interventions was developed in the later part of 2011 by a consultant for the CTA and shared with country offices. The ET concludes that this framework (i) should have come at the very beginning of the Programme and not towards the end, and (ii) because of its relative abstract nature was not able to link sufficiently to the outputs of GELD.

To date, GELD has not yet ***published knowledge products/lessons*** to promote policy dialogue at a global level; however there are at least two products about to be published by the end of the programme, as reflected in interviews with UNCDF KM manager. The extent of buy in to its final content has not been discussed at the level of SC, to the knowledge of the ET. UNCDF HQ is taking

the lead on these publications to be expected by the end of the programme, according to the KM manager. In practice, at country level it is only Senegal, which has together with the UNWOMEN ROs produced a regional report on sharing experience on gender mainstreaming at the local level in three West African countries, including GELD Senegal. At country level, other forms of knowledge products were created that merit mentioning: GELD Senegal, and later on Mozambique and Sierra Leone, have produced short videos to inform about GELD experiences in the respective countries; Mozambique has produced a publication; and several radio, film and photo stories; Tanzania has published advocacy briefs and case studies

The use of UN ***internal knowledge products*** appears limited to the ET, and is concentrated on reports and frameworks stemming from GELD regional workshops; the GELD conceptual framework being the most noticeable example. To the understanding of the ET, both UNCDF and UNWOMEN tools and publications should have been among the internal knowledge products to have been shared and discussed for their usefulness at the respective country level. From UNCDF, this includes in particular the LDF planning and budgeting guidelines, and "Achieving Results-Performance Budgeting in the LDCs", available in French and English, and including two chapters on GRB with details on implementation of the GELD approach. From UNWOMEN, there is wealth of practice and training guides on GRB capacity development, entry points, and tools used. From interviews during the inception and field phase of the evaluation, none of the knowledge tools have been promoted through GELD.

As a very clear finding, the ET must conclude that KM and learning through GELD globally and among GELD practice countries presents a missed opportunity. The first comprehensive global knowledge management plan for GELD came after UNCDF HQ organized a workshop in May 2012. Progress since then has been focused on the development of the two publications (see footnote 8) to be finalized at the time of closure of the programme.

For the area of capacity development, the need for documentation may be most pressing, as major emphasis has been put on empowerment and training of LGs, communities, and elected officials. Particularly relevant seem the documentation of the process and trainings with Debby Buddlender in Rwanda (training of trainers in the Ministry of Finance); approaches and content developed for Senegal with three different target groups, and similarly in Mozambique (with detailed information available in Portuguese). These trainings have been particularly well received and have marked the starting point of a process of change in each country, and could have a potential for future up-scaling.

For the area of technical support to systems and tools developed to enhance policy dialogue, each country stands out for a different result:

- 1) Mozambique and Rwanda for the collaboration of GRB national and local programmes;
- 2) Senegal and Sierra Leone for piloting gender responsive participatory budgeting at the local level which has gained national level interest to varying degrees in each country;
- 3) Tanzania for the development of a tool for gender responsive monitoring/expenditure tracking that has now been discussed at national level.

These are just some of the processes and achievements to be highlighted in knowledge products and shared amongst GELD and non-GELD countries.

At the heart of the policy review was the intended annual country level review and update of the training manual (the “GELD manual”¹³) for LGs, which has been conceptualized and ready for testing by the designer of the programme at the inception stage of GELD¹⁴. It was anticipated, that its overall use and testing would yield substantial information for cross-regional experience sharing, as well as facilitating capacity development of LGs. This has been reflected in the GELD Programme Document, under outputs 1.3 as well as 3.6, requiring an annual update through the testing of the manual at country levels.

The Manual was presented and shared at the global inception workshop in Johannesburg in 2009. However, the advice to test the approach and tools presented was not followed. The exception was Rwanda, which has tested its content in parts and not systematically, with no written update. During the SC meeting in April 2012, the use of the Manual was discussed, stating that it has been used as “reference guide”¹⁵. But the ET found no evidence of it being tested, and reviewed, nor used in any detailed manner. During the ETs visit to Tanzania, the ET learned that the national GELD coordinator had specifically requested for the manual to be resent, and has been able to discuss and review its content with the relevant stakeholders. Only in June 2013, has a revised version been approved by PMORALG to become the new training manual for LG planning for aspects of gender planning and budgeting.

Sub-question 4.2: To what extent has the programme influenced national policy on the challenge of gender equitable local development?

Overall, GELD has managed through a combination of factors, internally and externally to the programme, to influence national policies relating to gender equitable local development (such as policy on decentralization, public financial management reform, etc), but in rather varying degrees in each country. Internally the most successful factor for influencing policy constitutes high levels of engagement by the GELD CTA and national coordinators with ministries in charge of local government/decentralisation, and to a lesser extent, ministries of finance.

However, the success of influencing policy at country level is more dependent on external factors to GELD and speaks to the piloting character of the programme, and to the diversity of countries chosen and the given context. The ability of GELD to influence national policy is largely depending on the following factors observed throughout this evaluation:

Political will and commitment to the importance of gender equality and GRB as high priority for the development agenda: While this constituted a criterion for the selection of GELD countries, the commitment may have been subject to change or overridden by other priorities or obstacles in development; as is seen in the current development agenda in Tanzania. On the other hand,

¹³ The manual („GELD Manual“) has been produced by the UNWOMEN of GELD from the side of UNCDF HQ, Ron McGill, and tested in Sierra Leone at the very initial stages of GELD.

¹⁴ Interviews with Ron McGill, May/June 2013, via email.

¹⁵ GELD SC Minutes, April 2012

Rwanda, Mozambique, or Senegal presents a higher and more comprehensive commitment to gender equality outcomes at all levels.

In practice, this means that both countries have strong policy commitments on gender equality, that are reflected in national and local level legislation, policy guidance (e.g. prime ministerial circular on establishing gender mainstreaming as mandatory for all governmental staff and in all government policies, actions, and procedures), quota for women at national and increasingly local levels, a strong gender equality machinery in place (national gender equality strategy, high level body in charge of implementation), and CSO advocacy successfully lobbying at national and local levels.

Higher levels of decentralisation by devolution under strong leadership, including fiscal decentralisation to LGs: Subject to variation, this is the most impeding factor to influencing national policy with effect to local level results. While in Tanzania, the “D-by-D” approach speaks of devolution; fiscal decentralisation is far from being achieved. With the decentralisation process being stalled in Tanzania, effecting policy change on decentralisation has become virtually impossible. Overall, real (and fiscal) power of LGs for planning and budgeting cannot be considered the point of departure for any of the countries chosen for GELD. While the LGs need to be empowered in their planning and budgeting mandate, they remain a relatively weak point of departure for most of the GELD countries.

Advancing Public Financial management reform through performance budgeting: Influencing national policies towards achieving GELD on the budget reform process is more likely to happen in the process of performance budgeting reform, as is the case in Rwanda. Senegal, with no tradition in performance budgeting, has experienced difficulties to translate the GELD principles to the existing national structures, due to this fact.

Existence and strong linkage of GELD and national level GRB programmes in-country: Through the experience of Rwanda and Mozambique it has become evident, that a very strong collaboration of national GRB and local level GELD activities is proving crucial to influence national level policies.

Anchoring of GELD under strong leadership of national counterparts: While GELD in Senegal and Sierra Leone have been placed at regional and local levels, the anchoring of GELD Rwanda under the Budget Directorate of the Ministry of Finance has played the key role in influencing national policy making. In Tanzania, the placement of the GRB coordinator in MOF and the GRB core team including PMO RALG reflect also stronger interest and leadership of national counterparts. Reflecting strong leadership in both GELD/GRB, the Ministry of Planning and Development (MPD) is leading the joint agenda, reflecting strong results in gender responsive planning. It is hence the combination of all factors external and internal, which enable all GELD countries to some degree of achievement in real policy influencing. On the other hand, influencing policy change in Tanzania has happened in spite of most of the hindering factors. As an illustration, the Prime Minister’s Office for Regional Administration and Local Government in Tanzania has just published (May 2013) a “Training and Practice Manual for Gender Equitable Performance Budget for Sustainable Local Development (GEPB)”. This manual was developed within the framework of the GELD programme and its objective is to contribute to the Local Government Reform Programme II Goal: Accelerated and equitable socio-economic local development, public service

delivery and poverty reduction across the country”. The manual will be used to support the implementation of the GELD approach in five local governments.

Some of the policy highlights in Rwanda, as a result of the positive combination of all external factors, as well as combined support of GELD/GRB through programme support, training, technical advisory, or on-the-job-training, are:

- Support and guidance in development of the instruction for the budget call circulars (starting from 2010/11);
- The new budget law to prescribe GRB and gender budget statements as mandatory for selected LGs (2013);
- Gender mainstreaming guidelines for the development of DDPs;
- Gender statistical framework report for National Institute for Statistics (Launch May 2013).
- Support and guidance to the gender budget statements (starting from 2011/12) for at least four sub-programmes of the district budget, to be submitted with the annual action plan; the gender distribution of employment (showing numbers and sex of staff at each level and across all levels of LG); and gender sensitive district data development.

4.5 EQ5: To what extent has GELD-funded investments contributed to enhanced opportunities for gender equitable local development?

GELD funded investments have certainly contributed to more available, accessible, and (where applicable) affordably social and to an extent-economic services for women, as well as their communities.

Among the infrastructure prioritised the most across countries are health and water infrastructure. The smaller health related infrastructure tends to have yielded more consistent results in being operational and giving services to communities, or women in particular (where maternity services were improved).

Overall, the water infrastructure has not only constituted strongly demand-driven initiatives, but also provides a good practice example for access, availability, affordability, and quality for the users. With respect to access to water, trends can be observed that investments have contributed to reduce time and distance covered, in particular for women. The likely impact is in enabling women directly (through water user fees) or indirectly (through freeing up time for more productive work).

More directly, the third most prioritized investment category is in support to income generating activities, mostly geared towards agriculture. These IGAs have created employment opportunities for men with a priority for women, and directly responding to their prioritized needs towards more gender equitable development and access to services and resources.

Sub-question 5.1: To what extent have funded investments contributed to improved availability & access to infrastructure or services?

In general, investments in all countries have increased access to and availability of infrastructure and services for women and men within water supply, health centres, and livelihoods. With these sectors prioritized by the women/communities themselves, issues of availability, access, as well as affordability (in many cases) and quality of services have arisen as well. Overall, the following main observations can be made: (1) Among the social services, investments into water seem to have made the biggest impact to service improvements, in light also of the “ripple-effect” of increasing access to other goods and services (see table below); (2) Investments into smaller scale infrastructure overall which can be immediately operationalized and maintained by the LG tend to yield more immediate results in terms of availability of services; (3) investments into services benefiting income generating activities contributed not only to these economic services but allowed also for to better access social services as a side effect.

The highest amount of capital was seemingly invested into *health¹⁶ in all countries except Tanzania, supporting* mostly adjustments to existing structure, including sanitation and improvements to or creation of maternity wards, as well as bigger construction of new health posts/centres (Rwanda). At least nine projects focused on small improvements to health facilities but access and availability of health services in the facilities varies due to issues external to the LGs (staff and equipment e.g.). The smaller health related infrastructure tends to have yielded more consistent results in being operational and giving services to communities, or women in particular (where maternity services were improved).

Water infrastructure investments have constituted the second highest amount of capital invested towards gender equity and have been built in all countries except Rwanda). At least 13 water projects, most of them small scale (water points), have been prioritized by communities, and their women in particular. Overall, the water infrastructure has not only constituted strongly demand-driven initiatives, but also provides a good practice example for access, availability, affordability, and quality for the users. The ET has found evidence of this in Senegal and Tanzania. With respect to access to water, trends can be observed that investments have contributed to reduce time and distance covered, in particular for women. An analysis from the largest water infrastructure project of GELD in Tanzania highlights the contributions of investment. With most of the services only completed in the second half of 2012, it is difficult for the ET to measure the increase in the use of services overall. The ET did not see any post-investment analysis of what the benefits have been for both men and women as the project was just being finalised in June 2013.

Table 5: Investment project benefits for water users in Kingulwira ward, Tanzania*

Benefits mentioned by community (women)	Benefits mentioned by MORUWASA
Fundamental increase in quality of water, now drinking quality	Helps to cut infections from poor water sources (supply and disposal)

¹⁶ As already mentioned under section 2.2 the budget expenditure figures provided by the GELD HQs and by GELD national coordinators in country visited doesn't allow for an analysis and breakdown of investment expenditure per category per country. This is a major weakness of the GELD FM system. The ranking of investments per category has been done by the ET through the various reports/documents reviewed and through verification in the field.

Economic savings through price reduction: Prior 1 bucket/up to 500 TSH, now 1 bucket/25 TSH (with an expressed willingness to pay up to 100 TSH)	Abolish tendencies of women carrying water during attending maternity service, costly supply chain system
Improved hygiene standards and better health services for community	Improved hygiene and health amongst the community
Reduction in household conflicts and physical security for women on the way to fetch water	Minimizing family conflicts and freeing up potential time for more income generating activities
The benefits are much higher for the women and children, who are the majority water providers of the ward (2/3)	Minimizing energy spent for securing water for both men and women
Time savings: from up to 2-4 hours uphill to water source, to now accessing water source within 500m	

* The information was collected during FGDs, both in large and smaller (sex-disaggregated) groups with about 25 water users, as well as with the technical engineers in charge from the Water Bureau (MORUWASA).

GELD has funded economic infrastructure for IGAs as the 3rd largest area of investments in all countries with projects focusing mostly on small scale food processing and marketing opportunities (see section 5.2 below for more information). The most prominent example in terms of scale comes from Tanzania and the Women Food Processor's Trust Fund, reflecting chain of support in matters of registration, business administration, and leadership development. At a smaller scale, examples from Rwanda (animal farming, use of a modern kilt (brick oven) at community level, Mozambique (establishing small food shops) could also highlight a multi-layered support to increase cooperation between LG and communities and in particular women, to build, use, and maintain economic infrastructure. It may prove worthwhile to reflect on this need and practice of multi-layered support established by GELD in particular to economic infrastructure, to highlight its peculiarities and differences to roles and functions of both LG and communities in this respect.

Sub-question 5.2: To what extent has the programme opened up opportunities for income generation and employment for men and women? While improving income generation and employment in particular for women was an intended impact of the programme, it is both too early and data is too scarce to go into a deeper analysis at the end of the programme. Notwithstanding, pockets of evidence and trends can be observed:

Both social and economic infrastructure has opened up the opportunities for income generation and employment for men and women, either for the time of programme implementation through the integration of women and men into execution of capital investments, for example employing men and women in the construction of water projects. A longer term income-generating effect has happened through direct investment in economic infrastructure, such as the building of a modern Kiln (oven for brick construction, Rulindo, Rwanda), the guesthouse and day care centre in Sierra Leone, the bakery and shop generating new employment in Mozambique. Furthermore, some of the water projects have IGAs for user groups mostly run by women (e.g. Tanzania).

