

UNDP Afghanistan

Women's Empowerment
and Gender Equality Project

Mid-term Evaluation Report

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Abbreviation

ACCI	Afghanistan Chamber of Commerce & Industries
AFAD	Afghans for Afghanistan Development
AMDG	Afghanistan Millennium Development Goal
ANDS	Afghanistan National Development Strategy
ANPP	Afghanistan National Priority Programmes
APRP	Afghanistan Peace and Reintegration Project
AISA	Afghanistan Investment Support Agency
ANDS	Afghanistan National Development Strategies
AREU	Afghanistan Research and Evaluation Unit
AWEC	Afghan Women's Educational Center
AWN	Afghan Women's Network
BDS	Business Development Services
CBO	Community Based Organisations
CCPS/CAPS	Centre for Conflict and Peace Studies
CSO	Civil Society Organisation
CDC	Community Development Councils
CEDAW	Elimination of All forms of Discrimination against Women
CPAP	Country Programme Action Plan
CSO	Civil Society Organisation
DCD	Deputy Country Director
DIM	Direct Implementation Modality
DoHRA	Directorate of Hajj and Religious Affairs
DoWA	Directorate of Women's Affairs
DAC	Development Assistance Committee
DSA	Daily Subsistence Allowance
EVAW	Elimination of Violence Against Women
EPD	Equality for Peace and Development
FAO	Food and Agriculture Organisation of the United Nations
GEP	Women's Empowerment and Gender Equality Project
GRB	Gender Responsive Budget
GSI	Gender Studies Institute
H.E.	His/Her Excellency
JHRA	Justice and Human Rights in Afghanistan
JSSP	Justice Sector Support Program
KB	Key Beneficiaries
KU	Kabul University
LHC	Legal Help Center
LoA	Letters of Agreement
LHC	Legal Help Centre
LM	Line Ministries
LOTFA	Law and Order Trust Fund for Afghanistan
M&E	Monitoring and Evaluation

MDG	Millennium Development Goals
MAIL	Ministry of Agriculture, Irrigation and Livestock
MITC	Ministry of Information, Communication and Technology
MoCN	Ministry of Counter Narcotics
MoEc	Ministry of Economy
MoF	Ministry of Finance
MoFA	Ministry of Foreign Affairs
MoJ	Ministry of Justice
MoH	Ministry of Health
MoHE	Ministry of Higher Education
MoHRA	Ministry of Hajj and Religious Affairs
MoWA	Ministry of Women's Affairs
MRRD	Ministry of Rural Reconstruction and Development
MTE	Mid-Term Evaluation
MoU	Memorandum of Understanding
NABDP	National Area-Based Development Program
NAPWA	National Action Plan for Women of Afghanistan
NGO	Non-governmental Organisation
NPPs	National Priority Programmes
NTA	National Technical Assistance
OECD	Organisation for Economic Co-operation and Development
ProDoc	Project Document
PWDC	Provincial Women's Development Councils
PSGs	Project Support Group
QPR	Quarterly Progress Report
RC	Regional Coordinator
SSSPO	Social Safety & Social Protection Organization
ASGP	Sub-National Governance Programme
TAD	Training and Advocacy Department
ToC	Theory of Change
ToT	Training of Trainers
UNAMA	United Nations Assistance Mission in Afghanistan
UNDAF	United Nations Development Assistance Framework
UNDG	UN Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Fund for Population
UNICEF	United Nations Children's Fund
UNSCR	United Nations Security Council Resolution
UPR	Universal Periodic Review
USD	United States Dollar
VAW	Violence Against Women
WHO	World Health Organisation
WPDD	Women's Policy Development Directorate

Executive Summary

Women's Empowerment and Gender Equality Project (GEP II) is a joint venture between the government of Afghanistan and UNDP Afghanistan. This three year project was started in January 2013 after the completion of the first phase of the five years GEP which started in 2007. GEP II is a multi-donor support including Governments of Afghanistan, Republic of Korea, Canada, Italy and Denmark, in addition to UNDP. Though the project was estimated at 30 million USD, committed fund was about half of this and other half was non-committal fund. The aim of the GEP II is to improve the social and economic status of vulnerable Afghan women and girls focusing mainly on three pillars (1) policy review and support, (2) women's economic empowerment, and (3) justice and human rights.

GEP II was implemented under direct implementation modality of the UNDP partnering mainly with Ministry of Women Affairs, Ministry of Finance and other line ministries and their provincial offices. In addition, the project has contracted some NGOs to build the capacity of target groups and government agencies. The project is designed in line with the goals set out in the National Action Plan for Women of Afghanistan (NAPWA), Afghanistan National Priority Programmes (ANPP), and Afghanistan Millennium Development Goals (MDG) of gender equality and empowerment of women as well as key outcomes of the UNDP Country Programme Action Plan (CPAP) and United Nations Development Assistance Framework (UNDAF).

The project has centre-based and field-based interventions. The policy review and support (Pillar-1) is largely concentrated at central level for reviewing policies along the gender lines, preparing gender responsive budgeting guidelines and gender studies. Other two pillars have more field-based interventions spread in selected provinces through four major hubs (regional centres)-Bamyan, Herat, Nangarhar and Balkh. While economic empowerment (Pillar-2) has interventions related to entrepreneurship development for business women and income generating activities for vulnerable women who did not have business before; the justice and human rights (Pillar-3) has awareness raising initiatives on the rights of women and girls in the context of Islam with a view to enhance women's participation in policy formulation and the peace process.

The mid-term evaluation (MTE) has a two-fold purpose (1) To assess internal processes as well as progress against expected results in the past 21 months and provide evidence-based recommendations and guidance if adjustments are necessary to ensure achievement of project objectives within the project timeline; and (2) To review the GEP-II's theory of change vis-à-vis the project achievements, prevailing gender equality issues in Afghanistan in the context of the National Action Plan for Women in Afghanistan, and UNDP's Gender Strategy 2014-2017 in order to provide insights and recommendations for consideration in designing the next phase of the project or future gender programming. The main objective was to assess the efficacy of the project design, relevance of the project outputs, specific contributions and impact, efficiency and effectiveness of technical assistance, and sustainability of interventions. The scope of the evaluation was to focus around the objectives of the three pillars of GEP-II. These objectives were: (1) MoWA's capacity for policy-making oversight of NAPWA implementation improved; (2) Women's entrepreneurship skills developed for women entrepreneurs and cooperatives; and (3) Access to justice for women including awareness of rights among men and women improved.

The evaluation approach included the review of documents that provided information about the process used in project design, plan, implementation, and management and monitoring

approach. This helped identify data gap needed for the evaluation. Based on the data gap, primary data were collected from various sources at Kabul and three out of four regions where project interventions were implemented. The techniques used for primary data collection were consultation, focus group discussion, interview, observation and debriefings. In addition, feedback, suggestions and comments were sought from the relevant stakeholders on the draft report of the evaluation. Through these processes 136 individuals were contacted. This helped narrow down the data gap as well as validate the findings. The data analysis included the triangulation of data from various sources on six evaluation criteria including relevance, effectiveness, efficiency, impact, coordination/partnership and sustainability. The methodology for data collection and analysis was participatory in nature and gender sensitive.

Principal Findings

The GEP II project was found relevant from the perspectives of needs and priorities of beneficiaries, gender equality aspirations of the Government of Afghanistan and country programme action plan outcomes of the UNDP. However, the project was highly ambitious and some targets were unrealistic to achieve within the span of the project. The project followed integrated approach to some extent but largely used piecemeal approach.

The overall effectiveness of the project was low at about 25.28% ranging from 18% for pillar-2 to 31.71% for pillar-1 with 26% for pillar-3. In an average, there were 50% of the indicators on track with 53.85% for pillar-1, 37.5% pillar-2 and 57.14% pillar-3. The factors of low achievement and off-track included change in leadership, resistance from government authorities to use gender responsive indicators, late ownership of the indicators by MoWA, delayed approval of annual work plan 2014, delayed procurement, unavailability of data to report progress, and adverse security situation.

The efficiency of the project was at medium level with 0.74 value, which indicates over expenditure compared to achievement. Main reasons were: insufficient measures taken to lower the cost including partnership building, sharing cost and developing synergy; over staffing and no proper guidance and supervision; and high operational costs.

The coordination with different stakeholders was inadequately maintained. It was mainly because the project used consultative approach which works well when stronger coordination is not needed. When strong coordination is required like the GEP II project, collaborative participation is required which was found inadequately used by the project.

Some participating women entrepreneurs have expanded their business and have created additional employment, some vulnerable women have earned income engaging themselves in microenterprises but their number is too small.

The achievements of the project are unlikely to be sustained mainly because low technical and financial capacity of service providers.

Conclusions

The project has generated some good results including increased income of entrepreneurs, increased employment of vulnerable women to the business of entrepreneurs, increased income of other vulnerable women through participation in microenterprises, feeling of empowerment by vulnerable women, greater level of engagement in household and community decision making after their participation in the project, increased knowledge, increased mobility without companions, and spread of information about the women's human

rights and justice as per the laws of the nation and Islamic teachings. The project, on the other hand, was highly ambitiously planned and operated with weak management. The project was implemented with piecemeal approach and there was a low level of integration. The poor management of the project was demonstrated through frequent change in management leadership, underutilisation of human resources, delay in procurement of goods and services, inadequate supervision, low level of coordination, ineffective partnership and high operation costs.

Recommendations

Recommendations are provided at two levels: (1) Recommendation for GEP II and (2) Recommendations for future gender programmes.

Recommendations for GEP II are organised along the evaluation criteria. For increased relevance, keep the project flexible to adjust changes; no Master's program at KU without proper assessment of sustainability of human and financial resources; and support for civil society networks to launch advocacy on mainstreaming gender responsive policies and promote human rights and justice.

To increase effectiveness, there should be a clarity on roles and responsibilities for monitoring of GRB with line ministries (P-1); interventions related to economic empowerment (pillar-2) and justice and human right (pillar-3) should have increased outreach to rural areas and rural vulnerable women.

For increasing efficiency, GEP should review size of project staff both at Kabul and regions that would give information to plan human resources not only for the remaining part of the project but also for next phase of the project; forge more strategic partnership and lower unproductive expenses.

For effective partnership and coordination, there should be a shift from consultative mode to collaborative participation and closely related stakeholders should work together and share resources.

For the sustainability, provide capacity development to staff more than gender focal point; build the capacity of field level service providers to provide effective and gender responsive service to vulnerable women; forge partnership with other UN agencies to strengthen MoF capacity in monitoring GRB in line ministries; support for institutionalisation of reviewed policy.

For the future gender programming, the following recommendations are made:

- Develop program on the basis of the ensured resources. If adequate resources are available, cover all three areas (policy institutionalisation, economic empowerment and justice and human rights) but with integrated approach. If limited resources are available, focus only on policy support but comprehensively. Give second priority to economic empowerment that would pave way for social empowerment by increasing their decision-making power at home and in community. Make justice and human rights of women as a cross cutting issue applicable to every development project.
- For policy institutionalisation, support MoWA in leading an aggressive advocacy by mobilising also civil society organisations and lobbying parliamentarians for policy change.
- Focus more on rural women as rural women are more vulnerable than city women and emphasize on capacity building of government agencies at provincial level so that these people can provide services to vulnerable women in rural areas. This also demands a

longer duration project, at least 5 years, as rural women's information grasping and changing behaviour requires longer time than city women. The project focusing rural women should strengthen M&E unit at regional centres to carry out more supervision and monitoring at provinces.

- For economic empowerment, divide the target beneficiaries into three groups and provide tailored support based on the needs of women accordingly: a) experienced business women, b) Women entrepreneurs, and c) women who are willing to participate in the market.
- Reduce administrative costs including the operation costs within each intervention/pillar by forging partnerships with related stakeholders and projects, and by optimally utilising the resources including the project staff.
- Shift from consultative mode to collaborative participatory approach for working together on entire project cycle and from project to programme approach for sustainability
- Conduct impact evaluation by the end of the project and baseline survey in the beginning of the project in way that baseline is designed to generate data required for comparison in impact evaluation.