As evidence of women's economic activity in the formal markets Rwanda, Mozambique and notably Tanzania provide good examples. For the latter, the TWFPF, a previously, loosely associated group of

over 200 women were operating solely in the informal economy, and mostly at individual (household) levels. GELD has improved the situation of the women food processors in the locality in the following ways:

- (i) Integrate 218 women food processors into one overarching association under the TWFPF;
- (ii) Create umbrella organization with formal structure, board, and trustees;
- (iii) Integration of the fund into the formal local economy by registration and certification;
- (iv) Set up a mechanism / revolving fund (should be completed by June 2013) for the TWFPF members to access small loans.

4.6 EQ6: To what extent is GELD piloted approaches likely to lead to up-scaling and replication?

The rather theoretical (conceptual) model of GELD has been translated in some countries to become “the GELD” approach, mostly connected to a new way of doing participatory planning that is focused on outputs that also address gender equality.

Interest for up-scaling at national level or rollout to other districts has been shown by all participating countries, coupled with requests to extension. Actual up-scaling of the GELD model has been achieved in Rwanda on several layers of the planning cycle through the national system led by the Ministry of Finance.

In some countries (Rwanda, Mozambique), GELD has been strongly aligned with the national GRB programme in order to contribute to such an extent. GELD has also been effective in awaking interest of other partners: Senegal has found a new partner to further roll out the “GELD approach” to all communities of the original GELD supported district.

Sub-question 6.1: To what extent are piloted approaches and practices likely to be replicated and mainstreamed?

In Rwanda, due to the combined nature of GELD/GRB work, replication and mainstreaming has already taken place during the life time of the project: (i) capacity building in GRB has been channelled through national levels and benefitted more districts, (ii) technical support in policy and guidelines formulation has also been coordinated from the national level. As a result of the already ongoing national reforms on GRB, combined with both GELD/GRB projects, there has been a change in planning and budgeting systems that is now instituted at the level of MINECOFIN through the revision of the national budget law, guidelines for budget circular calls formulation, among other achievements. Similarly in Mozambique, a national conference bringing together all the provincial directors from the 11 provinces of Mozambique was organized. The objective of the meeting was to present the GELD approach and replicate it at the national level.

At the level of the UNWOMEN Regional Office in Senegal it is intended that the “GELD approach”, as characterized by UNWOMEN regional office Dakar shall be taken in all activities of UNWOMEN country planning, as well as guiding regional planning processes. Evidence can be seen in the development of the recent UNDAF and its full integration of GELD thinking. Willingness of the UNWOMEN country offices appears to be very high to use methods, approaches, and results of GELD in further programme formulation.

Evidence is available to the potential of roll-out through partnering up with other donors from Senegal: The provincial level roll-out of GELD is fully funded with a project design at concept note stage in place, to be rolled out in the region of Louga with support of LuxAid through the coming five years agreed (concept note/draft GELD II programme document reviewed). The ET finds this to be a huge success in terms of replication/roll-out at regional (district) level.

Complimentary measures taken by governments include a directive by the Prime Minister’s Office in Senegal, requesting all governmental agencies to take gender into consideration throughout all activities (communication, Prime Minister’s Office, 28.03.2013), and it certainly indicates the timeliness and appropriateness of GELD.

The conceptual framework for GELD is, on the other hand, very abstract and not easy to replicate at both country and LG level, not least due to the rather vague link between the capital investments and GRB approaches in general. While planning can be done in a participatory and more inclusive way in most countries GELD also demonstrated that the difficulty for GRB and engendering the budget allocation process lies in the lack of influence LGs have over their own budgets.

Sub-question 6.2: Has GELD’s conceptual model been able to advance gender equitable local development?

Overall, GELD has played its role to advance gender equitable local development, mostly on policy advocacy, capacity building and change in planning and budgeting systems. The ET could see an organizational as well as mindset change LGs in particular in Senegal and Rwanda (Rulindo). In his statement, the mayor of Rulindo (serving in office for seven years and part of the preliminary trainings in 2008/9) notes the economic changes Rulindo has undergone – moving from one of the poorest districts to the top 10 districts now in Rwanda. He stated the increase and change in analytical and planning capacity of his district staff for the localization of the MDGs as a key factor, pointing to GELD to “have played a central role in this development”. A second significant factor that was explained during interviews with the communities is the economic mindset change within the communities with more focus on business opportunities. The documentation on Mozambique shows that the “quality” of the district and provincial plans has improved. In addition, the example of the Matrix and the use of national policy and strategy such as the National Action Plan on Gender Equality as a planning and budgeting tool should be included as important result of the GELD approach.

The programme results in the area of capital investments have advanced gender equitable local development, for example, with respect to the water project in Tanzania, with several reasons: (i) improved relationship between LG (MORUWASA) and community; (ii) quality services provision,

according to the “4 E’s” of the GELD model (efficiency of inputs, economy of outputs, effectiveness and equality of results), (iii) Showcasing the effective role of women in local level decision making.

While this can be said about concrete project results of GELD Tanzania, the comparative advantage of UNWOMEN and UNCDF has not lead to any visible joint results at national or local levels.

As already mentioned the conceptual model for GELD is rather abstract and doesn’t address the practicalities of gender planning and budgeting at local levels. While this has been attempted through earlier UNWOMEN support at national level with varying success, it is not yet attempted fully at local levels. This is also due to the complex nature of influencing local level processes as they are controlled by national planning and budgeting guidelines/formats that don’t necessarily allow for a great deal of flexibility. It would, however, seem that the role of women in decision-making has increased over the GELD programme period, both in planning decisions but also in implementation and actual operations of infrastructure (interviews at municipal level confirmed this view).

4.7 EQ7: To what extent are the programme results likely to be sustainable in the longer-term?

For many of the capital investments there is a strong sense of ownership with both the LGs and the communities concerned. This is the case where GELD has supported an intensive gender sensitive and inclusive participatory planning approach.

Where this model has been followed through, it was able to establish or improve links between the community and their respective LG. The likelihood of sustainability of smaller funded infrastructure tends to be higher, also due to the fact that two out of three of the large infrastructure projects have not been operational towards the end of programme (Rwanda and Tanzania).

An explicit exit strategy has not been developed by GELD, and most countries have been lobbying for support with their ministries of decentralization to integrate the approach, including: participatory planning (and to the extent possible, budgeting) mechanisms, methods to ensure women’s participation and representation in local decision making, elaboration of tools and guidelines on GRB, or M&E systems to reflect gender equality indicators are included. While these are important mechanisms to measure sustainability of a change in systems, this questions focuses on the capital investments that result from such mechanisms.

Sub-question 7.1: To what extent are GELD-funded investments likely to be maintained by local governments?

The field visits revealed that in many of the capital investments there is a strong sense of ownership with both the LG’s and the communities concerned, where an intensive gender sensitive and inclusive participatory planning approach has been followed through, establishing links between the community and their respective LG. Examples include water and health projects in Senegal, the water project in Tanzania, or the ICT and kiln (IGA) project in Rwanda. Sustainability of results through LG and local communities cannot be fully verified during the field visits.

With investments only completed in the past few months for nearly all the GELD investments that the ET visited and discussed, it is too early to measure the sustainability of these investments. However, through discussion with stakeholders in the municipalities, the communities and at regional structures there is relatively high potential that infrastructure will be sustained due to a number of factors such as: i) investments integrated into existing water, school and health structures; ii) an improved working relationship between investment users and the LG, iii) LGs feel more responsible towards their citizens through a more participatory planning cycle. Several LG representatives stated this in interviews throughout all countries visited.

When it comes to the O&M of the water project in Tanzania, it is not certain that the communities can do this maintenance without the active support of the local/regional structures. Provided that this active support is granted, the project is very likely to be sustained given its integration within the LG water provider, including financial O&M schemes with regular payments established that are in place and effective through MORUWASA. The feasibility study (August 2012) and interviews (community user groups) show that the community is willing and able to pay the fees, even at a price up to 5x higher than currently stipulated.

The likelihood of sustainability is more in question, for the Health Centre in Gicumbi/Rwanda as already discussed several places throughout this report it seems likely – when the health centre first starts functioning - that then the Ministry of Health will take charge of the financing and staffing. But the key point to underline here is that there are no inputs in this regard from the District in terms of O&M. This means that the issue of sustainability lies outside the LG. The fact that the health centre is not operational yet and with the serious budget constraints that the Government of Rwanda faces this year also does not lead the ET to think that the health centre will become fully operational in the near future.

The ET has great concerns on both viability and sustainability of the proposed TWFPF office building in Tanzania for, for the following reasons: (i) the demonstration building is currently only at the stage of tendering. This means that the tender process will take at the very least until end of May or early June. In practice, this means that the building will yet/or just about be starting its construction at the end of the GELD programme; (ii) the TWFPF members expressed their concern about the functionality of the building to their current and immediate needs: Organization, administration, running costs of the building. Their immediate needs would be best served by a smaller building, containing a small display room, training room, and small storage (if possible) in order to market the products already in production. The role of the TWFPF in its administration and upkeep of the building is not clear to the ET keeping in mind that the women in this group have maybe individual incomes of between TSH 100,00 – 200,000 per month, which is a total of USD 75-150.

Sub-question 7.2: To what extent does the programme have a credible and well-planned exit strategy both at the regional and country-level to further support positive changes in gender responsive local development?

The ET found no evidence of an exit-strategy in the overall GELD Programme Document and also not as part of the implementation at country level. It also doesn't seem that there are any concrete

plans for a GELD II follow up Programme. It seems that UNCDF and UNWOMEN are pursuing different alternatives as a possible follow-up to GELD.

However, at country levels, GELD is more likely to lead to a continuation: In Senegal UNWOMEN have secured funding for a follow-up project that will focus on the capacity building and training strategy of GELD and try to include more LGs in the Louga region, but it will not include funding for capital investments. Similarly, Tanzania has expressed interest on continuation, through the One UN, including different partners.

5. Conclusions and Recommendations

5.1 Overall Assessment

Strengths of GELD

Bringing a wealth of innovation in practice: GELD is a true pilot, as it has tested the application of GRB in the context of LG reform and decentralisation in a comprehensive way. As a pilot, it has been understood to be a platform for learning from the innovation of new tools, approaches, and systems to the extent possible. However, this has not been conceptualised nor implemented to the extent that was foreseen at the stage of formulation of GELD. The wealth of experience and learning stemming from GELD – by “spreading the word”- has already sparked interest of other countries, and will hopefully continue to do so based on more precise documentation to follow the finalization of the programme.

The “GELD approach” and its applicability is useful and needed at LG level: GELD has been able to bring “gender on the local agenda”, by offering a new conceptual and analytic approach to the work at LG level, both for the community and the LGs involved. In most of its pilot countries, it has been perceived both governments and communities as new way of thinking and¹⁷ approach to planning and budgeting; making it a comprehensive or holistic model that has received at the very least attention at national levels, at best has contributed to actual systems and policy changes.

Pockets of excellence: GELD has worked best where one or both of the following factors have occurred: (1) Strong collaboration with current national GRB programmes (Rwanda, Mozambique), (2) Using GELD as a tool for applying new legislation on participatory planning at the local level (Senegal, Mozambique, Sierra Leone,). (3) Using the GELD approach as point of departure, and influencing national policies (Tanzania, through the training manual).

Weaknesses of GELD

The GELD concept and design was, and is, **ambitious in setting out to link local level participatory planning processes, investment in local infrastructure for service delivery improvements with GRB and intended results**. It can be concluded that GELD has attempted to achieve too many results at the same time, not taking into account a potential sequence and a limitation in the scope of activities to be followed in a pilot setting. The over-ambition of GELD is also reflected in the range of

¹⁷ As stated by the regional district administrator of Louga, Senegal, as well as by UNWOMEN staff, in interviews during the field visit.

selection and numbers of countries to be part of a pilot. It would have been more effective to invest into two or three countries with comparable and clearly highlighted factors, such as language, level of decentralization and PFM reform. The latter two factors framed also part of the selection criteria of GELD countries on decentralisation, namely governments committed to a decentralization process, ongoing or new UNCDF and UNWOMEN local programmes, and strong UNDP support to the local decentralization process. While interest and engagement of all partners was an enabling factor at the start of the programme, the crux of the matter is the political will and ability to decentralize at LG levels AND apply a gender perspective into plans, programmes and budgets, including gender responsive budgeting (GRB) at national or local levels (another selection criterion). Countries which kept this momentum of advancing both decentralization and within it GRB, tend to yield better results (Mozambique, Rwanda) overall.

A jointly agreed and owned approach and leadership: This includes both programme management and technical advisory for all agencies involved, lacking a strong structure and technical lead at higher level. This has resulted in under-exploiting the combination of prevailing tools and systems of both UNWOMEN (GRB approach, tools, and systems) and UNCDF (LDF approach, decentralization reform knowledge, financing guidelines at local level) as point of departure for innovating the GELD approach and model.). At the core, such joint point of departure for both agencies was lacking, with neither of them feeding their specific expertise into the programme to the extent possible at a higher level. A joint point of departure could have been performance budgeting and GRB concepts, to use both as basis and UNCDF's LDF and LG reform experience to culminate in the GELD training and planning manual. At best, it would have provided the starting point for a jointly agreed, owned, and jointly implemented conceptual framework, allowing also for strong technical leadership of GELD that has been lacking. Thus, no overall implementation plan, communication strategy, or capacity development plan has been developed, serving as guidelines and support for testing a clearly articulated theory of change. It was left thus to country levels to come up with such plans, to varying degrees and with varying results.

A complex programme management structure hasn't facilitated the delivery of technical inputs neither to GRB processes nor to the LDF investments. Some of the important regional technical capabilities of UNCDF have seemingly not been used properly in terms of guiding the LDF investments. Covering 5 countries at the same time with very different contextual issues at local government level as well as national policies, fiscal transfer systems, budget and planning formats does not make this aspect of the programme management easier. Also the sharing of communication and responsibilities between, UNCDF and UNWOMEN both in terms of overall programme management but also in technical terms have proven a challenge as sharing of information and issues wasn't fully addressed in the programme design. Overall financial management leaves a lot to be desired. The programme design didn't sufficiently address this FM weakness or difference in approaches normally followed by UNCDF and UNWOMEN in reporting.

Lack of visibility among donors and partners: Using GELD to shape a greater awareness, and analytical/methodological approach to gender equitable local development through planning, budgeting, reporting and data tracking at the district levels was and is an ambitious target. The programme has to some degree suffered from a lack of visibility, both within the UN and among other

donor partners, unable to play its role in donor meetings and at high level meetings. The lack of more direct UNDP involvement in the GELD support and implementation hasn't helped this aspect.

Similarly the **lack of a proper and systematic M&E follow up** during GELD implementation to the detailed Logframe and M&E reporting intentions laid out in the 2010 GELD Implementation Guide has also led to a lack of realistic and concrete Programme data.

The **lack of KM, learning and in particular communication strategy/plan** constitutes another major weakness of GELD, particularly given its pilot character. While mentioned as requirement in the project document, and with several attempts to improve regional to national levels of communication, a comprehensive strategy should have been drafted and agreed to in the beginning.

5.2 Conclusions

Design and relevance

The GELD programme design and focus is highly relevant overall for both the pilot countries, and probably even more as pilot on a more global scale: Gender equity towards the goal of gender equality, public financial management reform, GRB and increased service delivery are all important focus areas of the development agenda. Governmental and community stakeholders have confirmed the relevance of the GELD design (often called the GELD approach or model), relating to both national policy goals and community needs at the same time. Field visits to LGs have confirmed that a bottom up approach- inclusion of the rights holders, communities and in particular women in the local planning and budgeting cycle linked with capacity development of the LGs or duty bearers to do GRB, , can yield results for women, fostering gender equality at the local level through the capital investments.

That said, in the countries in which the GELD programme intervened, the results-based and gender responsive budgeting approach is still to be further developed, and will in most cases have to be directed and supported from the national level due to the given context of decentralisation in practically all the 3 countries visited. This means that budgeting and resource allocation is still centralised (top-down) for especially all recurrent costs, which constitute more than 80% of LGs budgets. Key service delivery sectors (education, health, water, agriculture and roads), at both regional or local levels, rely on central government allocated budgets, and capital investments are more or less totally linked to donor supported sector programmes. Therefore, the room for budgetary reallocation and priority setting is very limited at LG levels.

While certainly relevant to all countries, the design of GELD is however more applicable in those countries with a higher level of decentralization towards devolution, as well as in countries working towards performance budget reform. This means in practice, that LG functions and responsibilities are key to GELD, and understanding them in relation to gender equity and equality goals is a first milestone towards success: In Tanzania, GELD has highlighted LG functions and responsibilities as well as its shortcomings in certain sectors to the communities collaborating through a GRB participatory or consultative approach. This has led to the discovery on the functioning of existing LG systems and processes, e.g. as to the question who has the responsibility for operation and maintenance of capital investment, and who is to be accountable for results. GELD thus provided evidence on the LG systems and points towards aspects necessary to change. For

instance, the capital investment funds for the water sector in Tanzania helped to know that the implementation of government policy/systems do not work because the funds continue to flow to LG for actual delivery of services although it is not mandated to provide water except to finance the implementing entity MORUWASA in execution of policy in its areas of jurisdiction on water supply. On a conceptual level, the **GELD theory of change** has not been able to clearly articulate, follow through, and document the relevance of linking capital investments at LG level with a GRB analytical approach to local planning and budgeting: How does the GRB approach foster gender equitable investments (and consequently, results)? Following this logic, linking the bottom up or demand side to development results created by the supply side (LGs) has not always been easy for all stakeholders. Partly, this is due to the constraints of the missing link between the planning and budgeting side at LG levels, and possibly due to limited ability and time to measure and articulate the causal relationship and its results chain. While causality has been established between GRB fostering more gender equity through capital investments in theory, its cause/effect relationship, sequence, and clear steps have not become easily evident or documented in practice.

Efficiency

A complex programme management structure did not facilitate the delivery of technical inputs neither to GRB processes nor to the LDF investments. This included the neglect of systems, tools and capacities in that have already been put in place prior to GELD such as “Achieving Results”: Some¹⁸ of the important regional technical capabilities of UNCDF have not been used in terms of guiding the LDF investments. In the same vein, UNWOMEN technical tools and skills were not used to the extent necessary. UNDP’s strength in leveraging policy dialogue at national level has not been exploited to its potential.

Covering five countries at the same time with very different contextual issues at local government level as well as national policies, fiscal transfer systems, budget and planning formats, as well as language requirements does not contribute to a simple programme management structure and practice. Also the sharing of communication and responsibilities between, UNDP, UNCDF and UNWOMEN have proven a challenge.

Similarly the lack of a proper and systematic M&E during GELD implementation against the agreed Logframe and the proposed M&E system laid out in the 2010 GELD Implementation Guide has also led to a lack of realistic and concrete programme data. As pointed out in the analysis under the Evaluation Questions, the performance of GELD under output 2 on measuring equitable performance, and to a lesser degree output 3 on knowledge generation and policy dialogue has suffered from this lack of M&E data.

Effectiveness

Measuring operational change through local systems and capacities includes both looking at governmental and CSO/community sides. Generally, the focus on effecting change on the LG side may have had a stronger focus through programme design, which appears to have been evened out in the implementation phase. Working with the demand (community) and supply

¹⁸ See also EQ 4 in more detail

(local/government) sides of the development equation have been targeted by all the pilot programme countries.

Overall, the programme was most effective in the pre-investment phase – the planning side – to contribute to changing systems and capacities at local level in general. It was less effective in achieving changes in the budgeting phase, and the in the investment/post-investment phase, on monitoring, reporting and oversight of investments, and in instituting real change in local budgeting through GRB practices.

A range of external factors were contributing to the effectiveness of the programme; notably¹⁹: (1) Political will and commitment to the importance of gender equality and GRB as high priority for the development agenda; (2) Higher levels of decentralisation by devolution under strong leadership, including fiscal decentralisation to LGs; (3) Advancing Public Financial Management reform through performance budgeting; (4) Existence and strong linkage GELD and national level GRB programmes in country; (5) Anchoring of GELD under strong leadership of national counterparts. Examining the planning and budgeting cycle in more detail:

Planning: With an emphasis on planning, the programme has been effective in supporting in particular government and CSO capacities towards participatory local and gender equitable planning. Affecting systems change, GELD has been effective where it had the opportunity to work on the DDPs and guidelines for planning. Senegal can be highlighted as a good practice example.

Budgeting: To a much lesser extent, GELD was able to effect changes in the systems of local budgeting. With a very small part of the local budget available under LG discretion, GELD did not have the chance to affect real change in systems but did try to stimulate the budget discussions. With respect to changing budgeting capacities, GELD has been able to create an awareness overall. From the field visit, Rwanda can be highlighted as example of an increase in budgeting capacities of the LG. Reflecting on the demand side; achievement on budgeting capacity of communities cannot be traced.

To varying degrees, GELD has contributed to an improvement of managing capacities at LG level in the implementation phase of gender sensitive investments. Overall, smaller investments seemingly are easier to integrate into existing structures and O&M budgets and the jury is out for the larger investments in terms of O&M. Generally, the involvement of communities and women in particular in the management phase can be highlighted as a positive influence. GELD had little to no influence on M&E systems at LG level within the planning and budgeting cycle of investments.

Sustainability and impact

Overall, as mentioned above, smaller scale investments tend to show a greater likelihood of both sustainability in terms of affordability, availability, access, and quality of services and investments made. However, caution needs to be raised on the question of O&M for all investments in general. While some LGs have been able to factor the costs in, others have not, or have not made a long-term commitment. Sustainability remains an issue for the largest investments made under GELD in Tanzania (Trust building) and Rwanda (health centre) as discussed elsewhere.

¹⁹ See EQ 4.2. for more details

With respect to people's perception at the local level, certainly GELD has made a sustainable impact on changing attitudes at both local government and community levels. While this cannot be said for all participating LGs alike, most LGs will have been affected by GELD in a way that overall perceptions are being changed irreversibly.

With respect to the capacities to use GELD methodology and tools, no generalization can be made for all countries. LGs with institutionalized tools and knowledgeable staff at several levels of government available will have a higher likelihood to retain GELD capacities, as well as measure their impact. Overall, a high turnover of staff at LG levels in all countries can be observed, leading to the conclusions that the retention rate of capacities can be expected to be relatively low. It is thus vital to look at capacities of CSO and community oversight mechanisms and their potential for sustainability and impact in the medium and longer run. While a lot of training with CSOs has been taken place, no assessment of their skills and impact of their enhanced skills have been done in a systematic way..

Conclusion on future scaling -up and replicability

With complementary initiatives arising from GELD taking place in most countries, the trend suggests that the potential for replication is certainly there. This regards mostly the "GELD approach" as understood as an approach that emphasises the need for engendering local planning and budgeting. The potential for scaling up is certainly present within the context of decentralisation and PFM reform in all countries. The likelihood of the scaling up depends largely on external support and seems higher with respect to systems and supporting processes towards improved service delivery; to a lesser extent towards women's economic empowerment, (depending on the country context) from the side of national counterpart governments.

The conclusion is different for the work at country level, where personal contributions positively affected the potential of future up-scaling and replication, from UNCDF and UNWOMEN alike. A certain increase of interest and cooperation of UNDP can also be observed at country level. It is however, also difficult to make a general statement for all GELD countries alike. With Rwanda presenting a good case in point, GELD has not been able to remain within a relatively strong Delivering as One agenda. This speaks to the lack of visibility of GELD at high-level UNCT fora. On the other hand, Tanzania as of the leaders of the DaO and One programme, has managed well to uphold GELD within its governance portfolio, and linking it with its relevant partner programmes. Overall, countries have managed well under sometimes difficult circumstances) to use GELD to cooperate with other UN programmes, broadening the potential for scaling up or integration in a wider context. These programmes were UNWOMEN led GRB programmes; broader governance and anti-corruption programmes, women's leadership and participation, and UNCDF/UNDP led local economic development programmes.

With donors focusing on country-level support, Senegal presents the first concrete example of rolling out the GELD approach to the entirety of the region of Louga with the support through LuxAid. The potential for replication to other countries can be estimated as relatively high, with a stronger demand already coming from the West Africa region. This reflects the trend in local and public financial reform process, as well as the need for more detailed and in-depth documentation of the GELD process and documenting lessons learnt for GELD countries and beyond.

5.3 Recommendations

GELD future support

1. **An approach less ambitious in quantity and more ambitious in quality of results:** This would entail in practice a more detailed and focused approach on fewer results, but clearly monitoring their progress, using a risk avoidance strategy and with a clear M&E plan. Working only at country level could prove to be the way forward, with a regional structure to allow for knowledge sharing, advisory, and capacity development input (e.g. a technical advisory board at regional level). As a major lesson from GELD, further work should include an implementation plan, communication strategy, and knowledge management plan, linked to programme results. Furthermore, consideration should be given to a sequence within scope, approach, and methods used, working with country specific planning and budgeting cycles, defining entry points, sequence of activities and actors involved at each level and for each activity.

Programme management (High level)

2. **Fold all existing programmes of GRB and GELD work under one programme**, under clear leadership of one UN agency, and clear roles and responsibilities of other UN agencies. GELD is unable to produce changes in the planning and budgeting cycle at the local level without changes at the national level structures and systems. Furthermore, link all GRB and GELD related work under the leadership of *one joint implementing agency at a high level where possible* (most likely Ministry of Finance). Where possible and not already done, make better use of the Delivering as One management structure, and avoid duplication of systems of reporting and financial management under several UN agencies to the extent possible.

Policy and advocacy

3. In order to be able to influence national level policy debate, two main recommendations can be made. One is the placement of a **higher-level technical advisor** to GELD related work in country. Ideally, the person would have both policy advisory and capacity development skills. And secondly, have a *strong involvement with key actors in the decentralisation and public reform processes*, but with a clear focus at country level; including both within the UNCT (UNDP as the main partner), donor partners, as well as building strong networks with CSO and academia to advocate for gender equitable policy change through the use of GELD methods and tools.

Capacity development strategy and results

4. One of the main recommendations overall, as stated in several parts in this report, is **to make use of existing and specific strategies and tools from both UNCDF and UNWOMEN for capacity development**: From UNCDF, in particular use the LDF funding guidelines, new LDFP approach, and “Achieving results”, one of UNCDF’s main publications and tools used for performance budgeting. From UNWOMEN, explore the range of knowledge and focus on specific tools such as: gender sensitive revenue and expenditure review, budget analysis at sectoral level, and gender budget statements.

5. **Have clear capacity development strategies in place:** With a focus on capacity development coupled with a measurable strategy for retention of skills and capacities developed. Create a GELD/GRB *Train-the-Trainers pool or database* at national and local levels, in conjunction with stakeholder and beneficiary assessments. The ToT platform should entail information on who has been trained when, for what specific purpose, requiring which inputs (pre-training assessment), and showing which capacities after training. Ideally, the ToT model should then be used to further cascade trainings as well as serving as trainers to serve as technical experts in specific areas (data analysis and indicator creation, participatory budgeting, expenditure tracking, overall training experts, etc). Such national and local experts then require a periodic update and further inputs. GELD Mozambique could serve as lead example, having developed a database of national experts on GRB and planning officers from the decentralized levels, as could Rwanda.

Tools and entry points

6. The recommendation here is to first define all processes relevant to GELD (including procurement, CSO oversight at LG level, M&E processes, etc) to ***identify entry points, and concrete tools to be used***. The use of tools shall then be linked to concrete changes in results expected. This way, a link of process and systems development can be made to capacities needed, enabling the implementing agents to track progress and usefulness of tools in question.
7. From the outset, the ***GELD training and planning manual*** was supposed to be the main tool to be tested at LG levels. The recommendation is to go back to the manual and re-evaluate its use as main tool for departure.
8. Need to focus more on ***public expenditure tracking***. With the experience of local CSOs, and UNWOMEN programmes on aid effectiveness and financing for gender equality, joint approaches of UNCDF and UNWOMEN seem very likely to present an excellent toolbox and knowledge base for further work. There would also be a need to build a simple *M&E system for expenditure and revenue tracking* that is gender sensitive, and ideally in line with governmental M&E.

Knowledge management

9. Documenting the ***GELD theory of change and comparative advantages for UNCDF and UNWOMEN***: While the GELD Programme Document, the conceptual framework, and to an extent the intended publications have all in parts worked out a theory of change for GELD, it is clear that it has not been synthesised, articulated, and systematically tested with all stakeholders. A simple question to start this would be: How does a GRB foster gender equitable development result through capital investments at the LG level? While huge efforts have been undertaken to start documenting lessons learnt and the approach followed, the main focus of the GELD Programme Document was to generate knowledge on *how GELD has been able to influence policy and its changes*, documenting and reflecting on (i) processes, (ii) actors, and (iii) results through the contribution of GELD. The ET strongly recommends that this may still take place as already planned and set in motion, which would allow not only both agencies, potential donors, and GELD participating countries to benefit from, but also a wider community to learn from this global pilot.