1. Background of the Project

1.1 General Background of the Project

Women's Empowerment and Gender Equality Project (GEP-II) is a three year project (January 2013 to December 2015) supported by multi-donors with USD 30 million. It was formulated based on the lessons learnt from the first phase of the Gender Empowerment Project of UNDP (GEP I) which was implemented from 2007 to 2012. GEP-II is a collaborative endeavour between the Government of the Islamic Republic of Afghanistan and UNDP Afghanistan. The aim of the GEP II is to improve the social and economic status of vulnerable Afghan women and girls. It has adopted a two pronged approach: (1) build on the good practices and lessons learned GEP-I and (2) implement innovative initiatives for mainstreaming gender.

The project is partnered with the Ministry of Women's Affairs (MoWA), Ministry of Finance (MoF), Ministry of Hajj and Religious Affairs (MoHRA), Ministry of Health (MoH), Ministry of Rural rehabilitation and Development (MRRD), Ministry of Agriculture, Irrigation and Livestock (MAIL), Ministry of Higher Education (MoHE) and Ministry of Labor, Social Affairs, Martyred, and Disables (MoLSMD). It is in line with the goals set out in the National Action Plan for Women of Afghanistan (NAPWA), Afghanistan National Priority Programmes (ANPP). It is consistent with the Millennium Development Goals (MDG) of gender equality and empowerment of women. Furthermore, it contributes to key outcomes of the UNDP Country Programme Action Plan (CPAP) and United Nations Development Assistance Framework (UNDAF).

The project has three pillars as follows:

- **Policy Review and Support:** aiming to support gender-related policy and strategy formulation and implementation;
- **Women's Economic Empowerment:** to enable improved access to and control of productive resources resulting in the empowerment of women and girls; and
- **Justice and Human Rights:** to support greater demand for and access to justice and human rights.

Each of the pillars has specific major activities as enumerated below:

Table 1. GEP II pillars and activities

Pillar	Activity
Policy Review and Support	<ul style="list-style-type: none">• Technical support to the Ministry of Women's Affairs, managing and leading the process of policy review and gender policy mainstreaming with 6 pilot ministries (Ministry of Higher Education (MoHE,), Ministry of Public Health (MoF), Ministry of Agriculture, Irrigation and Livestock (MAIL), Ministry of Rural Reconstruction and Development (MRRD), Ministry of Hajj and Religious Affairs (MoHRA) and Ministry of Counter Narcotics (MoCN);• Technical support to the Ministry of Finance on gender responsive budgeting;• Strengthening of gender units in the pilot ministries;

Women's Economic Empowerment

- Strengthening the capacity of MoWA's Monitoring and Evaluation Unit to monitor, evaluate and report on NAPWA;
- Strengthening the Gender Studies Institute and establishing the foundation for the Master's Degree in Gender and Development Studies at Kabul University.
- Economic empowerment of women through income generation activities;
- Provision of business development strategies and training centers;
- Strengthening of women entrepreneurs' capacity to manage women's cooperatives;
- Establishing clean and green technology based enterprises and product demonstration centers;
- Strengthening capacity of Provincial Women's Development Councils for socio-economic empowerment of women.

Justice and Human Rights

- Support to advocacy campaigns at the national and sub-national level, sensitization of formal and informal justice sector on the rights of women and girls in the context of Islam;
- Institutionalizing Legal Help Centers;
- Strengthening the capacity of religious leaders to advocate for women's rights;
- Enhancing women's participation in policy formulation and the peace process.

These pillars are based on four foundational and cross-cutting themes: (1) Capacity Development, with the objective to strengthen the capacity of national and sub-national partners and civil society organisation (CSO) implementing partners to deliver the project activities; (2) UN Coherence, to promote and contribute to the coordination of gender-related activities and program coherence within the UN system; (3) CSO Partnership, to enhance the capacity of emerging civil society in support of GEP-II's goal and objectives; (4) Harnessing the Gender Cluster Potential, in support of women's empowerment and gender equality based on the Gender Strategy of UNDP Afghanistan.

The project has been implemented under the Direct Implementation Modality (DIM) of UNDP guided by the following seven strategies and principles: (a) conflict and culturally sensitive, participatory and community-based approaches, committed to cultural relevance and target whole communities; (b) adherence to the major national policies: ANDS, NAPWA, NPPs as well as the New Deal peace building and state building goals (PSGs); (c) capacity development and institutional change guided by theory of change strategies and methods; (d)

adherence to international frameworks for women, peace and security; (e) human rights based approaches in the project cycle; (f) partnership building across a wide range of stakeholders through genuine participation in consultations and decisions; and (g) a nationally owned, Afghan led approach throughout. As per the last principle, the Project has signed Letters of Agreement (LoA) with MoWA to directly implement some of the project activities or work through National NGOs. In addition, the project has signed a LoA with the MoF on GRB.

The project is implemented in the following five regional hubs: Bamyan, Balkh, Herat, Nangarhar and Helmand, recently. Through these regional hubs, services are provided to the following 11 provinces up to the third quarter of 2014: Herat, Jajalabad, Mazar, Bamiyan, Dykundy, Laghman, Helmand, Parwan, Kabul, Badgis and Samangan.

A Project Management Board consisting of the Ministry of Women's Affairs, partner Ministries, donors and UNDP is in place to provide strategic guidance on the implementation of the project. Out of the total budget of GEP-II USD 30 million, about USD 15 Million has been provided by the Government of Islamic Republic of Afghanistan, UNDP, Italy, Canada, Denmark and Korea. The remaining balance is anticipated to be raised through resource mobilization and innovative fees for service and cost-sharing arrangements with UNDP projects.

1.2 The purpose of the mid-term evaluation (MTE)

The purpose of the MTE had two folds as follows:

- To assess internal processes as well as progress against expected results in the past 21 months and provide evidence-based recommendations and guidance if adjustments are necessary to ensure achievement of project objectives within the project timeline;
- To review the GEP-II's theory of change vis-à-vis the project achievements, prevailing gender equality issues in Afghanistan in the context of the National Action Plan for Women in Afghanistan, and UNDP's Gender Strategy 2014-2017 in order to provide insights and recommendations for consideration in designing the next phase of the project or future gender programming.

1.3 Scope of the evaluation

The MTE has assessed the strategies, implementation mechanisms and programmatic results, at both national and subnational levels, based on the GEP-II Project Document and 2013 and 2014 Annual Work Plans; Monitoring and Evaluation Plan; Procurement Plan; Human Resources Plan. The evaluation has included an analysis of synergies between GEP II and other key UNDP, UN and other partners' interventions, which helped somewhat support the achievement of GEP II objectives. It has highlighted good practices, lessons learnt and provided forward looking recommendations for future assistance on gender equality and women empowerment to Afghan institutions.

The MTE has covered all interventions of the project in the last 21 months starting from January 2013 to September 2015¹. The evaluation also examined the strategy, capacity and resources available to deliver the project outcomes. Basically, the MTE (1) assessed internal processes as well as progress against expected results for the above period and has provided evidence-based recommendations and guidance where necessary to ensure achievement of

¹ Though originally it was envisioned to include the MTE for 18 months, it has been extended to 21 months as the necessary information is available for this period. A possibility of carrying it for 24 months was discussed, it was dropped out as risk of not getting required information prevailed.

project objectives within the project timeline; and (2) reviewed the GEP-II's theory of change vis-à-vis the project achievements, prevailing gender equality issues in Afghanistan in the context of the NAPWA and UNDP's Gender Strategy 2014-2017 and has provided insights and recommendations for consideration in designing the next phase of the project or future gender programming.

1.4 Objective of MTE

The main objective of the mid-term independent evaluation was to assess the efficacy of the project design, relevance of the project outputs, specific contributions and impact, efficiency and effectiveness of technical assistance, and sustainability of interventions. The evaluation has touched upon an analysis of how GEP II interventions addressed conflict sensitivity and Human Rights-based Approaches. The scope of the evaluation was to focus around the objectives of the three pillars of GEP-II. These objectives were: (1) MoWA's capacity for policy-making oversight of NAPWA implementation improved; (2) Women's entrepreneurship skills developed for women entrepreneurs and cooperatives; and (3) Access to justice for women including awareness of rights among men and women improved.

1.5 Evaluation Criteria and Guiding Questions

The evaluation has mainly focused on assessing the relevance, effectiveness, efficiency, results, impact, coordination and sustainability of GEP-II efforts applied to all three components of the project. The following are guiding questions within the framework of the evaluation criterions.

Table 2. Evaluation criteria and guiding questions

Evaluation Criteria	Guiding Questions
Relevance	<ul style="list-style-type: none"> • Is GEP's theory of change clearly articulated? • What specific methods and tools were used to assess the needs of the project beneficiaries? Have the interventions match the capacities needs for the institutions and individuals? • Is GEP-II selecting the right beneficiaries and participants in the training activities? • Is there a change needed in the project design or implementation strategy so that the desired objectives/results are achieved? • How well does GEP-II react to changing work environment and how well has the design able to adjust to changing external circumstances? • How did UNDP/GEP-II contribute towards, and advance gender equality aspirations of the Government of Afghanistan; UNDAF outcomes; and CPAP outcomes?

**Effectiveness
& Results**

- To what extent is GEP successful in achieving the expected results?
- To what extent are target institutions (MoWA and MoF primarily) engaged in the implementation of the project?
- How effectively is GEP developing institutional capacity especially in preparing MoWA in policy review and monitoring NAPWA and MoF in gender responsive budgeting?
- To what extent are GEP II interventions been implemented/ coordinated with appropriate and effective partnership and strategies? What has been the nature and added value of these partnerships
- What results are evident in the short-term and what results can be foreseen in the medium and long term that can be directly or indirectly attributed to the project?
- What factors contribute or influence GEP-II's ability to positively contribute to policy change from a gender perspective, women's economic empowerment, and access to justice and human rights?

Efficiency

- To what extent are funding, staff, and other resources used to achieving the expected results of the project?
- Based on cost-benefit analysis what conclusions can be drawn regarding 'value for money' and cost related efficiencies or inefficiencies in implementing GEP-II?
- Were there any unanticipated events, opportunities or constraints contributed to or hindered the delivery of the interventions on timely manner.
- Have associated risks at the national and local level been anticipated and addressed?

**Potential
Impact**

- What impact did the GEP-II project have on women's economic status in targeted provinces?
- What impact did the GEP-II project have on women's access to justice in targeted provinces?
- What impact did the GEP-II project have in the line ministries in improving women's status?

- | | |
|-----------------------|--|
| Coordination | <ul style="list-style-type: none"> • To what extent the project adopted a coordinated and participatory approach in mainstreaming gender into policies and programmes. • To what extent the project used UNDP's internal expertise and adopted joint planning and programming with other UNDP projects? • To what extent the project was effective in coordinating its activities with UN agencies, relevant development partners, donors, CSO, NGOs and academic institution? • To what extent the gender cluster contributed to GEP-II planning and programming? |
| Sustainability | <ul style="list-style-type: none"> • To what extent are the capacity building activities under each of the pillars producing lasting results? • To what extent is GEP-II taking the necessary steps to transfer capacities and skills to MoWA and MoF and other institutional partners? • How, and to what extent did UNDP/GEP-II's design, implementation strategy/ partnership, and governance foster national ownership and capacity development? |

2. Evaluation Methodology

2.1 Evaluation Approach

In order to ensure that the evaluation is of maximum value to UNDP and its partners, the specific focus and scope of, and approach to, the evaluation was discussed and developed in close consultation with concerned persons in GEP II project including five regional coordinators (skype conference), different units in UNDP, UN Women, MoF, MoWA, MoHRA, and donors. The key stakeholders were identified, based on the discussions with the above agencies, as well as their information needs and expectations concerning this evaluation. These needs and expectations were, subsequently, put central in this evaluation to ensure that its maximum value to the identified key stakeholders.