Annexes

Annex 1: Terms of Reference

March 2013

GENDER EQUITABLE LOCAL DEVELOPMENT – GELD (2008-2013)

Final Evaluation - Terms of Reference -

PROGRAMME DATA SHEET

Country:	Regional Programme (Sub-Saharan Africa) – Mozambique, Tanzania, Rwanda, Sierra Leone and Senegal, including strengthening the GELD component of the Emerging Regions Development Programme (ERDP) in Ethiopia
Programme Title (long)	Gender Equitable Local Development
Programme Title (short)	GELD
Programme Atlas Code (by donor)	UNCDF Award No. 00058133; Project No. 00072073 (UNCDF) ERDP Award No. XXX, Project No. To be completed by Programme Manager

Financial Breakdown (by donor)

Commitments:	Currency	Amount
Belgium	USD	7,886,905
UN Women	USD	50,000
UNCDF	USD	250,000
Total programme Budget	USD	8,186,905

Additional budget received from Austria for Ethiopia EURO210,000. The total delivery of this component as of 31 December 2013 is XXX (Programme Manager)

Delivery to date (by donor, USD)

	2010	2011	2012	2013	2014	Total delivery
Belgium						
UN Women	348,817.00	351,766.00	962,744.00			1,663,327.00
UNCDF	1,055,530.00	2,034,101.00	1,469,060.00			4,558,691.00
Total project delivery as of 31 December 2012		USD\$ 6,222,018,00				

Delivery to date in USD (by OUTPUT) of GELD Regional Programme:

	2010	2011	2012	Total delivery
OUTPUT1	1,212,374.00	1,160,403.00	1,884,395.00	4,257,172.00
OUTPUT2	16015.00	522,156.00	125,623.00	663,794.00
OUTPUT3	175,958.00	703,308.00	421,786.00	1,301,052.00
Total project delivery as of 31 December 2012		USD\$ 6,222,018		

Executing Agency	UNCDF and UN Women
Implementing Agency	UNCDF and UN Women

Approval Date of Project	2 nd October 2008 GELD Component in ERDP Programme in Ethiopia:
Project Duration	June 2008 – December 2012 GELD Component in ERDP Programme in Ethiopia:
Project Amendment	Amendment extending the duration of the Programme to 31 st July 2013
Previous UNCDF projects	<p>Mozambique:</p> <ul style="list-style-type: none"> · Building an Inclusive Financial Sector in Mozambique (BIFSMO) <p>Tanzania:</p> <ul style="list-style-type: none"> · One UN Joint Programme - Transition from Humanitarian Assistance to Sustainable Development in North Western Tanzania · Support to Local Economy in Mwanza Programme (SLEM) <p>Rwanda:</p> <ul style="list-style-type: none"> · Building Inclusive Financial Sectors in Rwanda (BIFSR) · Projet d'Appui au Développement Communautaire de Gicumbi et Rulindo (PADC/GR) <p>Sierra Leone:</p> <ul style="list-style-type: none"> · Kenema District Economic Recovery Programme (KDERP) · Siena Leone Microfinance Sector Development (MITAF II) <p>Senegal:</p> <ul style="list-style-type: none"> · Programme d'Appui à la Lettre de Politique Sectorielle (PA/LPS) · Projet d'Appui au Développement Économique Local en ancrage au Programme National de Développement Local (PADEL/PNDL)
Previous evaluations	Mid-term Review in 2011
Dates of audits	None

Evaluation Date: March – June 2013

Composition of Evaluation Team:

International Team Leader: Hans Olsen

International Team Member: Verena Lahousen

1. Purpose of the Final Evaluation:

1.1 Objectives and audience:

The final evaluation of the GELD programme is being conducted as agreed in the project document and in accordance with UNCDF Evaluation Policy²⁰ and its Evaluation Plan 2012-2013.

The objectives of the final evaluation are:

- ✓ To assist the Belgium Government, Austrian Government, UNCDF and UN Women to analyze the relevance, efficiency, effectiveness, likely impact and sustainability of the results achieved by the GELD in the five programme countries (Mozambique, Rwanda, Sierra Leone, Tanzania, Senegal) and in Ethiopia as a component of the Joint Programme “**Emerging Regions Development Programme (ERDP)**”.
- ✓ To assist UNCDF and UN Women meet their accountability objectives by assessing whether UNCDF and UN Women have effectively used their comparative advantage and the most efficient management/operational arrangements to achieve results and ensure broader replication and up-scaling of the programme;
- ✓ To generate knowledge and identify lessons learnt, challenges faced and weakness of the programme during the pilot phase in order to inform the formulation of the Phase II of the programme.

More specifically, the focus of the evaluation should be to:

- ✓ Validate programme results in terms of achievement and/or weaknesses towards the outcomes and output at country level, with a critical examination of how/to what extent the GELD Model contributed to the creation of an enabling environment for the application of gender responsive planning and budgeting at local level in the five host countries and in Ethiopia.
- ✓ Assess the potential for sustainability of the results and feasibility of nationally/locally led replication and up-scaling of the GELD Model in the 5 pilot countries and in Ethiopia.

The primary audience for this evaluation is the Belgian and Austrian Governments, UNCDF and UN Women, the five host countries (Mozambique, Rwanda, Sierra Leone, Tanzania, and Senegal) and Ethiopia. This evaluation - to be carried out by independent consultants under the direct supervision of the UNCDF Evaluation Unit - will help UNCDF and UN Women meet its learning objectives at the corporate and programmatic level as well as allow the organization to fulfill its accountability for results mandate. It will also benefit broader GELD partners and stakeholders understand better the challenges and lessons being learned around the design and delivery of gender equitable local development.

1.2 Timing:

²⁰ The revised policy of UNDP for evaluation was approved in 2011. The purpose of the policy is to establish a common institutional basis for the UNDP evaluation function. The policy seeks to increase transparency, coherence and efficiency in generating and using evaluative knowledge for organizational learning and effective management for results, and to support accountability. The policy also applies to the associated funds and programmes of UNDP – the United Nations Capital Development Fund (UNCDF) and the United Nations Volunteers (UNV) programme.
<http://web.undp.org/evaluation/policy.htm#vi>

The GELD final evaluation is scheduled to start in March 2013 until June 2013 with the proposed timing:

- Pre-mission phase: March 2013
- Mission phase: March-April 2013
- Post-mission phase: May-June 2013

1.3 Management roles and responsibilities:

To ensure independence and fulfilment of UN evaluation standards, the Evaluation Unit of UNCDF in New York will be responsible for managing the evaluation in close collaboration with the Belgian and Austrian Governments and UN Women. The Belgian Government has contributed a total amount of US\$7,886,905, UN Women US\$50,000 and UNCDF US\$250,000. The Austrian Government has contributed EURO 210,000 to strengthen the GELD component of the *Emerging Regions Development Programme* (ERDP).

An Advisory Panel for the evaluation will be set up, composed of senior technical staff from each Agency, representatives from the UN Women's Evaluation Unit and the Belgian and Austrian Governments. The role of the Advisory Committee will be as follows:

- Reviewing and approving the TOR
- Reviewing and commenting upon the draft report(s)
- Being available for interviews with the evaluation team
- Participate in HQ debriefing session

A separate Selection Panel will be set up to conduct the interviews and select the evaluation team incorporating members from the Steering Committee and UNCDF Evaluation Unit.

2. Programme summary²¹:

GELD is a pilot joint programme, developed within the "One UN" principle that forges a partnership between UNCDF, UN Women and UNDP, to support local governments in five African countries to develop approaches to gender equitable development and improvement of women's access to resources and services at the local level through support to local government in 7 districts to implement gender responsive planning, budgeting and programming.

UNCDF, UN Women and UNDP have consolidated strengths and experience in supporting performance-based gender responsive planning and budgeting for local development, which can be drawn from various countries all over the world. These complementary perspectives are being brought together to generate empirical experiences on gender-equitable local development that could be replicated and up-scaled.

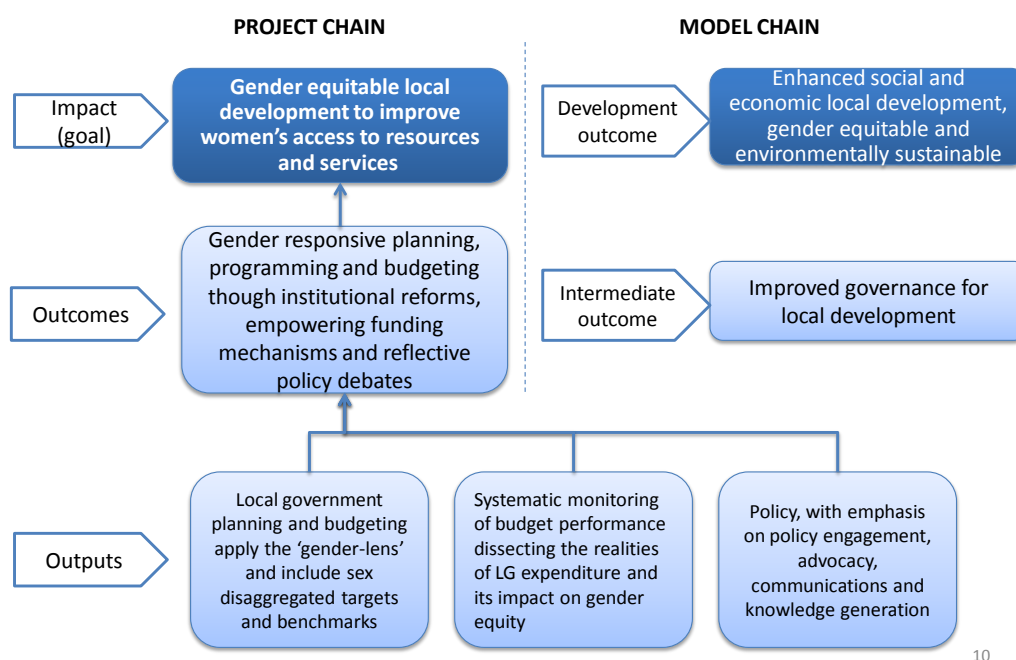
The **GELD programme goal** is to support the achievement of gender equitable local development (GELD) to improve women's access to services and resources. The **outcome** to achieve this goal is

²¹ More detailed information about the programme current status can be found in Annex 2 of this Terms of Reference "*Programme expected results, actual implementation status*".

that gender responsive planning, programming and budgeting through institutional reforms, engendering and strengthening funding mechanisms and reflective policy debates, will be achieved in the target areas supported by the GELD programme.

The GELD programme is made up of three substantive components, as reflected in the graphic below: (a) planning and budgeting in which technical support is provided in strengthening local government planning and budgeting applying the ‘gender-lens’ and include sex disaggregated data and benchmarks and measures that support women’s empowerment; (b) equitable performance (systematic tracking of budget performance to ensure the realities of Local Government expenditure results in tangible benefits on gender equity. c) Knowledge generation and influencing policy, with emphasis on policy engagement, advocacy, communications and knowledge generation.

GENDER EQUITABLE LOCAL DEVELOPMENT (GELD)



10

A mid-term programme review was conducted in 2011 to assess programme results to date and to confirm the validity of the programme approach. Also, the UNEG Evaluation Task Force on Gender and Human Rights used GELD as a case study for Programme Evaluability criteria.

In January 2011, UNCDF received specific support from the Government of Austria to strengthen the GELD component of the *Emerging Regions Development Programme* (ERDP), in order to specifically improve women’s access to resources and services and ensure that they are equal beneficiaries in local development. The main two areas of work are:

1. Strengthen gender mainstreaming and gender responsive budgeting in **government planning and public expenditure management decisions**. Under the *building capacity for quality local*

governance component.

2. Provide targeted support for **women's economic empowerment** as a core aspect of the *building capacity for environmentally sustainable livelihoods* component.

The implementation of activities began in January 2012. For more information, please refer to Annex 2 and 2011 and 2012 Progress Reports.

3. Evaluation Framework and methodology:

3.1 Evaluation Approach:

The methodology used for the GELD final evaluation is based on UNCDF's core evaluation approach which involves testing the intervention logic/development hypothesis underlying a programme against evidence on its implementation performance. The evaluation will assess the coherence of the programme's theory of change, its progress toward expected outcomes and lessons learnt to date on programme design and implementation.

3.2 Evaluation methodology:

The Evaluation Unit has developed a standard Local Development Evaluation Matrix based on UNCDF's standard intervention logic and the specific programme hypotheses described above. The Matrix is made up of seven general evaluation questions corresponding broadly to the well-known OECD/UN evaluation criteria of relevance, efficiency, effectiveness, likely impact and sustainability of results, and a series of further sub-questions. Taken together, these questions seek to establish whether the programme is on track to achieving the results it has set itself, as well as to provide an assessment of other relevant influencing factors such as unforeseen results, quality of programme management and monitoring, UNCDF and UN Women's comparative advantage in the area gender equitable local development, etc.

In addition to the questions, the evaluation matrix provides a clear framework for data collection, and includes a series of proposed indicators, data collection methods and sources of information for each question and sub-questions. The proposed data collection methods include: i) desk review techniques such as key document analysis; ii) structured interviews with key stakeholders, focus group discussions, community meetings, site visits, etc.

Key to the evaluation approach should be an attempt by the evaluators where possible to compare development results achieved by the programme in targeted districts to development results in similar districts where there was no programme intervention.

In addition, the evaluation team is requested to assess the progress achieved so far in the implementation of the GELD component in the ERDP Joint Programme in Ethiopia. The methodology used for this purpose will be desk review of relevant national documents and primary data generated by the programme (monitoring data, progress reports, reports to donors, etc.). The evaluation matrix has been adapted to cover the main elements of this component.

It will be the responsibility of the evaluation team to present and explain the full range of data collection tools (both quantitative and qualitative) to be used in this evaluation during the Inception Phase of the evaluation.

This primary data will complement the secondary data that programme management will provide to the evaluation team on the basis of monitoring and reporting carried out to date (see **Annex 4** for more details as well as the Evaluation Matrix).

It should be noted that the focus of the seven questions remains broadly the same for all local development evaluations in UNCDF in order to ensure comparability of results over a sample of different projects. At the same time, it is standard practice for the sub-questions to be adjusted so that it better fits the original expected results of the programme.

This preliminary work has already been done and is presented in the draft Evaluation Matrix below. In order to support the independence of this exercise, however, the evaluation team is requested during the Inception Phase on the basis of their review of documentation and initial interviews with key programme stakeholders to confirm the appropriateness of the Matrix to meet the broader objectives of the evaluation. In doing so, it is free to suggest alternative sub-questions, indicators and data collection methods. These changes should be presented as part of the Inception Report and agreed by the Evaluation Unit before the start of the in-country phase.

The proposed Evaluation Matrix is presented in **Annex 1**. The seven proposed questions and its corresponding UN evaluation criteria are described below:

GELD Evaluation Questions (in draft form)	Corresponding UN Evaluation Criteria
Question 1: To what extent is the programme design coherent and relevant?	Relevance and Design
Question 2: How well has the programme management delivered GELD expected results?	Programme efficiency
Question 3: To what extent has the programme contributed to improved gender-sensitive systems and capacities at local government level?	Effectiveness (organizational change)
Question 4: To what extent has GELD contributed to policy change for gender equitable local development?	Effectiveness (policy and strategy)
Question 5: To what extent have GELD-funded investments contributed to enhanced opportunities for gender equitable local development?	Likely Impact
Question 6: To what extent are GELD piloted approaches	Effectiveness (future scaling up and

likely to lead to up-scaling and replication?	replication)
Question 7: To what extent are the programme results likely to be sustainable in the longer-term?	Sustainability

3.3 Gender and Human Rights:

As with all evaluations conducted by the UN, the evaluation must include an assessment of the extent to which the design, implementation and results of the project have incorporated a gender equality perspective and rights-based approach (section 7 of the evaluation report). For more guidance on this the consultants are requested to review *UNEG's Guidance in Integrating Human Rights and Gender Equality in Evaluation* during the inception phase²².

The methodology used, data collection and analysis methods should be human rights and gender sensitive to the greatest extent possible, with evaluation data and findings disaggregated by sex, ethnicity, age etc.

4. Evaluation work plan:

The proposed work plan includes visits to Rwanda, Tanzania and Senegal, with evaluators applying a combination of desk review, phone interviews and questionnaires/survey for the other 2 countries that won't be visited (Mozambique and Sierra Leone). The evaluation of the progress attained in Ethiopia will be assessed via desk review.

The countries to be visited will be decided in consultation with the Advisory Panel.

The preliminary distribution of number of days per team member and evaluation phase is as follows:

	Team Leader	International Team Member	Dates
Inception Phase	8 Days	8 Days	TBC upon finalization of contract
In-country Phase	25 days (7* days/country and 4 days travel)	25 days (7 days/country and 4 days travel)	TBC upon finalization of contract
Post-mission Phase	10 days	8 days	TBC upon finalization of contract
Total number of days	43 days	41 days	

²² http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=980

A proposed work plan for in country phase will be developed by the GELD Programme Manager, with support from the National Coordinators, and attached to the Inception Report following the template presented in Annex 5.

5. Evaluation Phases:

5.1 Inception Phase: will include the following milestones.

- Methodological briefing: to ensure clear understanding of the evaluation methodology, approach and main deliverables as per TOR. *Participants*: UNCDF Evaluation Unit HQ and the Evaluation Team.
- Individual briefings between the Evaluation Team and key programme stakeholders: The objectives of these meetings will be to familiarize the Evaluation Team with the programme and results to date and for programme stakeholders to raise any additional points that they would like the team to focus on in particular. *Participants*: Evaluation Team, Advisory Panel and key programme stakeholders, including the GELD Programme Manager.
- Inception Report: the Team should produce a brief Inception Report (20 pages maximum) to confirm their understanding of the programme's intervention logic and present the range of data collection tools (quantitative and qualitative) to be used in the evaluation. The evaluation team will use UNCDF's standard template for Inception Reports. In line with this, the Inception Report should also validate the proposed Evaluation Matrix or propose changes on the basis of the consultant's understanding of the programme expected results. The Inception Report will be reviewed by UNCDF Evaluation Unit and the Advisory Panel. The final report will be approved by UNCDF Evaluation Unit prior to the start of the in-country phase. The template is presented in **Annex 7**.

5.2 In-country phase:

This phase will start directly after the approval of the Inception Report. A list of key programme stakeholders per country will be prepared by the GELD Programme Manager and validated by the Advisory Panel at the start of the Inception Phase.

It will be the **responsibility of the National Coordinators and the GELD Programme Manager to arrange the meetings and the necessary logistics in the countries visited.**

As a guide, the Work Plan will typically involve the following stages:

b) Briefing and meetings with key informants at the National Level:

- ✓ Finalization of work plan: the team will review the draft work plan proposed in the Inception Phase with the national coordinators and GELD Programme Manager and make any necessary adjustments, taking into account practical and logistical considerations.
- ✓ Mission briefing: If appropriate, the Team will brief UNCDF/UN Women/UNDP in-country staff on evaluation objectives and scope on the first day of the mission.
- ✓ Security brief: the PO/National coordinator in each country is responsible of ensuring that the Evaluation Team receives a security brief with DSS upon arrival in country.
- ✓ Key informant interviews (capital city): to gather information and evidence with members of national governments and donors.
- ✓ Debriefing to the Advisory Panel (if requested): the evaluation team may be asked to debrief the Advisory Panel and Evaluation Unit at the end of the first or second country visits. This with

a view to provide a sense of the evaluation team's preliminary findings ahead of the draft reporting phase.

c) Meetings with Regional/Local stakeholders:

- ✓ Kick off local workshop: provides the team the opportunity to explain the purpose of the evaluation and meet key stakeholders at the regional and local level.
- ✓ Site visits and key informant interviews (focus groups, surveys, participatory methods, etc.).
- ✓ Debriefing local level: to provide an overview of the findings prior to preparing the draft evaluation report. It should take place right after the completion of the field work and will serve as the first validation of the evaluation findings. Such debriefings are intended to promote learning and building ownership around the evaluation's key findings with programme counterparts.

5.3 Post-Mission Phase:

- Draft report, Executive Summary: Upon returning to their home bases, the Evaluation Team should proceed with writing a draft evaluation report according to the template provided in **Annex 6** to be submitted by the team leader on the agreed date. Upon initial approval of UNCDF HQ Evaluation Unit and the Advisory Panel the draft report will be circulated to all key stakeholders for written comments.
- 4 – 6 page country reports for each country visited, summarizing the main findings and setting out key highlights and areas for improvement for the attention of Programme Steering Committee members (to be annexed to the main report).
- When submitting the revised report, the Team Leader should also submit a Summary Table setting out which comments have been addressed and where, and which comments have not been addressed and the reasons why they have not been addressed.
- Global Debriefing: Once the draft report has been prepared, the Team Leader will be asked to make an oral presentation by teleconference of the team's main findings and recommendations to UNCDF, UN Women, the Government of Belgium and senior staff from both agencies. This debriefing will be chaired by the UNCDF Executive Secretary.
- The Final Evaluation Report should be submitted by the evaluation team leader to the Evaluation Unit of UNCDF in New York. The report must include an Annex for the Management Response using the prescribed template where the Team leader will include the main recommendations listed in order of priority.

NOTE: Depending on the quality of the first draft report submitted by the Team Leader several rounds of comments may be needed to meet the quality standards expected by the UNCDF Evaluation Unit. A quality standard for UN evaluation reports is attached in **Annex 8 "UNEG Quality Checklist for Evaluation Reports"**.

The report will not be considered final until approved by the UNCDF HQ Evaluation Unit.

6. Schedule of main deliverables:

The Evaluation Team Leader is responsible for preparing and submitting the following deliverables:

MAIN DELIVERABLES	<u>SUBMISSION DATE</u>
Inception report (max 20 pages). Must include a clear description of the data collection methods to be used/developed.	Exact submission date to be determined before the finalization of the contract
Draft Evaluation Report (max 35-40 pages excluding annexes) and Executive Summary (max 2-3 pages).	Exact submission date to be determined before the finalization of the contract
4 – 6 page Country Reports for the 3 countries visited with main findings and areas for improvement (to be annexed to the main report). This assessment should draw upon the different qualitative and quantitative tools developed and applied during the evaluation. Additional debriefings might be requested after the filed phase to present these preliminary findings.	Exact submission date to be determined before the finalization of the contract
A document summarising in bullet point form key points from all meetings conducted (half a page per meeting maximum)	Submitted together with the country reports.
Summary Table setting out which comments have been addressed and where (page number), and which comments have not been addressed and the reasons why they have not been addressed.	Exact submission date to be determined before the finalization of the contract
Power Point Presentation for HQ debriefing (max 20 slides and 20 minutes presentation).	1 week before the scheduled HQ de-briefing
Final Evaluation Report, Executive Summary, Management Response and Summary of response to main comments.	Exact submission date to be determined before the finalization of the contract

IMPORTANT: The Evaluation Team’s contractual obligations are complete only after UNCDF HQ Evaluation Unit’s approval of the Final Evaluation Report for quality and completeness as per the TOR.

7. Composition of Evaluation Team:

The GELD Evaluation will be conducted by a team of 2 international consultants. For budget reasons it is not possible to hire additional local consultants. It is expected, however, that the international team will be supported directly for the in-country phase by the National Coordinators. The profiles and responsibilities are outlined below:

Profile specifications for international Evaluation Team Leader and Local Development Expert: 43 days

- Minimum of 10 years of accumulated experience in Local Development Finance and Gender Responsive Planning and Budgeting.
- Demonstrated experience in leading evaluations in Local Development Finance and Gender Responsive Planning and Budgeting.
- Proven ability to use participatory evaluation methods and in applying qualitative and quantitative evaluation methods to assess programme results at individual, institutional, sector and policy level.
- Thorough understanding of key elements of results-based programme management and its link to high quality evaluation
- Knowledge of UNCDF LDF approach and experience of the countries where the programme is implemented is considered an asset.
- Familiarity with UNEG Norms and Standards in Evaluation.

Responsibilities (in addition to all other generic responsibilities and expected deliverables outlined in this TOR):

- Documentation review
- Developing and presenting the necessary data collection tools in the Inception Report.
- Leading/managing the evaluation team in planning and conducting the evaluation
- Deciding on division of labour, roles and responsibilities within the evaluation team
- Ensuring the use of best practice evaluation methodologies
- Leading the presentation of the draft evaluation findings and recommendations for the 3 countries visited
- Leading the drafting and finalization of the evaluation report, integrating to the extent possible all comments received from different partners
- Present the main findings and recommendations in the final debriefing.
- Regularly updating UNCDF, UN Women and the Government of Belgium on the progress of the evaluation
- Quality control for the evaluation report.
- Adherence to UNCDF templates and other requirements as specified in this TOR.

Profile specifications for Local Development and Public Expenditure Management Expert: 41 days

- At least 5-10 years of sound experience in the field of basic public service delivery in rural areas, local development finance, including the design, monitoring and evaluation of projects supporting decentralization and local development.
- Experience in participating in evaluation teams focusing on gender and local development programmes is considered an asset.
- Sensitivity and experience with gender mainstreaming and participatory approaches in project design and/or implementation.
- Ability to link poverty analysis with access to basic services, in an evaluation exercise.
- Technical assistance in the area of public finance management (including supporting public procurement at the local level) and provision of socio-economic infrastructure and basic services, local capacity development and in different policy and administrative aspects of

decentralization.

- Conceptual understanding and experience with gender mainstreaming and participatory approaches in project design and/or implementation.
- Experience with results-based project and programme management.
- Knowledge of UNCDF LDF approach and experience in the countries where the programme is implemented is be considered an asset.

Responsibilities International Team Member (in addition to all other generic responsibilities and expected deliverables outlined in this TOR):

- Documentation review
- Contributing to developing of the necessary data collection tools (to be presented in the Inception Report).
- Ensuring the use of best practice evaluation methodologies
- Leading the presentation of the draft evaluation findings and recommendations for the 3 countries visited
- Contributing to the drafting and finalization of the evaluation report, integrating to the extent possible all comments received from different partners.
- Adherence to UNCDF templates and other requirements as specified in this TOR.

ANNEXES:

- Annex 1: Complete GELD Evaluation Matrix (separate word file)
- Annex 2: Programme expected results, actual implementation status of GELD Programme and GELD component of the ERDP in Ethiopia
- Annex 3: Intervention logic for UNCDF Local Development Finance
- Annex 4: Indicative Documentation List
- Annex 5: Template in Country Work plan
- Annex 6: Outline Final Evaluation Report and Executive Summary
- Annex 7: Inception Report template (separate word file)
- Annex 8: UNEG Quality Checklist for Evaluation Reports (separate PDF file)

Annex 1: Proposed GELD Evaluation Matrix (separate word file)

Annex 2: Programme expected results and actual implementation status

As set out in the results and resources framework of the original project document, the expected results of the programme are as follows:

Intended outcome (as stated in the Country Programme Results and Resources Framework):

Gender responsive planning, programming and budgeting through institutional reforms, empowering funding mechanisms and reflective policy debates, achieved.

Outcome indicator:

1. % of local government expenditure devoted explicitly to pro-poor and gender-equitable local development investments.
2. No. of targeted local governments that have the capacity for preparing gender equitable MDG-based local development plans and results-based budgets with all stakeholders.
3. No. of targeted local governments that have the capacity and financing to implement gender responsive local development plans.
4. No. of targeted local governments that are accountable to citizens for the implementation of gender equitable local development plans and budgets.

<p>Output 1: Planning and budgeting: local Government planning and budgeting intentions apply the 'gender-lens' and include sex Disaggregated targets and benchmarks and measures that support women's Empowerment.</p> <p>Indicators:</p> <ol style="list-style-type: none">1. Gender equitable development plan prepared.2. Gender-responsive performance budget prepared.3. All planned training at council and community levels completed.4. GELD fund levers mainline expenditure at 50% of approved initiatives.5. improved capacity of local	<p>Output 2: Equitable performance: systematic monitoring of budget performance dissecting the realities of LG expenditure and its impact on gender equity - this includes the realities of expenditure outcomes on the empowerment of, or the impediment to, the empowerment of women.</p> <p>Indicators:</p> <ol style="list-style-type: none">1. Gender budget analysis completed for all revenue and expenditure within client Local Councils.2. effective role of women in decision-making3. Stakeholder analysis and beneficiary assessment completed.4. Tracing the conclusions of beneficiary analysis into subsequent budget decision-making.	<p>Output 3: Policy, with emphasis on policy engagement, advocacy, communications and knowledge generation.</p> <p>Indicators:</p> <ol style="list-style-type: none">1. Conceptual framework prepared and tested.2. Baseline budget analysis completed as policy and socio-economic benchmark.3. Guidelines for gender responsive local planning and budgeting are produced and used4. Host and participate in regional and national policy forums,
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councils with regard to gender responsive planning and budgeting		5. Annual assessment of experience and resulting guidelines prepared / updated.
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Programme implementation status:

The following table depicts the **main results of GELD as of December 2012:**

Outputs	Output Targets	Summary of current project status
Output 1: Planning and budgeting: local government planning and budgeting intentions apply the 'gender-lens' and include sex Disaggregated targets and benchmarks and measures that support women's Empowerment.	*Gender Responsive local development plans (Decentralized) have been prepared and implemented in all the 5 GELD focal countries. * Capacities of decentralized government UNWOMENities enhanced in gender-responsive performance budget. * Improved capacity of local government UNWOMENities with regards to the collection of sex disaggregated data and information. Gender Responsive Capital Investment projects have been financed in all 5 GELD focal countries Gender disaggregated data has been generated and used in local government planning, budgeting and public expenditure management procedures	Throughout the implementation of the GELD programme, capacity development initiatives have been constantly carried out to enhanced and maintain decentralized government UNWOMENities capacities in gender-responsive planning, budgeting, as well as improving the monitoring and evaluation processes.
Output 2: Equitable performance: systematic monitoring of budget performance dissecting the realities of LG expenditure and its impact on gender equity - this includes the	* Localized gender budget analysis has been undertaken for all revenue and expenditure within the 5 focal countries Gender responsive budget performance has been undertaken in the 5 GELD focal countries	Systematic collection and analysis of sex disaggregated data and information has been achieved in substantively in Rwanda, Mozambique, Senegal and Tanzania and to a lesser degree in Sierra Leone where the practice is yet to be systematized. Records of the number of women and men, boys and girls participating in programme related activities are available for all five GELD focal countries. The GELD

<p>realities of expenditure outcomes on the empowerment of, or the impediment to, the empowerment of women.</p>	<p>* Effective participation of women and men as key stakeholders in decentralized decision-making processes has been enhanced.</p> <p>*Gender responsive participatory processes have been systematically applied to the local development planning, budgeting and expenditure tracking to ensure that gender differentiated needs of women and men have been incorporated and effectively responded to at the local level and have influenced budgetary allocation as well as other key decision-making processes. In particular, women's critical voice has been registered in all planning and budgeting procedures of local government at the local level.</p>	<p>programme has considerably increased women participation in local decision making processes, which is a fundamental step to enhance gender-responsive local governance.</p>
<p>Output 3:</p> <p>Policy, with emphasis on policy engagement, advocacy, communications and knowledge generation.</p>	<p>* Gender-responsive policy engagement has been implemented and has enhanced</p> <p>The implementation of the Decentralization Policies of the five GELD focal countries. The policy decisions have begun to influence national level policies. * Gender responsive knowledge has been generated, managed and shared in national, regional and international policy forums and emerging lessons are being incorporated into national and regional policy formulation in relation to gender responsive local development options.</p>	<p>Gender-sensitive policy impact has been notable especially in Rwanda where a review and revision of the Rwanda <u>Organic Budget Law for 2012/2013</u> has been proposed to the national parliament. When passed, this major policy influence further supports localized gender-responsive planning and budgeting. This is a main contribution to the consolidation and institutionalisation of GELD as a major tool of local development financing. Similarly, in the remaining four GELD focal countries, there are direct move towards engendering local and national policies and programming strategies, plans and budgets which are already in place. Advocacy strategies to get the emerging knowledge and lessons from GELD are in place for building more present and deliberate national and regional platforms for stepping-up the case for further gender-responsive</p>

		policies.
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GELD Component in the ERDP Joint Programme in Ethiopia, the main two outputs are:

RESULTS AREA 1: Capacity for quality local governance strengthened

Output 2: Capacity for gender Responsive Participatory Planning and budgeting that integrates environmental sustainability and climate change adaptation strengthened

Activities:

2.7 Support for adaption and implementation of Gender mainstreaming guidance and approaches in government organizations at regional and woreda level.