The evaluation adopted an integrated approach involving a combination of data collection and analysis tools to capture both the tangible and the unquantifiable impacts of UNDP/GEP-II project, and generate concrete evidence to substantiate all findings. The methodology, as given below, is made robust enough to ensure high quality, triangulation of data sources, and verifiability of information.

To implement this evaluation the following four steps were undertaken:

- Desk review: Review was done of all available material related to the project, such as project progress reports, Project Document, Annual Work Plans, Monitoring and Evaluation Plan, Procurement Plan, and others as referenced in this report.

- Planning, data collection and consultations: The evaluation consulted key stakeholders, including UNDP staff, MoWA and MoF, officials in six pilot ministries, donors, and NGO/CSO implementing partners. UNDP/GEP-II assisted in setting up appointments and to organize local transportation and logistics in support of the mission's data collection and consultative activities.
- Debriefing session: Four debriefings were done with the Senior Deputy Country Director (DCD), project personnel, UNDP program units and the Project Board. At the debriefing sessions the initial findings including key observations and recommendations based on verifiable facts and figures were presented and suggestions and comments collected.
- Final Report: A comprehensive final evaluation report has been prepared to UNDP in accordance with a format to be agreed. This final report is prepared by incorporating relevant comments and suggestions made by UNDP and project management on the draft report submitted to them.

2.2 Theory of Change

Theory of Change (ToC) of GEP-II project is constructed based on the rationale, focus, and underlying assumptions of the GEP-II project; the context in which the GEP-II project has been launched and implemented, including the related political-economy opportunities and constraints; and the soundness of the linkages between the GEP-II project's inputs, activities, outputs, and outcomes /results.

2.2.1 The Rationale, Focus, and Underlying Assumptions of the GEP-II Project

The socio-economic and political empowerment of women of Afghanistan has been the interest area of various stakeholders engaged in the process of development of Afghanistan as this important area remains substantially below the desired level demonstrating a large gap between male and female in participation and decision making not only on public affairs but also at home. The project's undertaking of women's empowerment and gender equality seems quite relevant. The project's focus on economic empowerment and justice and human rights is also quite relevant as these are the areas where women are particularly vulnerable to. Since enabling environment is necessary to attain change on these long standing issues to which culture and tradition are attached, the inclusion of policy review is also equally important. The assumption is that there will be increased empowerment of women if an enabling environment is created to enhance their capacity to effectively participate in the economic activities and to increase their access to justice and human rights.

2.2.2 The Context of GEP II Project Launch

The deep rooted religious beliefs about the role and status of women determined by historical, political, social, economic and religious factors as well as a three decade old conflict have influenced women's effective participation in the development process and women are still in subordinate status in society. At the same time, gender has been a crucial determinant of the success of any national government. Therefore, like other countries around the world, gender empowerment has been an important agenda in the Afghanistan development discourse, especially since 2001, wherein gender and equitable development has taken central stage. The establishment of MoWA in 2002 and its mission to ensure the achievement of Afghanistan women's legal, economic, social, political, and civic rights was a significant provision in creating enabling environment for women's empowerment and gender equality. The launch of NAPWA in 2008 further emphasized the need of underpinning the need of gender equality in government's policies: "promotion of women's advancement is a shared obligation within government and it is a collective responsibility of all sectors, institutions, and individuals to include women or/and gender concerns in all aspects of government work." It defines cross-cutting gender commitments across all sectors of Afghanistan, is the main vehicle for implementing the government's gender equality commitments under the Constitution,

Afghanistan Compact, Afghanistan National Development Strategy (ANDS), Afghanistan Millennium Development Goals (AMDGs), and the Convention on the Elimination of All forms of Discrimination against Women (CEDAW) which has been ratified by the Government without any reservations. Not only within the government, in the non-government front also, there has been emergence of a vibrant women-led civil society. However, poor security situation to protect women, setbacks to women's access to justice and the safeguarding of their human rights, and economic impact of the significant cuts in military and development spending are some of the issues that might hinder the empowerment of women.

Under the above context, a project aimed at improving governance, security, and livelihoods for Afghan women and girls, focusing primarily at the sub-national level, can significantly contribute to a security transition (from war to peace), a political/institutional transition (formation of a legitimate and effective state) and socio-economic transition (from "conflict" economy to sustainable growth). The project was developed based on the success and lessons learnt from the GEP-I by involving key stakeholders in conceptualising, planning and implementing the project that signifies not only the practice of participatory process but also the human rights approaches.

2.2.3 Linkages between the GEP-II Project's Inputs, Activities, Outputs, and Outcomes /Results

Inputs for GEP II come from various sources including the UNDP and various governments including governments of Afghanistan, Denmark, Canada, Italy and Republic of Korea. These resources are tied with activities and outputs to produce the results/outcomes. The project has 16 activity results well connected with three outputs which are expected to contribute to the project goal which is stated as improved social and economic status of vulnerable Afghan women and girls.

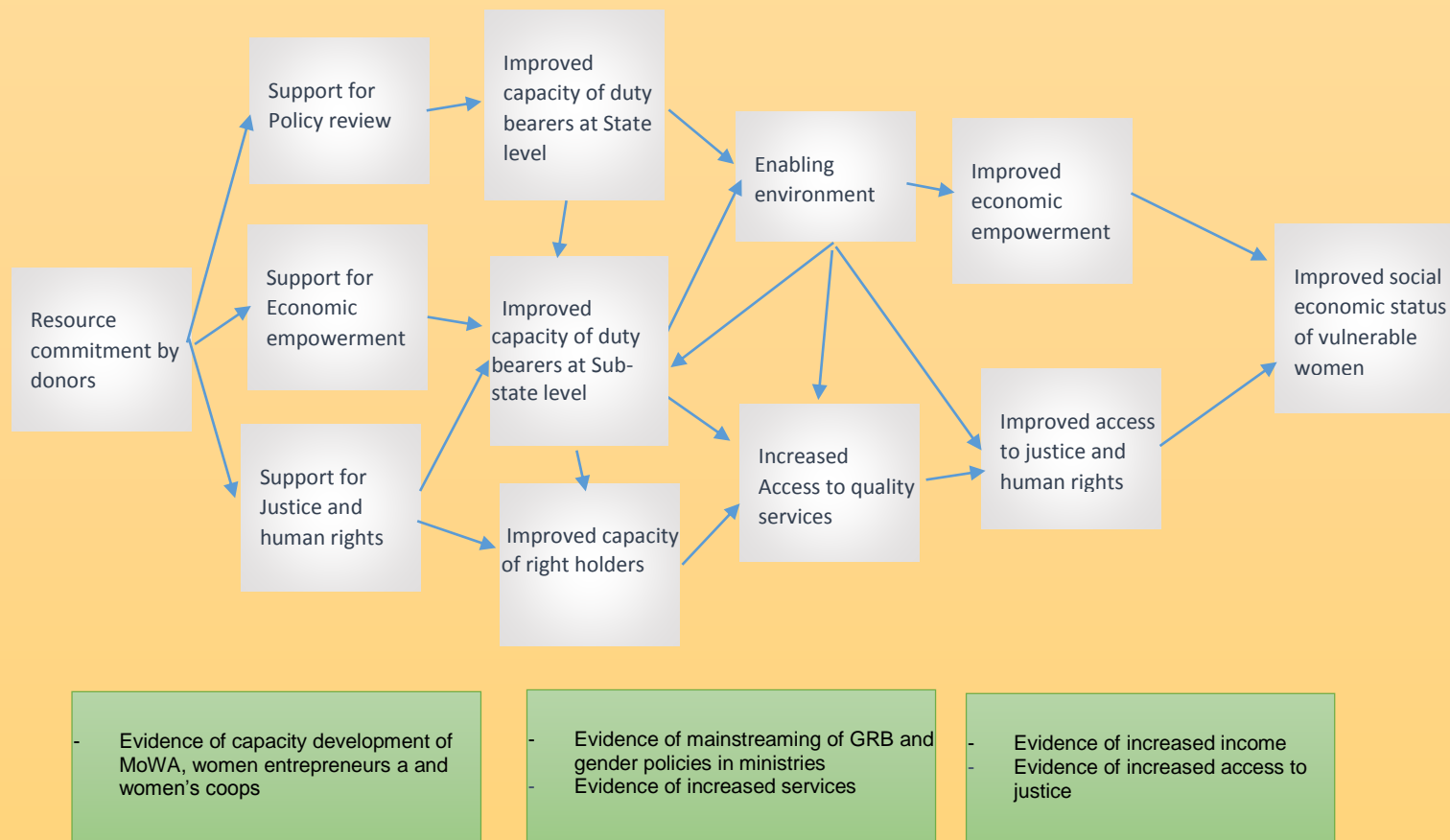
Though there is no schematic diagram presented in the project document and other related documents, the evaluation team strongly feels that schematic diagram should be in place as it helps understand the change process in the project more clearly. The hypothesis is that if resources are provided through three pillars there is improved capacity of both duty bearers and right holders. The improved duty bearers' capacity, on one hand, contributes to creating the enabling environment by improving policies, and other hand, improves the capacity of right holders thereby leading to increased access to quality services by right-holders. This further leads to improved access to justice and human rights and improved economic empowerment which cumulatively contribute to improve socio-economic status of vulnerable women.

2.4 Data collection methods

In order to answer the evaluation questions, the necessary data from primary and secondary data sources were collected. The proposed data-collection methods (e.g. the focus group discussions consultation and interviews) allowed for this participatory approach. In addition, ample time was spent on crosschecking and discussing the findings and recommendations with UNDP and GEP II project. Furthermore, during the collection of data, specific attention was paid to the question how gender issues had been integrated in the programme (in line with the formulated evaluation questions) and, where relevant and available, specific data on gender were collected. Multiple data collection methods will be employed:

- Document review
- Field visit
- Interview
- Focus group discussion
- Consultation

Fig 1: Schematic Diagram of Theory of Change of GEP II



A brief outline of the data collection methods is presented below.

2.4.1 Document review

The collection and review of documents and data continued throughout the evaluation-period. Many relevant documents and statistical data were collected and analysed. The methods for the review included analysis of various sources of information, including in-depth desk review of the relevant documents (project progress reports, project document, annual work plans, monitoring and evaluation plan, procurement plan, and quarterly progress reports and other). A list of documents reviewed is annexed.

2.4.2 Field Visit

Based on the initial meeting with UNDP and the GEP II project, the evaluation team made field visit to three provinces (Balkh, Jalalabad and Herat) and conducted interviews with the stakeholders, focus group discussions with beneficiaries and consultation with staff of Regional Coordination Office. The reasons behind selecting these regions are: they represented different geographical regions (east, west and north), easily accessible, and had better security situation during the mission time. The project focused on addressing social and economic status of vulnerable Afghan women and girls through policy review and support, women's economic empowerment, and justice and human rights. Therefore, the vulnerable Afghan women and girls were integral part of the evaluation. Their understanding of the project, involvement in the project and benefits derived by them so far from the project was collected from them. How the project has or is in the line of addressing their economic, and social issues was central point of the study.

2.4.3 Interviews

The semi-structured interviews were conducted with 43 stakeholders of different organisations, including the staff UNDP, project staff including the regional centre staff, donors, government agencies at Kabul and regional levels, and vulnerable Afghan women participants of the project in the provinces where the project was implemented.

2.4.4 Focus Group Discussions

Next to the interviews, three focus group discussions were carried out with 42 beneficiaries/target groups. The data collected during the focus group discussions not only informed and validated our findings and provided inputs for our conclusions and recommendations, but also were used to illustrate lessons learned at the beneficiary level.