2.7 Training of trainers and implementation of gender responsive budgeting tools, methodologies and mechanisms

Output 3: Information management system strengthened to support planning and public expenditure management (PEM)

Activity 3.2 Capacity building for gender disaggregated data collection, analysis, dissemination and utilization

RESULTS AREA 3: Capacity for environmentally sustainable livelihoods strengthened

Output 15: Targeted support provided for women's economic empowerment and value chain participation

Activities:

15.1 Awareness raising at community level and in key economic institutions on women's economic empowerment and value chain participation

15.2 Targeted investments and support for women's cooperatives and IGAs within priority value chains

The progress as of December 2012 for this component is reflected below:

To be completed by GELD Programme Manager

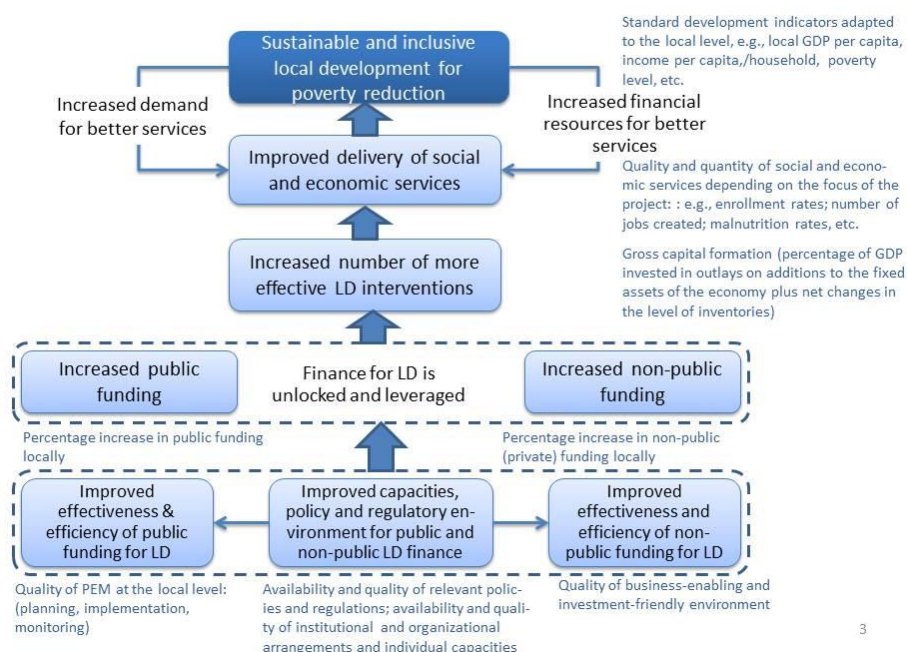
Annex 3: Intervention logic for the Local Development Finance Practice Area

In many parts of the world there are insufficient capital flows to localities. Despite aggregate global growth, (recently slowed down) these places lack both the institutions and the resources to accelerate their development. Therefore there is growing inequality and for many the overall national attainment of the Millennium Development Goals will mean little. This leads to lagging

development, weak local institutions and feelings of disenfranchisement and exclusion. Countries often lack the systems to re-invest the proceeds of growth (including fiscal resources and private funds) back into these localities, or to attract additional resources for local areas.

LDF Practice Area (LDFA) works with local governments, local administrations and local investors as strategic partners of choice. LDFA develops and strengthens local public financial management institutions often through the application of seed capital to test new mechanisms and systems. This promotes the mobilisation, allocation, investment of capital to the local level, with local accountability. In this way LDFA catalyses additional capital flows to responsive institutions. This leads to sustainable, inclusive and equitable local development. The LDF Theory of Change is summarised in the graphic below:

LDF THEORY OF CHANGE



For further information, please refer to the two power point presentations on LDFA Core Approach and LDFA Results Chain

Annex 4: Indicative documentation list

(1) UNCDF DOCUMENTS

All relevant programme-related documentation will be provided to the Evaluation Team. Documentation will include, at minimum:

- Copy of original signed Project/Programme document
- Copies of any substantive project document and budget revisions
- Previous evaluations
- Baseline studies as relevant
- Technical studies, communications and other deliverables
- Mission reports
- Annual work plans, progress reports (Management Information System reports) and financial reports
- Annual and quarterly MCF reports
- Programme Audit Reports
- Documentation, guidelines, studies produced by programme
- UN Common Country Assessment and UN Development Assistance Framework for the programme country
- UNCDF Strategic Results Framework

(2) Other relevant Non-UNCDF Documents

Documents prepared by the Government, national stakeholders and other international and national stakeholders of value in terms of preparing the team with relevant background should be listed here.

Annex 5 – TEMPLATE FOR IN COUNTRY WORK PLAN PREPARATION - (draft to be completed by GELD Programme Manager with support from National Coordinators when countries to be visited have been selected)

Number of days	ACTIVITIES
	Capital
	Arrival of consultants
	Meeting with UNCDF/UN Agencies
	Meetings with stakeholders: <i>Please indicate names /contact details / institution</i>
	Project intervention zone
	Travel to intervention zone

	Meetings with stakeholders: <i>Please indicate names /contact details / institution</i>
	Return to capital
	Debriefing in capital
	Departure
Total	Days

Annex 6 - Outline Final Evaluation Report

Basic geographic and demographic data

Programme Data Sheet

Acronyms and abbreviations

Executive Summary

Evaluation Report (35– 40 pages maximum excluding annexes):

1. Scope and Objectives of the Evaluation
2. Evaluation Approach and Methodology
3. Programme Profile and Context:
 - 3.1 Programme description and background, including programme expected result
 - 3.2 Current programme implementation status
 - 3.3 Current programme financial status
4. Evaluation Findings per Evaluation Question (20 pages minimum)
5. Overall assessment, Conclusions and Recommendations
6. Gender and Human Rights

Annexes:

Annex 1: Terms of reference

Annex 2: Programme Results and Resources Framework

Annex 3: Country Reports

Annex 4: List of persons interviewed and list of projects sites visited

Annex 5: Bibliography

Annex 6: Mission work plan

Annex 7: Completed 'Management Response' with the main recommendations.

Annex 8: UNEG Quality Checklist for Evaluation Reports (separate PDF file)

Annex 2: Final Evaluation Matrix (validated during inception phase)

EVALUATION QUESTION No. 1: To what extent is the programme design coherent and relevant? RELEVANCE AND DESIGN				
Sub-questions		Indicators	Data Collection Methods	Information Sources
1.1	To what extent does the programme meet the needs of LG and communities in gender equitable LD planning and budgeting	<ul style="list-style-type: none"> Consistency between the programme goal and the national policy regarding local UNWOMENities and gender equality Programme embedded into existing national structure / no evidence of a parallel programme structure Local UNWOMENities involved in the design of GELD programme Coordination / complementarities with other support national programmes 	<ul style="list-style-type: none"> Document analysis Structured Interviews Questionnaire Secondary data provided by the project 	<ul style="list-style-type: none"> Policy documents, PRSPs, Decentralization Policy, National Gender/Women Empowerment Policy or Strategy; Municipal Law and regulations Ministry of Local Government Associations of LGs Assessment by development partners
1.2	How relevant is programme design to complement UN interventions and coherence in the partner countries?	<ul style="list-style-type: none"> Synergies between UNCDF and/or UN Women/UNDP country sector and thematic programmes Synergies between the programme and other UN relevant interventions Programme's ability to access One UN funds Degree of explicit/implicit integration of GELD programme within CPAP/UNDAF (Reflected through joint UNDP/UNCDF country programme in each country) Degree to which GELD is likely to fill gaps in donors support Degree to which GELD is likely to help make the UN system gender approach more consistent 	<ul style="list-style-type: none"> Document analysis Structured Interviews Questionnaire Secondary data provided by the project 	<ul style="list-style-type: none"> GELD documents and guidelines UNCDF and UN Women staff and government official Representatives of other UN agencies Other partner donors

EVALUATION QUESTION No. 1: To what extent is the programme design coherent and relevant?

RELEVANCE AND DESIGN

Sub-questions		Indicators	Data Collection Methods	Information Sources
1.3	How well designed is the programme?	<ul style="list-style-type: none"> ▪ Programme clearly defines the problem that it aims to change and is based on a clear institutional and stakeholder analysis ▪ The programme has a clear theory of change that follows on from the problem analysis? ▪ Targets realistic (commensurate to resources) ▪ The programme has a clear capacity development strategy for its local government partners and there are clear mechanisms in place to ensure multiplication of knowledge ▪ Degree of involvement of relevant external stakeholders in programme design and at the macro/policy levels ▪ Sufficient allocation of human and financial resources to ensure that programme objectives are met ▪ The programme clearly defines a strategy to ensure sustainability of the results achieved ▪ Programme design has taken into account Local UNWOMENities absorption capacity 	<ul style="list-style-type: none"> ▪ Documentary analysis ▪ Structured Interviews ▪ Questionnaire ▪ Secondary data provided by the project 	<ul style="list-style-type: none"> ▪ GELD documents and guidelines ▪ UNCDF and UN Women staff and government official ▪ The Belgium Government The Belgium Government (as represented by the Belgian Embassy in each GELD focal country) ▪ The Austrian Government

EVALUATION QUESTION No. 2:**How well has the programme management delivered GELD expected results?****PROGRAMME EFFICIENCY**

Sub-questions		Indicators	Data Collection Methods	Information Sources
2.1	To what extent are the programme outputs delivered on time and according to original planned costs?	<ul style="list-style-type: none">▪ Timeliness of programme delivery▪ Extent to which programme outputs are cost effective▪ Appropriateness of the investments selected▪ Likely sustainability of the investments selected▪ Participatory approach followed in the selection of investments▪ Mechanisms in place to ensure women's participation in decision making bodies	<ul style="list-style-type: none">▪ Document analysis▪ Structured Interviews▪ Secondary data provided by the project▪ Focus groups▪ Site inspections	<ul style="list-style-type: none">▪ UNCDF and UN Women staff▪ The Belgium Government▪ The Austrian Government▪ Local UNWOMENities▪ Women's CSOs, community leaders, councillors (females)▪ Associations of users and citizens▪ Community members

EVALUATION QUESTION No. 2:**How well has the programme management delivered GELD expected results?****PROGRAMME EFFICIENCY**

Sub-questions		Indicators	Data Collection Methods	Information Sources
2.2	How well has the programme been managed and monitored?	<ul style="list-style-type: none"> ▪ Effective, timely and transparent transfer of funds to local UNWOMENities ▪ Correspondence between information on funds, released and received amounts ▪ Well defined (and respected) payment milestones ▪ Delivery rate on annual work plan targets ▪ Timely reporting of progress in programme implementation to programme stakeholders ▪ Sufficiency of human resources assigned to the programme ▪ Effective use of a risk management strategy for the investments? ▪ Monitoring focused not only on activities/outputs but at expected results (outcomes) level ▪ Existence of baseline data to track progress ▪ Results from project monitoring/reporting being used to transmit lessons to local and national policymakers and to support broader strategic decision-making ▪ Alignment of GELD monitoring and reporting systems with LGs/central government standards and procedures 	<ul style="list-style-type: none"> ▪ Document analysis ▪ Structured Interviews ▪ Questionnaire ▪ Secondary data provided by the project ▪ Analysis of local funding process, documentation and monitoring ▪ Analysis of application process guidelines and records 	<ul style="list-style-type: none"> ▪ UNCDF and UN Women documents and guidelines ▪ GELD documents (Prodoc, budget, annual work plans, M&E systems, quarterly reports, budgets...) ▪ UNCDF and UN Women staff ▪ The Belgium Government ▪ The Austrian Government ▪ Local UNWOMENities ▪ Policy makers, donors and other stakeholders ▪ Monitoring visit reports and BTORs ▪ Quarterly/annual progress reports/briefing notes ▪ Contributions to UNCDF/UN Women Annual Report

EVALUATION QUESTION No. 2: How well has the programme management delivered GELD expected results? PROGRAMME EFFICIENCY				
Sub-questions		Indicators	Data Collection Methods	Information Sources
2.3	What is the quality of programme governance and oversight?	<ul style="list-style-type: none"> ▪ Quality of coordination between UN Women and UNCDF and national counterparts ▪ Quality and effectiveness of the Steering Committee ▪ Effectiveness of UNCDF and UN Women's internal structures (tools, Policies and Procedures, risk management, M&E) ▪ Responsiveness to requests for technical assistance and guidance from HQ and Steering Committee ▪ Regular involvement in management decisions by programme stakeholders at regional and country level?? 	<ul style="list-style-type: none"> ▪ Document analysis ▪ Structured Interviews ▪ Secondary data provided by the project 	<ul style="list-style-type: none"> ▪ Steering Committee minutes ▪ UNCDF and UN Women staff at headquarters, regional and country level ▪ The Belgium Government ▪ The Austrian Government
2.4	To what extent has the programme made use of the Mid-Term Review findings and recommendations?	<ul style="list-style-type: none"> ▪ Timely and quality preparation of Management Response ▪ Key actions identified in the MR are completed ▪ Evidence of changes/improvements made in the programme implementation following recommendations of the MTR ▪ Use of recommendations to inform strategic thinking at the corporate level 	<ul style="list-style-type: none"> ▪ Document analysis ▪ Structured Interviews ▪ Questionnaire ▪ Secondary data provided by the project 	<ul style="list-style-type: none"> ▪ Mid-Term Review