2.4.5 Consultation

The MTE team also consulted 34 key stakeholders, including UNDP staff, MoWA and MoF officials, pilot ministries, donors, and NGO/CSO implementing partners.

Table 3: Summary of the participants according to interaction technique

Interaction Technic	Agency	Kabul	Region	Total
Consultation	Project staff	5		5
	UNDP Program Unit	5		5
	UNDP Cross Practice	3		3
	Other UNDP staff	3	2	5
	Government staff	10		10
	Donor	3		3
	Implementing partner NGOs	3		3
Interview	Project staff	8	9	17

	UN Agencies	2	1	3
	NGOs	5	5	10
	Government agencies	8	9	17
	Donors	3		3
	Beneficiaries		1	1
	Cooperatives and other	2	4	6
	Others		3	3
FGD	Beneficiaries		42	42
	Total	60	76	136

2.4.6 Debriefing

Four debriefings were done with (1) senior DCD, (2) project team, (3) programme team, and (2) Project Board participated by MoWA deputy ministers, MoWA Policy Planning Director, project staff, and donors as well as government counterparts and other development partners.

2.4.8 Instruments for Data Collection

Main instrument for data gathering and information collection was the customised questionnaire. The questionnaire was developed taking into account the evaluation objectives and main questions provided under each evaluation criteria. The questionnaire set against the respondents is provided in annex-3.

3.5 Analysis

Analysis of findings was done by triangulating data gathered from various sources. Analytical framework was guided by evaluation questions under the relevance, effectiveness, efficiency, potential impact, coordination and sustainability as per UNDP framework. Based on findings, lessons learned and good practices were derived and put in the report accordingly.

The methodology for data collection and analysis was participatory in nature and gender sensitive. The participatory nature of the evaluation entails that the perspectives and insights of all key stakeholders are taken into consideration, and that ownership amongst these is fostered for the collection and analysis of data and the generation of recommendations.

2.6 Report Writing and Presentation

This draft final report contain, among other things, a clear description and assessment of the programme, its components and activities, key lessons learnt, the identification of good practices and clear, specific, and actionable, recommendations.

The draft report was prepared based on the findings and feedback from the four debriefing meetings and was written using UNDP framework. This final report was prepared by incorporating suggestions on the draft report from stakeholders coming through UNDP Cross Practice Unit.

2.7 Limitation of Methodology

One of the limitations of the evaluation methodology is that the evaluation team could not visit to all provinces where project activities are carried out. The selected three sites though represent some characteristics of majority of the project provinces, cannot be said that they are similar in every aspect. This might bring issue on generalizability of the findings. However, as this being a mid-term evaluation, the intention of the evaluation is not to proof but to improve. Therefore, minor issues in the site selection would not make big difference.

3. Findings

The findings are organised along the line of evaluation criteria such as relevance, effectiveness, efficiency, impact, coordination and sustainability and main questions of evaluation as guided by the UNDP template for report preparation.

3.1 Relevance

Relevance is broadly defined as the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. In this evaluation relevance is looked from the perspective of theory of change; match between beneficiaries' needs and project intervention; contribution of the project towards and advance gender equality aspirations of the Government of Afghanistan; UNDAF outcomes, and CPAP outcomes; relevance of the project to UNDP comparative advantage.

3.1.1 Is GEP's theory of change clearly articulated?

The project document has specifically articulated the theory of change with a section on it. According to the document the project through, its three pillars, which are policy review and support for mainstreaming gender, economic empowerment of vulnerable women and justice and human rights, build the capacity of duty bearers and right holders at both national and sub-national level that creates enabling environment for greater access to services on economic activities and justice and human right issues leading to increased household income, and improved justice on the part of vulnerable women thereby further leading to improvement in social and economic conditions of target beneficiary vulnerable women. TO make it further explicit, this evaluation has prepared a schematic diagram of the theory of change of GEP II which would help understand what the project would like to bring changes in different stakeholders at different levels. This is presented in Diagram-1.

3.1.2 What specific methods and tools were used to assess the needs of the project beneficiaries? Have the interventions match the capacities needs for the institutions and individuals?

Listening group technique was used by one of the NGOs to assess the needs and capacity using specifically developed questionnaire as a tool. The field level officials indicated that focus group discussion method was used to assess the needs and capacity of beneficiaries in all three pillars using checklist as a tool in some locations. To extend the project interventions to the new provinces, an assessment of DoWA offices was conducted by the Regional teams using the checklist by the M&E staff of the project. For the training intervention, pre-training discussions were held by NGOs with DOWA and GEP regional staff in some locations by some agencies but some agencies used a general training package without considering the grasping capacity of beneficiaries. During the training, training needs assessment (TNA) was carried out using questionnaire as a tool in the form of pre-test. The partner NGOs used this process in assessing the needs and capacity of LHC managers, PWDC members and women entrepreneurs. They used questionnaire to assess the capacity, material needs and training needs. The project has done capacity assessment of 6 line ministries, some cooperatives, and PWDC members. The project has also done rapid needs assessment (RNA) of gender units in nine ministries. The RNA tools used were, to some extent, capturing the process of needs assessment tools developed by UN Development Group (UNDG), such as stakeholder engagement, using focus group discussion and comparing desired and existing capacity with a view of developing capacity to meet the needs.

The activities of each pillar are given above in section. These activities were found matching with the needs and capacities of the institutions such as the MoWA, DoWA, MoF, MoHRA,

and DoHRA, in many cases. Since these organisations had low level of capacity at both institutional and individual levels, activities to enhance their knowledge and skills and create environment to use these learnt knowledge and skills were carried out, in many institutions. MoWA is a lead agency within the government given responsibility for supporting other ministries on gender mainstreaming in development and monitor the progress made by the ministries on NAPWA indicators. However, its capacity was limited to mainstream gender and review and monitor NAPWA. The project support to MoWA to strengthen its policy support and oversight capacity; to strengthen its M&E unit to supervise implementation of NAPWA indicators by line ministries; identify specific areas of technical support to selected ministries through staff training and seminars; and technical support for the preparation of policy notes etc do match with the low capacity and needs of the MoWA and its staff. These have helped revisiting the NAPWA indicators and make them acceptable to other ministries. Similarly, MoF role in the project is to develop gender responsive budgeting. It had some capacity in this area as it had already played key role in the application of GRB principles into 4 ministries at the time of project start with support of GEP I. Development of its capacity further to institutionalise the functioning of the GRB cell in the Budget Directorate of MoF and mainstream GRB in the line ministries and at sub-national level, the interventions designed to provide technical support to the GRB cell through consultant, organising workshop and abroad training for staff, and organising training for other officials of the MoF Budget Directorate do match with the needs and low capacity of MoF and the staff. Similarly, organising training for staff of MoWA and other ministries, development of handbook on GRB and organising dissemination workshop and advocacy to major stakeholders to build capacity to implement GRB strategy in the MoF and sub-national level do match towards institutional needs and capacity.

Likewise, Kabul University which is another institutions that the project worked with had also low level of capacity in mainstreaming gender in their current courses and implement master's programme on gender and development at the time of project start. Therefore, interventions to build their capacity through feasibility studies; organising workshops, seminars, guest speakers; debates on gender development and UNSCR 1325; and organising training in KU do match with their need But, the plan for running a Master's programmes on women and gender studies, however desired it might be, seems ambitious intervention within the short period of the project. Currently the KU does not have professors with speciality on gender studies that would be able to teach specialized courses on gender at the graduate level. The KU will need technical assistance from the project in terms of inviting guest professors from abroad universities to teach some of the courses until the KU built internal capacity. As the project has already interned its last year of operation, there is real risk that the Masters programme may not receive the needed financial and technical assistance. It is recommended that before pledging any further commitments, the project conduct a realistic assessment of its resources to ensure that it is in a position to provide the required support to the KU.

Likewise, though the project intervention has mentioned UNSCR 1325, UNSCR 1820 is an integral part of the peace and security as far as violence against women during conflict and post-conflict is concerned. This UN Security Council Resolution 1820 should also be added.

For Pillar-2, low capacity of beneficiaries², especially those living in rural areas, were reflected at the baseline information as there was no integrated package of technical support available for promoting economic empowerment of women. Nor was there emphasis on developing new

² The low capacity rural Afghan women as they have little or no exposure capacity building initiatives has been reported in the baseline survey and mapping of relevant institutions conducted by QARA QARA Consulting, LLC for the Ministry of Women Affairs and UNDP in 2014.

technologies for processing of locally available raw materials. There was no formal survey of women entrepreneurs undertaken at the time of project start³. However, there were Provincial Women's Development Councils created and approved in 4 provinces with support of GEP-I. Against this backdrop, establishing four training facilities (2 at DoWA and 2 at universities), training of trainers (ToT) for establishment of training centres, developing business development training package, upscale capacity of existing cooperatives, establishment of PWDCs, identification of vocational training window and identification of mentors as a role model as women entrepreneurs, establishing green energy saving enterprises, establishing new PWDCs, exposure visit of entrepreneurs, and establishing partnerships to Shuras/CDCs/DDAs for institutional strengthening are good matching interventions. Similarly, BDS training, exposure visit and exhibits were matching interventions for enhancing knowledge, skills and aspirations of women entrepreneurs. These interventions are found to have contributed to developing technical skills in terms of both participation and decision-making. More importantly these have boosted the level of confidence of participating women entrepreneurs for gender equality in terms of mobility and conducting business. One of the examples was that a woman entrepreneur who has hesitant to travel alone to another province has now been making frequent travel to other countries including India, Turkey and Tajikistan in connection of her business where she rates highly the contribution of GEP II interventions.

The evidence gathered, however, shows that particular attention was not paid to assess the needs of women cooperatives. A training package was developed in Kabul which was then delivered to all beneficiaries across the regions without taking into account the capacity differences of the coops. Particularly in the case of Herat it was found out that training package was way above the absorption capacity of coops members, most of whom are not literate.

In case of Pillar-3, there were some activities carried out with GEP-I support including conduct of five advocacy campaigns, establishment of legal help centres in four provinces⁴ and training of religious leaders to advocate for women's rights in Islam. Despite these the capacity to fully carry out the planned interventions was not adequate. Therefore, interventions such as related to strengthening capacity of Training and Advocacy Department (TAD) of MoWA for improved support to implement activities related to awareness raising for gender justice and human rights, improved service delivery from the already established LHC, and strengthening the capacity of local and national media are found matching with the needs and capacity of the related institutions. More specifically, training needs assessment, development of customised training materials, development and maintenance of training database, conducting training and awareness raising session for MoHRA, Mullas, judges, police, public prosecutors and community leaders, support for Gender and Islam Working Group establishment within MoHRA, carry out assessment of existing LHC and PWDC, providing training based on their needs, improve delivery of the call centre, assessing the capacity of media to sensitize gender issues, providing training to media based on their needs to sensitise gender issues through collaborative efforts of stakeholders, etc are the specific activities which have been planned which are based on the needs and capacity of the institutions and individuals.

3.1.3 Is GEP-II selecting the right beneficiaries and participants in the training activities?

Three step process was used to select the beneficiaries and trainees. These were: (1) Series of meetings were held between implementing partner NGOs, DOWA and GEP regional Office; (2) DOWA provided list of potential candidates to NGOs; (3) short-listing/selecting

³ The baseline study came midway during the implementation study conducted was late due to delay in contracting.

⁴ The LHCs were established in Herat, Bamyan, Nangarhar and Balkh

candidates for participation jointly by DoWA, GEP and the NGO. The selection was made based on the specific criteria.

Selection criteria were developed to select the beneficiaries and trainees for most interventions. However, it was found out that the selection criteria was not strictly followed. The following examples illustrate that the beneficiaries and trainees selection criteria were customised.