EVALUATION QUESTION No. 3: EFFECTIVENESS (ORGANIZATIONAL CHANGE)	To what extent has the programme contributed to improved gender-sensitive systems and capacities at local government level?
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Sub-questions		Indicators	Data Collection Methods	Information Sources
3.1	To what extent has the programme contributed to increased institutional capacity for gender-equitable or sensitive <u>planning</u> in the supported Local Governments? (pre-investment phase)	<ul style="list-style-type: none"> Specific targets and baselines identified in the local development plans for equitable distribution of resources Gender analysis conducted to identify inequalities and gaps Mechanisms in place to facilitate women's participation in decision-making bodies: local women's organizations, local councillors, women's networks, etc. Selected investments are gender responsive and take into account the priority needs of women in health, education, water and income generating activities. Perception of community representatives (including women) on the responsiveness of investments to their needs Quality and appropriateness of the local development plans developed Development of new gender mainstreaming guidance for LGs 	<ul style="list-style-type: none"> Document analysis Structured Interviews Questionnaire Secondary data provided by the project Focus Groups 	<ul style="list-style-type: none"> LG administration Reports to Councils LGs Finance Department Ministry of Finance Women's CSOs, community leaders, councillors Associations of users and citizens
3.2	To what extent has the programme contributed to increased institutional capacity for gender focused <u>budgeting</u> in the supported Local Governments? (pre-investment phase)	<ul style="list-style-type: none"> Participatory budgeting system introduced Evidence of improved capacity of LGs for gender disaggregated data collection, analysis, dissemination and utilization Correspondence between budget and plan LGs budgets reviewed to reflect allocations to cover the gaps identified in the gender analysis Gender-responsive planning and budgeting manuals prepared or reviewed by LGs in alignments with national legislation/guidelines Regular (quarterly) budget reporting 	<ul style="list-style-type: none"> Document analysis Structured Interviews Questionnaire Secondary data provided by the project 	<ul style="list-style-type: none"> LG administration Reports to Councils LGs Finance Department Ministry of Finance Women's CSOs, community leaders, councillors (females) Associations of users and citizens

EVALUATION QUESTION No. 3: To what extent has the programme contributed to improved gender-sensitive systems and capacities at local government level?

EFFECTIVENESS (ORGANIZATIONAL CHANGE)

Sub-questions		Indicators	Data Collection Methods	Information Sources
3.3	To what extent has the programme contributed to improved <u>management</u> of gender-sensitive investments by local governments? (investment phase)	<ul style="list-style-type: none"> Realistic budgeting of LG that includes running costs and maintenance of infrastructures More cost-effective management of investments compared to previously Communities and women's involvement in the implementation of investments Degree of participation of women in the income generating activities related to the construction of local infrastructures Transparent procurement processes Establishment of affirmative action policies and quotas for women's representation in implementation Perception of community members and women's organizations on the capacity of LGs to effectively managed the investments 	<ul style="list-style-type: none"> Document analysis Structured Interviews Questionnaire/survey Secondary data provided by the project Focus Groups 	<ul style="list-style-type: none"> LG administration Reports to Councils LGs Finance Department Women's CSOs, community leaders, councillors (females) Associations of users and citizens Local government officials Community members

EVALUATION QUESTION No. 3: To what extent has the programme contributed to improved gender-sensitive systems and capacities at local government level?

EFFECTIVENESS (ORGANIZATIONAL CHANGE)

Sub-questions		Indicators	Data Collection Methods	Information Sources
3.4	To what extent has the programme contributed to improved gender-sensitive <u>monitoring, reporting and accountability</u> mechanisms of local government policies and budgets?	<ul style="list-style-type: none"> Functioning monitoring and evaluation system in place in the LGs Gender budget analysis of sectoral budgets conducted, beyond health and education and including other sectors such as energy, transportation, water and sanitation Improved local data collection methods to include sex disaggregated data Regular presentation of accounts to the citizens (meetings, information board etc.) in clear, concise and understandable way Regular auditing (internal or from independent national institutions) Perception of community members and women's organizations on the capacity of local councillors to account for their budgets and plans 	<ul style="list-style-type: none"> Document analysis Structured Interviews Questionnaire/survey Secondary data provided by the project Focus Groups 	<ul style="list-style-type: none"> LG administration Reports to Councils LGs Finance Department Ministry of Finance Women's CSOs, community leaders, councillors Associations of users and citizens Local government officials Community members

EVALUATION QUESTION No. 4: To what extent has GELD started to influence policy debate and decision-making in the countries in which the programme has intervened and more globally?

POLICY AND STRATEGY

Sub-questions		Indicators	Data Collection Methods	Information Sources
4.1	To what extent has GELD produced and disseminated quality knowledge products and lessons learnt to promote dialogue with key policy makers and development agents?	<ul style="list-style-type: none"> ▪ Clear, sufficiently-budgeted KM/learning plan in place that promotes both cross-programme learning and external knowledge sharing ▪ Quality of knowledge collected, how it is documented and disseminated; number and use made of knowledge products published by the GELD ▪ Effectiveness of the knowledge management tools used; ▪ Outputs and follow up to policy review workshops and national events organized by GELD ▪ Clear mechanisms in place for replicating lessons learned at local, national, regional and global level. 	<ul style="list-style-type: none"> ▪ Document analysis ▪ Structured Interviews ▪ Secondary data provided by the project ▪ 	<ul style="list-style-type: none"> ▪ Policy documents ▪ Knowledge and lessons learnt products ▪ UNCDF and UN Women staff ▪ Local UNWOMENities officials and partners/beneficiaries representatives ▪ National government, policy documents ▪ UNCDF and UN Women documents and guidelines ▪ GELD documents (Prodoc, budget, annual work plan, M&E systems, quarterly/ annual reports/briefing notes, knowledge products, templates generated by the programme...) ▪ The Belgium Government ▪ The Austrian Government

EVALUATION QUESTION No. 4:		To what extent has GELD started to influence policy debate and decision-making in the countries in which the programme has intervened and more globally?		
POLICY AND STRATEGY				
Sub-questions		Indicators	Data Collection Methods	Information Sources
4.2	To what extent has the programme influenced national policy on the challenge of gender equitable local development?	<ul style="list-style-type: none"> ▪ Evidence of GELD's influence on gender-responsive policy formulation and implementation ▪ Changes in awareness/appreciation of national decision-makers and other key stakeholders in gender equitable local development for an enabling regulatory environment ▪ Evidence that policymakers and donors are beginning to apply emerging best practices and lessons learned in support gender equitable development ▪ New gender equitable local development regulations/guidelines/norms and procedures developed/enacted 	<ul style="list-style-type: none"> ▪ Document analysis ▪ Interviews ▪ Secondary data provided by the project 	<ul style="list-style-type: none"> ▪ Program documents and reports ▪ UNCDF and UN Women staff ▪ National government, policy documents ▪ Ministry of LG, Ministry of Finance, other relevant ministries and departments ▪ Policy / legal documents ▪ National UNWOMENities officials and partners/beneficiaries representatives

EVALUATION QUESTION No. 5		To what extent have GELD-funded investments contributed to enhanced opportunities for gender equitable local development?	
LIKELY IMPACT			
Sub-questions	Indicators	Data Collection Methods	Information Sources

<u>EVALUATION QUESTION No. 5</u>		To what extent have GELD-funded investments contributed to enhanced opportunities for gender equitable local development?		
LIKELY IMPACT				
Sub-questions		Indicators	Data Collection Methods	Information Sources
5.1	To what extent have funded investments contributed to improved availability & access to infrastructure or services?	<ul style="list-style-type: none"> Increased infrastructure or services Increased use of funded infrastructure or services Trends in distance to site relative to previous infrastructure used by beneficiary population 	<ul style="list-style-type: none"> Interviews Focus groups Site inspections Relevant data sets 	<ul style="list-style-type: none"> Service providers on site Service users LG staff
5.2	To what extent has the programme opened up opportunities for income generation and employment for men and women?	<ul style="list-style-type: none"> Improved integration of women-focused businesses into the formal economy Improved integration of women-focused businesses into local informal markets Number of women's cooperatives or groups participating in value chains Number of beneficiaries from new IGAs Number of women accessing specific financial products 	<ul style="list-style-type: none"> Document analysis Interviews 	<ul style="list-style-type: none"> Documents Stakeholders

<u>EVALUATION QUESTION No. 6:</u>		To what extent are GELD piloted approaches likely to lead to up-scaling and replication?		
EFFECTIVENESS (FUTURE SCALING UP AND REPLICATION)				
Sub-questions		Indicators	Data Collection Methods	Information Sources

EVALUATION QUESTION No. 6: To what extent are GELD piloted approaches likely to lead to up-scaling and replication?

EFFECTIVENESS (FUTURE SCALING UP AND REPLICATION)

Sub-questions		Indicators	Data Collection Methods	Information Sources
6.1	To what extent are piloted approaches and practices likely to be replicated and mainstreamed?	<ul style="list-style-type: none"> ▪ National or provincial-level roll-out programme designed/developed /executed ▪ Donors' uptake of specific practices and approaches introduced by the programme ▪ Tools, procedures and resources adopted for country-or region-wide implementation ▪ Complementary measures enacted by the government 	<ul style="list-style-type: none"> ▪ Document analysis ▪ Interviews 	<ul style="list-style-type: none"> ▪ Policy documents, manuals/regulations ▪ Programme reports ▪ National and Local UNWOMENities officials ▪ UNCDF and other relevant donors' staff ▪ Other donors and partners representatives
6.2	Has GELD's conceptual model been able to advance gender equitable local development?	<ul style="list-style-type: none"> ▪ Effectiveness of programme results as planned ▪ Effective use of UNCDF and UN Women's comparative advantage at the country, regional and HQ level ▪ Evidence of effective coordination and partnership arrangements ▪ Evidence of complementary efforts with relevant initiatives in the area and/or nationally ▪ New partnerships established with local and/or external actors ▪ Evidence of cross-fertilization among programmes ▪ Additional resources leverage for Phase II of the programme 	<ul style="list-style-type: none"> ▪ Document analysis ▪ Interviews 	<ul style="list-style-type: none"> ▪ Program documents and reports ▪ UNCDF and other relevant donors' staff ▪ Donors' programs documents and reports ▪ Local UNWOMENities officials and partners/beneficiaries representatives

EVALUATION QUESTION No. 7:**To what extent are the programme results likely to be sustainable in the longer-term?****SUSTAINABILITY**

Sub-questions		Indicators	Data Collection Methods	Information Sources
7.1	To what extent are GELD-funded investments likely to be maintained by local governments?	<ul style="list-style-type: none"> ▪ Evidence of “ownership” of infrastructure & services as reflected in user perceptions ▪ Regular payment of user fees (when/ where established) ▪ Full integration of running costs and maintenance into local budgets ▪ Evidence of emergence of local sources of revenue to maintain the results of the interventions (user fees) ▪ Evidence of planning, programming, funding and timely implementation of maintenance of infrastructure 	<ul style="list-style-type: none"> ▪ Interviews ▪ Budget analysis ▪ Document analysis ▪ Local budgets and revenue statistics ▪ Unit costs compared to other providers ▪ 	<ul style="list-style-type: none"> ▪ LG Council, Mayor’s office ▪ LG Administration ▪ Ministry of Finance ▪ Ministry of decentralization ▪ Working sessions with associations of users
7.2	To what extent does the programme have a credible and well-planned exit strategy both at the regional and country-level to further support positive changes in gender responsive local development?	<ul style="list-style-type: none"> ▪ Exit strategy in place ▪ Quality of the exit strategy 	<ul style="list-style-type: none"> ▪ Document analysis ▪ Interviews 	<ul style="list-style-type: none"> ▪ Program documents and reports ▪ UNCDF and other relevant donors’ staff ▪ Donors’ programs documents and reports ▪ Local UNWOMENities officials and partners/beneficiaries representatives

Annex 3: List of persons interviewed

1. HQ based team - UNCDF

- Christine Roth- Deputy Executive Secretary and Director of LDFP- New York; christine.roth@uncdf.org
- Mohammad Abbadi, Programme Specialist, LDFP(Lead): mohammad.abbadi@uncdf.org
- Christian Fournier, Technical advisor LDFP: christian.fournier@uncdf.org
- Nicola Crosta, Head of Knowledge Policy and Advocacy: nicola.crosta@uncdf.org

2. HQ based team - UN Women

- Zohra Khan- OIC/Policy Advisor-Leadership and Governance Section-UNWomen N.Y. Zohra.khan@unwomen.org
- Fatou Lo- Programme Specialist fatou.lo@unwomen.org
- Julie Diallo- Programme Analyst-Leadership and Governance Section: julie.diallo@unwomen.org

3. External parties:

- Ron McGill, GELD Programme designer: ron.mcgill@hotmail.com
- Nisreen Alami i, former UN Women: nisreenun@gmail.com

4. Regional Offices based Africa Team

Regional offices for Southern and Eastern Africa

- Makarimi Adechoubou, Head of Regional Office for Southern and Eastern Africa: makarimi.adechoubou@uncdf.org
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- Mary Okumu- Chief Technical Advisor- GELD –Johannesburg: mary.okumu@uncdf.org
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REUNION A UNCDF BUREAU REGIONAL - Le 19 Avril 2013

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Josephine Odera	Regional Director UN WOMEN	
Mariam tendou kamara Diop	Regional Communication UN WOMEN	

21.04.2013. Dar Es Salaam, Briefing with UNWOMEN and UNCDF

Name	Organization/Function
Anna Collins-Falk	UNWOMEN Country Representative Tanzania

Hans Mahlila	GELD National Coordinator
Daimu S Mkwawa	Programme Officer UNCDF Tanzania
ET	

22.04.2013, Morogoro Municipal Council
Briefing with Mayor

Name	Organization/Function
<u>Amiri Nondo</u>	Mayor, Morogoro
Monica Lindi	GELD focal point, Morogoro Municipal Council
Yacinta Tabu	Senior Statistician-PMORALG
Ramadhani Hangwa	Principal Statistician, RS, Morogoro
Hans Mahlila	GELD National Coordinator
Stephanie Raison	UNWOMEN Communications
ET	