Cooperative selection criteria for intervention:

The cooperative should:

- Be registered with DAIL/MAIL
- Have at least 11 members (primary cooperatives)
- Have successful past experience in the fields they have chosen.
- Have demonstrated increasing experience and active member to be given the priority.
- Have more income and past experience in managing money will beat the priority.
- Have an basic understanding of strategic planning and management
- Be one year old, at least.
- Be accessible in terms of security and geographical area.
- Be led by a woman.

Similarly, beneficiary member selection criteria, in general, were vulnerable women such as widow, and less income.

For the selection of exposure visit, the selection criteria of women were:

- Woman with active business
- Registered business at the Directorate of Economy
- Interested and willing to travel
- Willing to share lessons learnt from the exposure visit

However, some women were found not meeting all these criteria, especially owning the business. For example, in Balkh region, five women in the total of 25 women did not have business at the time of exposure visit but they made the commitment to start new business. Therefore, some criteria were revised to adjust with the local context. The coops also did not meet all the selection criteria. For example, one of the coops in Herat was led by a man instead of woman as well as located in an insecure geographical area, which has made project visit difficult both for GEP and the implementing NGO.

These criteria helped shortlisting the participants. After the shortlisting, selection was made by respective DoWA with the facilitation of GEP II project staff in the region and concerned NGO.

For pillar-1, trainees from the duty bearer organisations selected were mostly gender focal person in the ministries, which is appropriate.

For pillar-3, for the selection of mullahs for training, the set criteria were:

- One should be Imam, knowledgeable to conduct Friday Prayer
- Registered with DoHRA
- Supported by government
- Interested
- Agree to disseminate learning

The final selection was made by DoHRA, DoWA and respective NGOs with facilitation of GEP II project staff.

It is the feeling of the project that the procedure used by UNDP to recruit the trainer is cumbersome, requires more than a dozen of documents to prepare and signed by a trainer, irrespective of the duration and cost of contract of the training period.

In nutshell, the shortlisting of beneficiaries and trainees was done based on the criteria related to particular intervention. The final selection was done by related government entity with facilitating role of GEP II and partner NGO staff, in most of the cases. This approach of selection is good as all concerned stakeholders GEP, related government unit and implementing NGOs are involved, where applicable and should be continued.

For pillar-1, the following four training or related activities were carried out within the period from the start of the project to September 2014.

- Policy review and awareness sessions with line ministries. The line ministries selected the trainees and they were then given the responsibility to assess and improve their respective policies related to gender equality. The approach and the trainees were appropriate. This approach however, was not strictly followed, especially in reviewing the policies. Though policies were reviewed alongside the line ministries to some extent, it was inadequate to build the capacity that they could review the policies by themselves. In fact, the policies were reviewed largely by the consultants with little inputs from the ministry people..
- With the complete turnover of the staff at WPDD directorate, mentoring and coaching sessions were organised with the Director of the WPDD, consultant and three trainers on the use of policy review toolkit. As this workforce has to play pivotal role in supporting line ministries in reviewing their policies from a gender perspective, they were the right persons selected.
- DoWA staff training on effective functioning and support MoWA's oversight capacity on monitoring NAPWA indicators at local level was another training under pillar-1. The participants were selected by MoWA and were relevant.
- Some officers in pilot ministries participated in training programme on gender sensitisation.

The participants of Pillar-1 were appropriate as they were from the related ministries, mostly the gender focal person and Policy and Planning Directorate in respective ministries.

For Pillar-2, the following four training were carried out during the period said above. These included:

- 108 women were trained for 2 months using the training modules for business development which were prepared with technical support of MoEc, and Economic Directorate of Women Affairs. The women had existing business and selected by project in consultation with PWDC, in most of the cases. As the trained women were enhancing their business after the training, they seem appropriate.
- Exposure visit of 50 women entrepreneurs was another capacity enhancement activity. The exposure visit was done between women entrepreneurs of Balkh to Herat and vice-versa. The exposure visit was a kind of exchange visit also. The visit was made to learn about the profession of silk goods production and marketing in Balkh by the women of Herat. In Herat, entrepreneurs produce good quality jewellery which could be good area of women of Balkh to learn. It was learning exercise to each other.

- Five women of Balkh province participated in abroad visits to Pakistan (2 women), Kyrgyzstan (2 women) and Tajikistan (1 women). In this case, Balkh Regional GEP II provided shortlisting criteria to DoWA and DoWA, shortlisted the potential candidates from the list of Project Development Directorate of Women Affairs considering the following selection criteria:
- Experience in business
- Registered in AISA
- Women owned business
- Good understanding in business
- Able to take note
- Able to report and share
- Willingness to visit foreign country without companion
- Willingness to have network
- Tax payer of the government

The selection, in this case, was made by GEP II Kabul Office in consultation with MoWA.

The evaluation team interacted with a woman who participated in an international visit and found that she met all of the criteria. She had an experience of 13 years of knitting and weaving, was registered with AISA three years before, she is a widow and the business is in her name. She had also taken part in BDS training provided by partner NGO SSSPO, participated in exposure visit in Herat, also in Kabul exhibits. She learnt new designs/models for scarf weaving and sweater weaving, is capable of using catalogue, searching new design on internet, and she does travel to India to get raw materials and machine which are cheaper at rate than in Balkh. She has thus developed leadership that she can travel alone. She has raised her monthly net income from 17,500 Afghani to 30,000. She shared the experience in DoWA

There were 110 women who participated in cooperative management training. These were selected based on the criteria given above. Regarding whether the selected women were vulnerable, it is known from the discussion with implementing NGOs that they assumed all rural women as the vulnerable women. Assessment of severity of vulnerability among the vulnerable women was not made. Therefore, beneficiaries were rural women who were considered all falling under the vulnerable group. Beneficiaries for pillar-2 interventions, for example, were selected from the community who had either existing business or enthusiastic to start enterprise

For pillar-3, 221 religious leaders were provided training on women's rights on Islam and civil laws in Afghanistan. They were selected by using the criteria set by Women's Rights Steering Committee composed of UNDP, MoHRA, MoWA, Kabul University and 2 other members, including one from Islamic Sisters' Association. The Committee proposed and recommended most of the training programmes and the training curriculum for the religious leaders. The trainees were from all 34 provinces, who were mostly Director of DOWA and DOHRA in the provinces. The DoWA Director brought gender perspective whereas, DoHRA Directors were selected focusing on religious issues. Others were the influential leaders. Reports are available that these leaders are doing well in disseminating the learning from the training to people through preaching on Friday Prayers and through madrassa. (Selection criteria given above)

There were some women who participated in an annual regional meeting of N-PEACE held in Bangkok. The delegation was led by an awardee of N-PEACE. Two other women were from MoWA and Ministry of Foreign Affairs (MoFA).

Not the selected beneficiaries, but those who were making complaint against the violence with the LHC were vulnerable women as seen in Table 4 below. Cases registered at LHC were mainly on murder, rape, divorce or beating by husband, kidnap and suicide. This indicates that beneficiaries were vulnerable women.

Table 4: Cases registered at legal help centre

Nature of case	%
Murder	43
Rape	15
Divorce or beating by husband	10
Kidnap	5
Suicide	5
Others	22

Number of cases = 63 (April 2014-December 2014)

There were all together 525 women who made complaint to LHC from the start of the project to December 2014. The analysis above is made only for 63 cases as disintegrated data were not available for other cases.

3.1.4 Is there a change needed in the project design or implementation strategy so that the desired objectives/results are achieved?

The project has several activities designed. These were, in practice, not well interconnected and integrated. These were rather implemented at piecemeal approach. At the same time, the targets were also highly ambitious to achieve within the project period, or enough resources were not allocated. For example, setting the goal of revising 13 national policies to make them gender mainstreamed is highly ambitious considering the fact that policy revision is ultimately a political process rather than technical. While the project can provide technical assistance, its role in impacting political factors is minimal. It is recommended that the project conduct thorough contextual analysis before setting targets, and appreciate the existence of multitude political and social factors that can hinder the process.

The GSI activity is an example of an initiative with vast scope and great potential for brining about positive change, but significantly under-resourced, both financially and in terms of human resources. Under the GSI activity the project has targets that include: a) develop and implement a strategy and action plan for the GSI, b) complete the procedure for the vetting of the Masters course on Gender and Development and roll out the pilot coursed, c) support networking with regional/international/ institutions, d) Organize seminars, workshops, guest speakers, e) develop partnership with MoHE, Women's commission Parliament and MoWA, f) Link GSI with policy unit of MoWA for development joint projects, g) Launch a quarterly newsletter, h) Complete the calendar of gender mainstreaming training program in all the faculties of Kabul University, i) undertake new research papers in collaboration with other partners, j) Establish Gender units in the universities of the 4 regional centres of the project and implement activities to mainstream gender in the academic institution at the sub-national level, k) arrange different activities (seminars, quiz, competition, debates, etc) for promoting gender mainstreaming among students.

The concept of supporting GSI turning into an active gender research, advocacy, and training centre at the heart of the academic circle of Afghanistan, the Kabul University, is a pivotal and noble idea that could galvanize a strong constituency, the intellectuals and future policymakers, for gender awareness in the country. The need is felt even more significant by keeping into consideration that gender as an academic topic is not even part of the curriculum

of any of the schools of the Kabul University, or to that matter any university in the country. Despite its great potential for promoting gender awareness, however, the GSI support activity is significantly under-resourced, both in terms of human and financial resources. The GSI does not even have a physical presence at the Kabul University, except for the recently inaugurated gender resource centre at the library. Only one junior project staff, at assistant level, is responsible for delivering the results of this activity. GEP II should do an assessment of its resources to make realistic commitments for the GSI activity. Although the project has significantly fallen short of delivering, the very involvement of the project has also deterred other potential donors and development agencies to support the GSI. This activity must be relooked and revised. If GEP II is not able to provide the required support, it should either drop the activity all together, or clearly state what it could realistically deliver.

There are some revision needed in the implementation strategies, especially in the areas of coordinating interventions with UNDP projects and UN agencies. Though some improvements have been there in recent months with more consultations with related stakeholders, it is important that project creates an environment for working together, which has greater value than consultation for deeper engagement in the entire project cycle management. In pillar-1, looking from the results perspective, integration of reviewed policy into the pilot ministries is necessary rather than simply reviewing it. The implementation strategy should be to lobby and advocate pilot ministries to integrate the reviewed policy so that further refinement could be done to integrate the policy into other ministries. In pillar-2, strategy to select ToT trainers from each province of the project rather than selecting more number from some province none from others. At present in Balkh region, for example, cooperative ToT training was provided to 29 trainers from three districts and asked to cover 14 districts. This has made the travel costly. Instead of this, if strategy was to train 29 trainers from 14 districts (2 from each district), the implementation would have been easier and less costly. In pillar-3, strategy to use the available facilities rather than creating a new one needs to be done, especially in terms of hotline use. Though there are two hotline available, it is costly to use both of them and sustain for long period. Therefore, LHCs should be encouraged to use either 3434 or 6464, not both of them. Likewise, a certain level of authority to regional centres to purchase necessary items needs to be delegated from the Kabul office as such provision makes work efficient.

3.1.5 How well does GEP-II react to changing work environment and how well has the design able to adjust to changing external circumstances?

The work environments were changed within the project because of change in management leadership. These changes were especially in the areas of intervention prioritisation and building relationship with concerned stakeholders. The project worked as per the direction of the management leadership of particular time. It is learnt that the project worked more or less under the autocratic leadership in the beginning followed by a bit consultative leadership where a lot of consultations and meetings are being organised with relevant stakeholders to bring them on board. The consultative mode maybe good for a project which is implemented with its own resources alone, but for a project that has to work in partnership with others, participative leadership style is necessary. Therefore, project should shift from the current consultative mode to participatory approach where stakeholders work together, make and break decisions together. This increases the level of commitments and ownership.