Meeting with Management Team, Morogoro Municipal Council

Name	Function/Department
Emedy Mwanakafwe	HIV/AIDS Coordinator, Community Development
John Chilogola	Budget officer, Agriculture
Mtendeje Kingimali	Academic Officer, Secondary Education
Silvanus Kunambi	Education Officer, Secondary Education
Lilian Henerico	Information Officer, Administration
Neema Michael	Internal Audit
Eng. Kasimbazi B.	Municipal Water Engineer
Danti Urto	Village Fund Coordinator, Community Development
Sultan Mzuzuri	SLO-Statistical & Logistics Officer, Primary Education
Anthony Kimbwereto	Numerical Supplies Officer, Procurement
Grace Mahason	Planning Officer, Planning, Monitoring and Statistics
John RuthaiHwa	Safe Cities Coordinator, Community Development
Dr. I. Khama	Agriculture and Livestock Officer
Jarvis Simbeye	Municipal Director, Administration

Eng. Digaga	Engineer, Works
Monika Lindi	GELD Focal Point, Community Development
Hans Mahlila	GELD National Coordinator
Stephanie Raison	UNWOMEN Communications
ET	

23.04. Visit to Morogoro

Meeting with Tanzania Women Food Processing Trust (TWFPPT) leaders

Name	Function
Prof. Aurelia Kamuzora	Director, Institute of Development Studies Mzumbe University (Trustee for TWFPPT)
Esther N. Muffui	Treasury, TWFPPT
Jane Kailembo	Secretary, TWFPPT
Emmy Kiula	Chairperson, TWFPPT
Monica Lindi	GELD Focal Point
Hans Mahlila	GELD coordinator
Yacinta Tabu	Senior Statistician-PMORALG
Stephanie Raison	UNWOMEN Communications
ET	

Meeting with Members of TWFPPT

Name	Function
Maria Dillunga	TWFPPT member
Martina Di Pangiani	TWFPPT member
Philomena Florian	TWFPPT member
Admirabilis Pomella	TWFPPT member
Rose Richard Dilluncza	TWFPPT member
Christina Albert Klimbe	TWFPPT member
Ruth Maro	TWFPPT member
ET	

Meeting with MORUWASA Morogoro and Visit to Water Project Site

Name	Function
Leondard Mwatoine	Head of Planning & Construction Section
Eng.H.A. Mbiru	Technical Manager
Hans Mahlila, Monica Lindi	GELD Team

Stephanie Raison	UNWOMEN, TZ
Yacinta Tabu	Statistician PMORALG
ET	

24.04. Visit to Morogoro

Meeting at Kingolwira Ward, Community members/Water users

Enock M. Ngetekano Leonard Mwatoine	Assistant Managing Director, Kingolwira Ward Head of Planning, MORUWASA
25 community members	9 Women (incl. Chairperson), 16 Men
Stephanie Raison	UNWOMEN, Communications
Hans Mahlila, Monica Lindi	GELD team
Yacinta Tabu	Statistician, PMORALG
ET	

Meeting with Regional Administrative Services (RAS)

Name	Organization/Function
Hon. Mr.Eliya Mtandu	Regional Administrative Secretary, Morogoro Region
Mr. Ramadhani Hangwa	Senior Statistician, RAS
Hans Mahlila	GELD National Coordinator
ET	

25.04 Visit to Dodoma, Meeting with PMORALG

Name	Function
Emmanuel Mahinga	Ag. Director, Information and Communication, PMORALG
Erick Kitali	Assistant Director, ICT PMORALG
Beatrice Kimoleta	Gender Focal Person At PMORALG
Hans Mahlila	GELD Coordinator
ET	
Yacinta Tabu	Statistician, PMORALG

Meetings Morogoro Municipal Council

Name	Function
Grace Mahano	Planning Officer, Department of Planning and Budgeting
ET (Verena Lahousen)	

Name	Function
Anthony Kimbwewza	Head of Procurement, MMC
ET (Verena Lahousen)	

Name	Function
Gender Focal Point	Gender Focal Point, Education
ET (Verena Lahousen)	
Stephanie Raison	UNWOMEN Communications

25.04. Dar Es Salaam, Debriefing

Name	Function
Anna Collins-Frank	UNWOMEN, Country Representativ
Hans Mahlila	GELD coordinator
Daimu Mkwawa	UNCDF National Coordinator
Stephanie Raison	UNWOMEN Communication
ET	

29.04. 2013, Kigali

Name	Organization/Function
Aouke Lootsma	UNDP Country Director
Susan Mutoni	GELD National Coordinator
Desiderata Kabaya	UNCDF Programme Assistant
ET	

Meeting with Planning Department, Ministry of Finance and Economic Development (MINECOFIN)

Name	Organization/Function
Thomas Mazuru	Planning Expert
Susan Mutoni	GELD National Coordinator
ET	

Meeting with UNWOMEN

Name	Function/Department
Carine Uwantege	GRB national Coordinator, UNWOMEN
Susan Mutoni	GELD coordinator

ET	
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30.04. Visit to Gicumbi district

Meeting with Gicumbi District Management Team

Name	Function
Stanislaus Kagenzi	Vice Mayor, Economic Affairs
Phildore Gashirabake	District Veterinarian
Eduard Finagiramezu	Gender and Family Promotion Officer
Lambert Rwitare	Director of Administration
Dr.Emanuel Kayumba	Director of Health Services
Damate Higro	CBHI Director
Susan Mutoni	GELD Coordinator
ET	
2 Beneficiaires of farm animals	

01.05 Directorate of Budget, MINECOFIN, Kigali ET with Elias Baingana, Director General of National Budgeting

02.05. Visit to Rulindo district Meeting with Rulindo District Management Team

Name	Function
Donat Sibomama	Decentralized Governance
Leonie Nyirangirimana	Assistant Planner
Faustin Nyitegeka	Statistics Officer
Wenceslas Nizeyimana	VSL Supervisor
J.B. Munyyandinda	District Environment Officer
Alexandre Bimboneze	Biogas Field Technician
J. B. Munyarukazo	Executive Secretary
Justus Kangwagye	Mayor
Emilienne Niwemwiza	Deputy Mayor, Social Affairs
Susan Mutoni	GELD Coordinator
ET	

03.05. Kigali ET- Meeting with Pierre Lebrun

Belgium Embassy

Annex 4: Bibliography – list of documents consulted

UNCDF and UN WOMEN shared a folder with documents to be consulted. Main folders perused during the inception phase are marked in bold:

1. **UNCDF Corporate documents**: LDFP core approach, business model and LDFP AWP 2013
2. **Administrative and Legal documents**: GELD + concept note, MOUs of all countries, GELD conceptual framework; GELD Programme Document
3. **UN Framing Documents**: UN Common Country Assessments; Country UNDAFs and CPDs
4. **Monitoring and operational documents**: Annual progress reports since 2010, AWP, Baseline studies for all countries; BTORs since 2010, Country papers; GELD partner research document; Steering committee Minutes
5. **Planning and Investment documents**: Case studies, country issue briefs, GELD business plans, GELD feasibility documents, GELD programme status report ; GELD capital investment guidelines
6. **GELD stakeholders**: GELD Countries contact list, GELD organigram and chart; List of people to be interviewed 2013
7. **National legal frameworks**: by each country
8. **GELD Ethiopia**: Concept note, donor UNWOMENization, ERDP Prodoc, Memo UNCDF TA, UNCDF GELD Ethiopia as proposed, Enhancing Public Service Delivery to DRS concept note; UNCDF DRS report 2012, UNCDF DRS 18 months work plan
9. **GELD Tools**: Final Version GRB Step by Step; GELD publication 2012; GELD Manual version June 2012
10. **MTR**: HQ debriefing documents, country summaries Mozambique and Sierra Leone, MTR April 2012
11. **UNEG Guidelines**: HRGE handbook, Quality checklists for Evaluation and inception reports, code of conduct
12. **UNCDF Evaluation unit**: GELD Evaluation matrix and TORs March 2013

Other documentation perused:

- GELD expenditure and project budget balance; Most recently shared by Mohammad Abbadi
- OECD briefs on Gender and PFM, 2010
- Commonwealth Journal of Local Governance. Ronald McGill et al, "A Human Rights Approach to Localizing the MDGs through a gender equitable local development (GELD)", 2009.
- A variety of GRB tools used by UN WOMEN at national and local levels overview for programme countries of GELD; see: www.gender-budgets.org; by region
- Rhonda Sharp: Budgeting for Equity, 2003
- Diane Elson: Gender Budgets Make Cents, 2002; et al.

GELD Senegal – Documents reviewed in country:

- AWP 2010, 2011, 2012 and 2013
- Progress Reports 2010, 2011, 2012

- Country Papers GELD SENEGAL
- Final Baseline study Report 2008
- MOU Government du UNCDF/ UNWomen
- RRF GELD SENEGAL Activities update 2010, 2011
- SENEGAL Logistical Frameworks
- GELD Monitoring reports: Senegal Suivi activities GELD 2011 (July & October)
- Veriment padel Senegal
- GELD Grant disbursements 2010, 2011 and 201
- GELD Extension request applications
- GELD Presentation Senegal presented by Mary Okumu
- Investments Approval documents: Finch de project Snathiaba Toilet, Finch de project KSL Nord Logement, Finch de project Artillerie Sud Rehabi, Coupe BH Plan Toilets
- GELD rapports de sessions de formation (Training reports, 2011)

GELD Tanzania – Documents reviewed in country:

- Geld Monitoring Framework Final
- Programme Review Matrix
- GELD Progress Report 2010, 2011 and 2012
- Latest GELD Manual (2010)
- GELD Annual Work Plan 2010, 2011, 2012 and 2013
- Training and Practice Manual for Accelerated and Gender Equitable Social Economic Service Delivery in Local Development (AGESELD) Joint DICT/DLG plan initiative, PMORALG, UNCDF, UNWOMEN May 2013
- GELD Internal Memo to Country teams (January 2013, Mary Okumu)
- GELD Conceptual Framework
- MTR, Report on Capital investments (Ramon Cervera, 2012)
- GELD Step by Step Guide
- Final Baseline study Report 2008
- MOU Government and UNCDF/ UNWOMEN 2010
- GELD Grant disbursements 2010, 2011 and 2012
- KPMG/NAO – Final Report for the System Audit of EPICOR IFMIS, June 2010
- Tanzania Gender Indicators Booklet 2010, REPOA June 2010.
- National Bureau of Statistics, Ministry of Finance, Tanzania, Report from June/2011.
- MCDGC, Strategic Plan 2011-2016.
- National Strategy for Gender Development (year unknown)

- Gendering Integrated Water Resource Management in Kingolwira Ward, Morogoro Municipality: A Case study Analysis, July 2012, Mumbe University

GELD Rwanda – Documents reviewed in country:

- National Gender Policy Strategic Plan, May 2011, MIGEPROF, Kigali
- Decentralization Implementation Plan (DIP), 3rd Phase, 2011-2015, MINALOC, Kigali
- Economic Development and Poverty Reduction Strategy (EDPRS) II, 2013-2018, MINECOFIN, Kigali
- Vision 2020, MINECOFIN, Kigali
- National Constitution of Rwanda, June 2003, Kigali

DOCUMENTATION GIVEN BY THE GELD COORDINATOR IN COUNTRY

District documentation

- District Development Plans (PDD) Rulindo and Gicumbi, 2007-2012
- Gender budget statements and gender division of employment (GDE) for districts
- District profile harmonized
- JADF in the context of Decentralization in Rwanda
- Review and Analysis of 2008/09 DDPs and Budgets
- Local government capacity building strategy 2011-2015
- Rulindo, Statistics, Draft version April 2013

Budget documentation

- District budgets 2010/11-2012/13
- Budget call circular 2011/12
- LG Budget call circular for 2012
- Annexes to District Budget call circular
- Budget guide latest version with pictures
- Draft organic budget law 2013
- Gender responsive budgeting in Rwanda 2008-2010, MINECOFIN

Progress reports

- GELD work plan 2011, 2012, 2013
- GELD progress reports 2010-2012
- GELD brief note September 2012
- Request for GELD Rwanda scale up
- GELD Gicumbi District Capital Investment Project October 2010
- Signed MoU Rwanda

Capacity Development

- Report on Gicumbi and Rulindo DCC training workshops
- Training Content: GRB training, Government Key strategic plan, Planning and Budgeting, Budget execution, Leadership

Annex 5: Field Mission Work Plans

<u>Activity</u>	<u>Schedule</u>
Inception phase	8 days (March 26- April 7, 2013)
Country visits: <u>Senegal (8 Days)</u>	<p>(April 10 - 19, 2013)</p> <p>April 10: Arrive Dakar –Senegal</p> <p>April 11 Meetings with UN agencies: (Dakar)</p> <ul style="list-style-type: none"> • UNCDF Regional Team-LDFP Team Leader- Ms Christel Alvergne • UNDP Country Director • UNWomen Regional Programme Director, NC and GELD related Country team • UNWomen Deputy Regional Director • PNDL /PADEL Representatives <p>April 12: Meeting with the Belgian Embassy Representatives</p> <p>Meeting with other stakeholders at central govt. Level s</p> <p>April 13: Consultants Work on country summary</p> <p>April 14: Travel to Louga Region</p> <p>April 15, 16, 17 Field visit to Projects and meetings with Louga Municipality Principals: Mayor-Louga and Minister for Livestock Development</p> <p>Debriefing at local level</p> <p>April 18: Travel to Dakar:</p> <p>April 19: Debriefing as necessary at central level</p> <p>April 20: Departure to Dar-Es-Salaam via- Tanzania Nairobi</p>
<u>Tanzania (8 Days)</u>	<p>(April 21 2013) Arrival in Tanzania</p> <p>April 22: Meetings in Dar-Es-Salaam</p> <ul style="list-style-type: none"> • UNWomen Representative and UNWomen GELD NC and Programme related Team in Dar-Es-Salaam) • UNCDF Programme Officer (This meeting can be convened together) <p>April 23: AM-Travel to Morogoro District (5 hrs by road)</p> <p>PM- Meetings with Mayor and MMC Administrative team</p>

	<p>April 24, 25: Site visits and meetings in Morogoro with relevant project stakeholders</p> <p>PM: Travel to Dodoma: AM- Drive to Dodoma (Administrative headquarters of Local Government)</p> <p>April 26. Meetings with the Govt Regional Administration Representatives including the Permanent Secretary, Govt. Focal Points and Technical Advisors to GELD</p> <p>Debriefing at PMO-RALG level</p> <p>April 27: Travel to Dar-es-Salaam</p>
<u>Rwanda (5 Days)</u>	<p>(April 28- May 3, 2013)</p> <p>April 28: Arrival in Kigali</p> <p>April 29, Meetings with UN and Government Representatives:</p> <ul style="list-style-type: none"> • UNWomen Regional Programme Director, NC and GELD related Country team • PS-Ministry of Local Government (MINALOC) • Director of National Budget • Permanent Secretary- MINECOFIN • The Belgian Embassy • National Development Secretariat <p>April 30: Field visit to Gicumbi district</p> <p>May 1: Field Visit with Rulindo district</p> <p>May 3: Debriefing meeting with stakeholders and</p> <p>May 4: Departure</p>