In regards of adjustment with changing external environment, nothing is known except that project restricted staff movement to the field to respond to the security situation during presidential election times. The project design is continuing unchanged even from the time of GEP I. Gender mainstreaming 12 national policies seems to be an unrealistic target keeping in the mind the political nature of policy revision which requires high level of political support.

As such, the project has only been able to review the policies without taking any action over the course of the evaluation period to revise the targeted policies. Such unrealistic target should be revised. Similarly, training for 7500 religious leaders seems also unrealistic against the fact that only there have been only 221 religious leaders including 68 Directors of DoHA and DoHRA. It is now time for making necessary changes in terms of revising the non-achievable targets such as gender mainstreaming of 12 national policies and providing training to 7,500 religious leaders.

3.1.6 How did UNDP/GEP-II contribute towards, and advance gender equality aspirations of the Government of Afghanistan; UNDAF outcomes; and CPAP outcomes?

The gender equality aspiration of the Government as stated in ANDS goal for gender equality is an Afghanistan where women and men enjoy security, equal rights and equal opportunities in all spheres of life. Government aspires to achieve this goal by eliminating discrimination against women, developing their human capital, and ensuring their leadership in order to guarantee their full and equal participation in all aspects of life so that women are equal partners in development process. UNDAF's Outcome 2: promote Government capacity to deliver services to the poor and vulnerable increased and CPAP Outcome VI: Increased opportunities for income generation improved through the promotion of diversified livelihoods, private sector development and public-private partnerships and CPAP Output 6.3: Sustainable livelihoods promoted through district and community-based initiatives for strong citizen participation, especially youth and women

The GEP II project has contributed, somehow, to the aspiration of the government by creating an enabling environment through policy review of line ministries along the line of NAPWA indicators and building capacity of MoWA to monitor the implementation of gender policies in the ministries (pillar-1), to some extent. However, there has been less effort and political will from government side on incorporation of recommendations into policies. This pillar also contributed strengthening the M&E system of MoWA. Though low capacity of M&E unit at MoWA and poor coordination among MoWA Units were the challenges that led to slow in establishing monitoring database, the project's gradual capacity development approach has helped in increased ownership on the work on harmonised set of indicators by the MoWA M&E Unit and strengthen coordination among the MoWA and pilot ministries, to some extent. Despite this, its effectiveness is limited due to lack of accurate data and evidence based information. Need for reliable data collection is there to contribute to measure the NAPWA indicators.

The capacity of women entrepreneurs is developed through project interventions such as BDS training, exposure visits and exhibits which cumulatively has helped them learn new way of doing business and some of them are increasing income to some extent. Though project is about gender equality, interventions in pillar-2 are deliberately targeting women since in Afghanistan women have less opportunities and are more disadvantaged than men. It is informed that around 108 women are supported for economic activities and their monthly income has gone up by as much as 35% with an average figure of 12.7%. This corroborates with the data provided by one woman entrepreneur that her monthly net income has gone up from AFN 17,000 to 30,000. Likewise, number of employees in her business have increased from 16 to 25 that has created opportunities for employment thereby contributing government's aspiration of promoting diversified livelihoods. However, it is not known of the number of women and the change in their income level for the whole project beneficiary community at this time. A study should be done before the closing of the project so that this information can be fed in its final evaluation.

Through pillar-3, government agencies MoWA and MoHRA received support for training, seminars, and have supported campaigns for celebrating Elimination of Violence Against Women (EVAW) Day, and International Women's Day. It has also supported these agencies by providing hygiene kit for women prisoners for their 16-day campaign on EVAW. Additionally, project has also supported the Women's Rights Steering Committee, a platform for government, non-government, and GEP to discuss issues and plans to promote gender equality. The project has also supported MoHRA for the training of religious leaders on Women's Rights in Islam. The trained leaders have been advocating for gender equality, mainly through Friday preaching in Mosques. Additionally, youths are also involved mainly through quiz competitions on women's rights in Islam with a view to increase their understanding on gender equality. These activities would not have been done at the same magnitude, if project budgets were not provided as the government does not provide support for such activities as known from the DoHRA officials in Balkh during the field mission of this evaluation.

One of the issues which seems not clear to the project is the support for already established legal help centres (LHCs). It was supported by previous project but not by GEP II in the beginning. There has been training given recently to some volunteers but other supports for functioning of the centres are not provided due to lack of strategic guidance and process for its operation, roles and responsibilities and its name itself. Since the centre does not provide legal help, rather it refers legal cases to other related agencies but supports for counselling and mediation, it is better that it is named as per the function it does. Another issue is that project works with legal department has been insignificant. There is a need for a lineation of work between JHRA and GEP-II on legal related issues.

Regarding project contribution to UNDAF Outcome "Government capacity to deliver services to the poor and vulnerable is enhanced", there is no significant contribution found. Though there has been capacity enhancement at central level, especially of MoWA on pillar-1, to some extent, capacity at the provincial level was not enhanced significantly. As far as the service delivery of poor and vulnerable people is concerned, the provincial and district governments should have capacity enhanced as they are closer to the poor and vulnerable women who largely inhabit in districts provinces. Service providers of these people are in district, province and regions. The main government's service providers in the area of micro and small enterprises (MSEs) to which women are largely involved are district offices of Commerce and Industries, MRRD and MAIL. However, project has so far limited its activities to sensitization, meetings and consultations to the provincial governments. They have rarely provided any training in enhancing the capacity of local offices of the above ministries. The current level of capacity with the local offices of these ministries is very poor as revealed by the head of Cooperative Department at Balkh, especially in the area of business management. Nor has the project carried out any activity that enhances the capacity of the government agencies that do not have required capacity to guide the vulnerable women engaged in business. There is not any change made by the government agencies to deliver services to the poor and vulnerable women.

As regards the contribution to CP outcomes "Increased opportunities for income generation through the promotion of diversified livelihoods, private sector development and public-private partnerships", there are some contribution made. The more relevant GEP pillar to the CPAP outcome is pillar-2. It is all about the economic empowerment of women through promotion of diversified livelihoods. As said before, some of the women, many of whom were already in business, have developed their skills and changed the way of doing business though they have been continuing the same business. For example, a woman entrepreneur in Mazar had her garment enterprise for 14 years but she changed the design of the products after the

training and established linkage with buyers in a more organised way through which she has increased her income. Regarding the public-private partnership, GEP has supported establishing relationship between DoWA and women cooperatives and strengthening relationship between Cooperative Department of DAIL and women cooperatives in some places. As per private sector development, it has provided training, exposure visit and exhibits to business women and helped strengthen women cooperative societies. However, these initiatives were undertaken recently their full blown results are yet to be obtained although 13% increase in the income of participating women are reported. In addition, it has created a social space for women engaged in economic activities by bringing them together in the production centres and cooperatives. The achievement in the pillar-2 has been appreciated by Outcome 6 evaluation in terms of providing viable livelihood opportunities to rural women to supplement household income.

Likewise, GEP work on policy review, support to gender monitoring and GRB has contributed to the Outcomes 3 and 4. The pillar-3 of the project also contributed to CPAP outcome to some extent but there has not been an assessment. The main focus of this pillar was on sensitization of religious leaders on women's rights – representing important elements of informal justice. However, the project need to review the work on formal justice – also as part of GBV framework developed in partnership with other UNDP projects from the Rule of Law cluster, recently.

3.1.7 How are the project interventions relevant to UNDP comparative advantage and how did UNDP's comparative advantage contribute or not to the effectiveness?

Project is relevant to the UNDP comparative advantage in the areas of capacity development of cooperating partners and synergy development for the attainment of gender equality goal, partnership development with state and non-state actors including UN entities, access to global intellectual resources, and resource leverage through gender cluster projects. In area of capacity development, the capacity at the national level, especially of MoWA and MoF as well as some pilot ministries has been, to some extent, developed. The synergy development among these ministries and non-state actors including civil society organisation was also to some extent developed, especially between MoWA and partner NGOs. Synergy development between the ministries and UN entities was not well harnessed despite that there was a high level potential for synergy development. UN Women and the GEP project together could do a lot complementarily as they have the similar objectives in the area of women's empowerment and gender equality but moved their own way with little consultation and meetings rather than actually forging effective partnership.

Though there has been a lot in the area of bringing international lessons learnt and high level expertise through consultants, learning from them by government staff, developing their capacity and contributing to the project objective has not been significant. Resource leverage from gender cluster project was not significant. The gender cluster though was a 4th pillar in the project document, is not paid adequate attention by project in implementation.

3.1.8 Summary Findings and Recommendations for Project Relevance

Findings

- There is clearly articulated theory of change (ToC) but no schematic diagram was provided. The evaluation has developed the schematic diagram of ToC for the project.
- There was a match between the needs-and-capacity of beneficiaries and interventions in many cases with some exceptions.

- Beneficiaries were mostly vulnerable women as envisaged by the project. They were selected using specific criteria jointly by RC, DOWA, NGO in many cases.
- Project contributed somewhat towards, and advance gender equality aspirations of the Government of Afghanistan and CPAP outcomes but not to the UNDAF outcome 2 which is about promoting capacity of service providers to provide better services to vulnerable women.
- Though the results of interventions are not highly encouraging, interventions are relevant to the UNDP comparative advantages indicating the contribution to the low level of effectiveness.
- Project was highly ambitious and some targets were unrealistic to achieve within the span of the project. The project did not follow the integrated approach rather chose to go on piecemeal way.

Recommendations

- Schematic diagram of ToC should be prepared for future projects as it gives clear linkage between and among variables in study.
- As capacity and needs differ by the institutions and persons, these should be assessed to each organisation as is done in most cases.
- Keep project flexible to adjust internal as well as external changes.
- Project should support for civil society networks to launch advocacy on mainstreaming gender responsive policies and promote human rights and justice
- The project has include UNSCR 1325 for awareness raising on gender-based violence, it should also include other related Resolutions including UNSCR 1820.
- There are two related hotlines available at the moment (3434 and 6464). Using both of them would bring high costs making difficult for continuation. Use only one hotline anyone of these⁵.

3.2 Effectiveness

Effectiveness, as defined by OECD and accepted globally is the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance. In this evaluation effectiveness is measured by looking at the results achieved by the project; engagement of the government to the implementation of the project; capacity development government institutions in conducting gender responsive policy review and gender responsive budgeting; partnerships and their effectiveness; and factors contributing positively to policy change, women's economic empowerment, and access to justice and human rights.

3.2.1 To what extent is GEP successful in achieving the expected results?

The expected results of the project are at two levels: Activity results and output results. These are given below in Table 5.

⁵ This recommendation was applied by the UNDP before finalization of the report.

Table 5. Expected results of the Project

Outputs	Activity Results
Enhanced MoWA's capacity for policy making and oversight for NAPWA Implementation	<p>Strengthened policy support and policy review capacity of MoWA</p> <p>Gender Responsive Budgeting is further institutionalized and mainstreamed/down streamed</p> <p>M&E capacity of MoWA is strengthened</p> <p>MoWA's ability to mobilize resources for social and economic development of women is enhanced</p> <p>Gender Studies Institute in Kabul University (GSI) is strengthened and gender units established at Herat and Balkh universities</p> <p>Gender units in selected ministries are strengthened and effectively performing their functions</p>
Women's entrepreneurship skills developed for women entrepreneurs and cooperatives in 19 provinces.	<p>Sustainable and replicable mechanisms to raise the awareness of women's socio-economic rights are established.</p> <p>PWDCs strengthened and functional in selected areas (economy, environment, social, justice).</p> <p>Women's and girls'(home and school based) entrepreneurial skills are improved for increased productivity and income</p> <p>1. Joint projects with national and international partners are developed and implemented.</p> <p>2. Increased number of women beneficiaries and contributors to new science and technology usage and advancements in line with Rio+20.</p>
Access to justice for women including awareness on women's rights among men & women increased.	<p>1. The legislative process and legislative agenda of the government is enhanced from the gender equality perspective</p> <p>2. Capacity of MoWA for influencing the finalization and monitoring of laws affecting women such as the Family Law, application of the marriage certificate among others improved.</p> <p>3. MoWA Training and Advocacy Department's (TAD) and Legal Department's capacity are strengthened to support gender, justice and human rights awareness/education activities</p> <p>4. Existing LHCs strengthened and new ones established in the new provinces in collaboration with DOWA and DOJ.</p> <p>5. Gender sensitive media service delivery is expanded and deepened</p>

Achievements of the results are provided below under two categories: (1) achievement of physical target and (2) on-track-off-track situation.

Physical Progress

The physical progress is measured against the weighted value given to each activity result. Though the project reports have dealt with 16 targets indicators, the evaluation team reviewed them as measures of the output and divided some target indicators into sub-indicators within an indicator. Some indicators have two themes in one indicator posing difficulty of measuring them quantitatively. Such target indicators are made more specific in this report in a way that they can be quantitatively measured. Considering these together, there are 28 target indicators of the project interventions carried out during January 2013 to September 2014. Secondly, each target indicator is placed under corresponding activity results. So the 28 target indicators are now placed under 16 activity results. The measurement is done both of individual indicators and corresponding activity result by averaging the achievement of related

indicators. Next, average of indicators of each activity result is weighted against the budget allocated for the corresponding activity by using formula (Weighted value = average activity achievement * budget allocated for the activity). The total of the weighted value gives the overall pillar value.

The overall quantitative achievement of the project for the above period, based on 28 indicators and 16 activity results is 25.28%. The pillar-wise achievements are 31.71%, 18% and 26% for pillar-1, pillar-2 and pillar-3 outputs of the project, respectively.

Table 6. Quantitative analysis of physical achievement									
	Activity	Indicator	Target	Achievement	Achievement %	Average % of activity result	Activity budget% of the pillar	Weighted Progress of activity result	Status
1	2	3	4	5	6	7	8	9	10
1	1.1	Eight national and 1 subnational policies and strategies reviewed	13	12	92.31	23.1%	39.16%	9.04%	on-track
2		Gender component mainstreamed in the policy	13	0	0				off-track
3		Two gender policies/ strategies formulated and gender components included	4	0	0				off-track
4		Inter-ministerial task force established and operational.	1	0	0				off-track
5	1.2	GRB Strategic Plan is approved and implemented/ incorporated in 6 pilot ministries	6	1	16.67	8.3%	14.0%	1.17%	on-track
6		GRB Piloted in 2 provinces	2	0	0				off-track
7	1.3	Develop and Finalize the M&E mechanism of MoWA to monitor and evaluate the implementation of NAPWA indicators by LMs	1	0.5	50	37.5%	14.4%	5.38%	on-track
8		Develop a central database on the data/information collected	1	0.25	25				on-track
9	1.4	MoWA's capacity to mobilize resources for social and economic development of women enhanced	1	1	100	100%	3%	3.18%	off-track
10	1.5	Policy Paper and Action Plan for implementation of Master's Degree completed	1	0.25	25	55.0%	23.7%		on-track
11		GSI activities and gender trainings expanded to 10 faculties in KU	10	10	100				on-track
12		10 GSI trainings delivered in target regions of the project	10	4	40			13.02%	on-track
13	1.6	Six line ministries will have functional Gender Units	6	0	0	0%	6%	0%	off-track
		Pillar-1 Overall				37.3%		31.79%	

14	2.1	Sustainable and replicable mechanisms to raise the awareness of Women's socio-economic rights are established	1	0	0	0%	20%	0%	off-track
15	2.2	PWDC created and approved in 10 provinces	10	7	70	70%	19%	13.10%	on-track
16	2.3	BDS package	20	4	20	10.71%	46.26%	4.96%	on-track
17		Capacity building trainings in six target provinces	6	0	0				off-track
18		20 IGAs established	20	2	10				on-track
19		Functional women coop in targeted areas.	10	0	0				off-track
20	2.4	Institutional capacity development programs benefitting one women managed coop in 6 target provinces	6	0	0	0%	3%	0%	off-track
21	2.5	Women led new clean technologies introduced	4	0	0	0%	13%	0%	off-track
		Pillar-2 Overall				16%		18%	
22	3.1	Level of compliance of 3 laws with gender equality principles increased	3	0	0	0%	3%	0%	off-track
23	3.2	Capacity of MoWA for influencing the finalization and monitoring of laws effecting women improved	1	0.5	50	50%	4%	2.0%	off-track
24	3.3	Nationwide advocacy campaigns, including community based events, organized for the gender awareness of different target groups	12	12	100	46%	37%	16.82%	on-track
25		Religious leaders trained by GEP II to advocate for women's rights	4500	221	4.91				on-track
26		National and subnational dialogues organized	12	4	33.33				on-track
27	3.4	Institutionalize four LHCs in existing provinces and establishment of LHC in 6 new provinces	10	2	20	20%	28%	0.00%	on-track
28	4.5	Media sensitized and mobilized on issues related to gender equality and women empowerment	1	0.25	25	25%	29%	7.13%	off-track
		Pillar-3 Overall				28%		26%	
		Overall average						25.28%	

On-track-off-track Analysis

Despite that the quantitative results are low, some indicators are on-track of achievement during the project period. Some indicators, however, are difficult to be achieved as they are off-track as indicated in the quarterly progress reports. Out of 28 indicators, 14 indicators (50%) are on-track that they are either achieved or achievable. The remaining 14 indicators,

nevertheless, are difficult to attain full-fledged achievement. Pillar-wise, the percentage of on-track indicators is 53.85, 37.50 and 57.14 respectively for pillar-1, pillar-2 and pillar-3 (Table 7). The main reasons for the indicators falling on off-track category include change in leadership, resistance from government authorities to use gender responsive indicators, late ownership of the indicators by MoWA, delayed approval of annual work plan 2014, procurement issues and unavailability of data to report progress.

Table 7. On-track and off-track status of the indicators

Status	Overall	Pillar-1	Pillar-2	Pillar-3
On-track	14	7	3	4
Off-track	14	6	5	3
Total	28	13	8	7
% on-track	50.00%	53.85%	37.50%	57.14%

3.2.2 To what extent are target institutions (MoWA and MoF primarily) engaged in the implementation of the project?

Regarding MoWA's engagement in the project implementation, it has been engaged substantially. Not only that MoWA has provided space for GEP II office, it has also been engaged in from national to sub-national level to some extent. Its engagement was in the project design that the project was conceived by joint discussion between UNDP and MoWA. The project was also planned with inputs from the MoWA in subsequent years. In the project implementation, MoWA is the key player as many activities are centred to it. In policy review (pillar-1) it played key role in the process of reviewing 12 gender policies in eight ministries though adequate engagement of other ministries in the policy review was an issue. Its M&E unit under WPDD took lead role in refining NAPWA indicators with a support of international consultant. It also supported project to prepare AWP by providing inputs through consultation. MoWA has participated actively in the training and other programmes organised by the project, including celebration of International Women's Day. It had also organise partners' meeting, provided training to provincial staff to collect and monitor data, and played key role to coordinate with other ministries. However, the coordination with different stakeholders is weak despite these efforts which is dealt separately under the Coordination section in this report. At the sub-national level the Department of Women's Affairs (DoWA) has worked closely with the project, however DoWA staff's overseeing monitoring of NAPWA indicators at local level could not take place at a desired level.

MoWA's engagement in pillar-2 is on its oversight function on economic empowerment activities delivered either directly by GEP or through the NGO implementing partners. MoWA holds an MoU with the NGO to which UNDP/GEP II directly pays and does quality assurance.

A Women's Rights Steering Committee is coordinated by Ministry of Women's Affairs and Ministry of Hajj and Religious Affairs. In most of the advocacy campaigns MoWA is an active partner especially at the provincial level. LHCs were based at DoWA in target regions of GEP. Hotline services implementing partner is contracted and supervised by MoWA. However, fate of hotline and LHC is at limbo whether and how they should be operated. Good way would be to have common hotline with MoWA rather than having a separate one. Similarly, as indicated

above, there is a need for legal support system, especially at district level, where other agencies providing legal services and promoting human rights are almost non-existent.

As far as MoF's engagement is concerned, it is solely engaged in Gender Responsive Budgeting of pillar-1 of the project. GRB cell is based in MoF. It is supported by GEP II for the provision of technical support by national and international consultants contracted by GEP II. The ministry has been involved in development of annual work plan and take the lead in recruitment of its NTA staff. The ministry was also involved in putting forward the agenda for hiring qualified consultant even paying competitive fee as current fee for local consultant is too low to find qualified consultant to work irrespective of duration and cost of contract. With the support of the project, capacity of six line ministries was assessed, training was designed and conducted in Haiderabad of India for officers of eight sections in Budget Department of MoF as well as participants from line ministries. It is also in the process of institutionalisation of GRB shifting from project mode to programme mode. They were also consulted for project design and planning though they did not participate actively in the formulation of the AWP. How effectively is GEP developing institutional capacity especially in preparing MoWA in policy review and monitoring NAPWA and MoF in gender responsive budgeting?

Women's Policy Development Directorate (WPDD) staff is trained on policy development. Despite this, MoWA capacity of preparing policy review is not strong as capacity development is a gradual process and required relatively longer engagement. It has reviewed policies and refined NAPWA indicators. However, it is not effective to influence other ministries due to differences in hierarchical position. Within MoWA, the policy review remains at directorate level whereas the policy at line ministries is either with minister or deputy minister. This hierarchical difference has also affected the monitoring of NAPWA indicators. Another issue is that the WPDD is newly established and therefore it needs long term support to evolve into a strong unit which can effectively take lead on policy review and development from a gender perspective.

Regarding the effectiveness of MoF, it is effective to certain extent in the area of GRB, however, there is a framework to earmark funding in the government only to women's empowerment and gender equality. This makes GRB allocation and monitoring more complicated and ineffective. The budgetary units for implementation are the line ministries. This demands a high level decision needed for clear roles and responsibilities for monitoring of GRB. Though MoF received intensive trainings on GRB and that it has a GRB cell and a GRB strategy, these are not effecting in GRB because according to MoF, there is lack of high level political support to GRB. It should also be added that there is lack of specialised staff in the area of GRB as the concept itself is new to the country, and arguably to the region too.

3.2.3 To what extent are GEP II interventions implemented/ coordinated with appropriate and effective partnership and strategies? What has been the nature and added value of these partnerships?

GEP II has pursued partnership with international development agencies, key government and civil society organizations as well as UNDP projects. In pillar-1, there are three organisations partnering GEP II for supporting policy review for MoWA and GRB for MoF. AREU worked with MoWA while Equality for Peace and Development (EPD) worked with MoF. The third partner is Kabul University working on the institutionalization of the Master's Degree Programme on Gender and Development Studies. To promote and contribute to the coordination of gender-related activities across UNDP project, GEP-II partnered with Afghanistan Sub-National Governance Programme (ASGP) through the organization of a joint workshop for promotion of gender issues, as well as to identify challenges towards effective

implementation and monitoring of NAPWA for both DoWA and PC staff. These partnerships, however, were not well coordinated for complementarity and get cost effective results.

In pillar-2, project partnership was forged with MRRD, MoEc and MAIL which subsequently engaged ACCI and AISA to exhibit products in Kabul and work as resource person in entrepreneurship training. Partnership was also established with FAO for economic empowerment of women. At local level, NGOs such as SSSPO, AFAD and AWEC were the project partners for pillar-2 interventions. To foster broad-based local level collaboration and partnerships for the promotion of gender equality among UNDP projects, GEP-II has worked and is working with the Gender Units of NABDP in some areas. Though progress is not significant so far, it is expected that this partnership will support GEP-II in the economic empowerment of women in collaboration with women Shuras and Community Development Councils (CDCs) that are the major stakeholders of NABDP.

In pillar-3, MoHRA, MoWA and Women's Rights Steering Committee were the three main partners of the project. In addition, partnerships were also forged with UNDP projects such as LOTFA, JHRA and Rule Law. Further, partnerships were forged also with UN Women, UNFPA and UNAMA. This pillar had also collaborative activities with international agencies like JSSP and national NGOs like CAPS and AWN. A process is ongoing to have stronger collaboration with JSSP in the area supporting for expanding legal services from five provinces to 10 provinces.

Several coordination meetings were conducted by the regional coordinators in the four targeted regions of the project to introduce scope and objectives of the second phase of the project. The meetings were conducted with the UN agencies, UNDP Programme Units, CSOs, women cooperatives, local NGOs to establish partnership for the project implementation particularly in the areas of economic empowerment and legal justice to the vulnerable women. Meetings were also held with line directorates like DoHRA, DoWA, DoEc, DCCI, DAIL and PWDC. The purpose of the meetings was to introduce project to stakeholders as well as explore the possibility of joint initiatives. These series of meetings helped the project forge partnership with these agencies who jointly identified the areas of joint venture, prepare joint action plan for NAPWA indicators at provincial level, in some locations, to some extent.

Discussions with UNDP units, UN Women, donors, MoWA and selected ministries revealed that coordination was not to the expected level. There were a lot of duplications and overlaps between GEP II and activities of other agencies given above indicating that the partnerships were not effectively mobilised by the project.

These partnerships have generated some added values. One of the added value of these partnerships is that government is in the driving seat working towards the socio-economic empowerment of women. The project plays the facilitating role with the intention of building capacity of the government, increasing their ownership and recognising contribution of every partner.

Some complementarities were observed between the partners. In Balkh region, Directorate of Women's Affairs conducted a 16 days campaign on elimination of violence against women (EVAW). DoWA through project support complemented it with a three day training on EVAW in support of the campaign.

Some interventions were implemented in remote districts through partnership with NGOs and CBOs. Under the prevailing security situation, it would not be possible for UN staff to implement the intervention in these localities. However, the project has still been more city-centric with a limited number of activities in rural areas.

Capacity of MoWA and MoHRA would not have increased to this level if GEP II support were not there. Reaching to a large number prayers through Friday Sermons by Mullahs would not have taken place without the support of GEP II.

3.2.5 What factors contribute or influence GEP-II's ability to positively contribute to policy change from a gender perspective, women's economic empowerment, and access to justice and human rights?

The policy support of the GEP II was focused on reviewing policy from a gender prospective. As such, through the project support the MoWA has reviewed 12 policies. But, none of the policies have been in fact changed from a gender perspective. The revision phase has been planned for the 2015. As such, by the end of the project, this objective might be achieved.

In pillar-2, the following were the factors that influenced economic empowerment:

- Needs and capacity assessment of beneficiaries jointly by NGOs, government agency and GEP at the regional level;
- Awareness raising of beneficiaries about how the project helps improve their lives including promising future of their kids.

In the area of access to justice and human rights, the following two factors were found contributing to change.

- Providing training to religious leaders on women rights in Islam through well-educated religious staff of DOHRA. This has helped reach a large number of persons (estimated 10,000 though exact number is not known) through Friday Sermons and Madrassa teaching
- Supporting and encouraging Legal Help Centres' staff to collect complaints from vulnerable women and provide counselling and mediation services to solve the problem locally and refer to JHRA for legal support, where applicable. This encouragement helped continue LHCs even during the time when project support was terminated.

The factors that inhabited the effectiveness of the project included frequent change in leadership of the project, resistance from authorities to use gender responsive indicators in the beginning of the project, late ownership of the NAPWA indicators by MoWA, delayed approval of annual work plan 2014, cumbersome procurement procedures, and inadequate monitoring and supervision due also to security. There were also issues related availability of data, in the absence of which the progress could not be accurately reported.

3.2.6 Summary of Findings and Recommendations about the Project Effectiveness

Pillar-1: MoWA played key role in reviewing the 12 policies of 8 ministries but with less involvement of line ministries; GRB manual and handbooks developed by Consultant with inadequate consultation with line ministries (LM); GSI activities were concentrated on gender training workshop, while the planned activities are way more comprehensive.

Pillar-2: There has been increased in income of women entrepreneurs (12.7%) but the activities are city-centric and only with a few women (108); Vocational training for vulnerable women has targeted 50 women in Balkh and Herat province where beneficiaries are now making around 1\$ a day; and support provided to women cooperatives seems to be disengaged from the real needs of beneficiaries

Pillar-3: A large number of audience reached by religious leaders through Friday Sermons (10,000 estimated)

The overall effectiveness of the project was about 29% ranging from 21% for pillar-2 to 39% for pillar-3 with 29% for pillar-1. In an average, there were 62% of the indicators on track with 58% for pillar-1, 63% pillar-2 and 67% pillar-3. The factors of low achievement and off-track include change in leadership, resistance from authorities to use gender responsive indicators, late ownership of the indicators by MoWA, delayed approval of annual work plan 2014, delayed procurement, unavailability of data to report progress, and adverse security situation.

Recommendations

- For 2015 the project has planned to revise the policies by incorporating the review outcomes. It is strongly recommended that the project support MoWA in adopting an aggressive advocacy strategy to mobilize government officials as well as civil society organizations to create the required political will in support of policy revisions.
- There should be a clarity on roles and responsibilities for monitoring of GRB with LMs (P-1). Project should facilitate MoF to develop MoU with LMs and support for mainstreaming GRB in the overall budget and support for strengthening monitoring unit within MoF to monitor the implementation of GRB by LMs.
- GEP II should do an assessment of its resources to make realistic commitments for the GSI support activity. Although the project has significantly fallen short of delivering, the very involvement of the project has also deterred other potential donors and development agencies to support the GSI. This activity must be relooked and revised. If GEP II is not able to provide the required support, it should either drop the activity all together, or clearly state what it could realistically deliver (P-1).
- Interventions related to economic empowerment (pillar-2) and justice and human right (pillar-3) should have increased outreach to rural areas and rural vulnerable women.
- It is strongly recommended to expand vocational trainings programme to the vulnerable women. Such trainings are low in cost, but high in terms of impact. It allows women to enter in the market and contribute to the household income. Even though the earning is not very high, it has significant impact in term of empowerment (pillar-3).
- Before pledging further funds for the women coops support activity, it is recommended to conduct an assessment of the targeted coops. There are evidence that there is disengagement between the support provided through the project and the real needs of the women coops.
- Comprehensive data on beneficiary income, expenditure, use, community response, employment should be collected by the project (pillar-2) as these data are important to measure changes in the livelihood target beneficiaries. or the final evaluation and further planning .

- Market assessment is key to design the type of enterprise. Special attention to implement a total package of BDS including market assessment should be done (pillar-2)
- Comprehensive data on the audience of trained religious leaders including their change in behaviour should be collected by the project (pillar-3) to assess the effectiveness of the project on this intervention.

3.3 Efficiency

Efficiency is generally understood as a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results. In this evaluation efficiency is examined while considering the relationship between the achievement and costs; value for money; unanticipated events that promoted or hindered the project results; and risk mitigations strategies.

3.3.1 To what extent are funding, staff, and other resources used to achieving the expected results of the project?

From the start of the project in January 2013 to the third quarter of 2014, there has been 51% spent of the total approved budget of USD 13,806,493. However the results are not matching to the expenditure. When measured quantitatively, the achievement of results is 25.28% of the target. The funds have gone mostly on process and payment of the fixed costs including salaries of staff. Many activities are in the process of yielding the results.

Table 8. Budget and expenses

Year	Budget	Expenses	% spent
2013 (Jan-Dec)	6634388	3211254	48.40
2014 (Jan-Sep)	7172105	3838889	53.53
Total	13806493	7050143	51.06

Funding could have been used more wisely to achieve expected results in each pillar by fulfilling the approved positions on time and contracting with NGO. For example, the project has recruited the Pillar head for the policy component only few months ago. Over the course of two years, the Pillar-1 did not have a dedicated manager. The pillar-1 could have hired professional staff in order to achieve its expected results in a sustainable, efficient and effective manner. Vocational training provided to vulnerable women for a short period with relatively low funding was found effective in generating income as well as bringing them into the sphere of decision-making at home and respective communities. However, this component needs to develop a comprehensive strategy for sustainability, value for money and exit.

Regarding the efficient use of staff, project personnel and government staff from relevant departments have extensively and greatly contributed in achieving project objectives through implementation of a range of activities illustrated in project annual plan. As the interventions are done by partners, keeping small number of the staff was a wise decision. However, some of the staff are still underutilized, particularly in the case of Herat regional office which has 5 staff, including 2 NTAs who work under DoWA supporting the project. As majority of activities proposed by the Herat regional office have either not been approved or still pending for decision, the project staff do not have sufficient tasks to perform. It has been reported that around 40% of the office time is consumed by the official work. This calls also on the attention

of the project to give proper guidance to the regional offices using different mechanisms including spot visit and mentoring.

3.3.2 Based on cost-benefit analysis what conclusions can be drawn regarding 'value for money' and cost related efficiencies or inefficiencies in implementing GEP-II?

Value for money is assessed by considering '3Es': Economy (spending less), Efficiency (spending well) and Effectiveness (spending wisely). The economy looks at minimising the cost of resources used or required (inputs); the efficiency examines the relationship between the output from goods or services and the resources to produce them; and effectiveness deals with the relationship between the intended and actual results of public spending (outcomes).

The effectiveness of the project, when measured quantitatively based on given indicators is 25.28% from the start of the project to September 2014. If the qualitative perspective is taken into consideration on the basis of on-track and off-track of the indicators, the project effectiveness was 50%. Considering the combined progress of both qualitative and quantitative indicators, the average effectiveness would be 37.64. Regarding the expenses, 51% has been spent during the same period. Therefore, efficiency of the project would be 0.74 ($37.64 / 51.06$) which is a medium level of efficiency. Regarding the economy (spending less) there are some examples that project tried to save money. One such example is paying only 50% DSA rate to companions of women who took part in exhibits in Kabul. Collaboration with FAO for a national level workshop, NABDP for regional meeting regarding gender equality are other examples.

Regarding the spending less, the money spent on policy review seems to be much higher compare to what has achieved. Over 1 million has been spent to review 12 policies, around 88,000 per policy, while it is yet to be seen if any of the reviews would be incorporated into the policy itself. As per the assessment findings, the likelihood of ultimate revision is very low for most of the targeted policies. The project would have benefited by initiating the policy revision activity with one or two policies and completed both review and the revision. If successful, then move to other ministries. Keeping in mind that policy revision is a political process in nature that requires strong advocacy and lobbying, which the project has not yet undertaken, the project has taken a huge risk by investing over USD one million on review alone. Therefore, from the value for money perspective the project could not fare substantially well.

3.3.3 Were there any unanticipated events, opportunities or constraints contributed to or hindered the delivery of the interventions on timely manner?

There was nothing unusual happened that positively contribute to the delivery of intervention on timely manner. There were mainly four unanticipated events that hindered the timely delivery of interventions. These were: Change in leadership of WPDD; change in project management leadership, presidential election and deteriorating security situation. These are discussed below.

Change in the leadership of WPDD at MoWA. Head of MoWA's Directorate of Policy Development had a change in the leadership and the current leadership has capacity to deal with gender issues but not adequate capacity to lead the inter-ministerial group. This has affected the speed of development as it took time for new head to grasp the NAPWA indicators and support system of GEP II.

Change in the project management leadership. There were three managers changed during project period of 21 months. The first manager worked from February 2013 to mid-February 2014; the second from mid-February to mid-August 2014 and the third from mid-August 2014 to present. The changes in the project leadership has slowed down the progress on one hand, on the other hand, some priorities were changed which took time for partners and staff to

grasp the new working strategies. The change in the project leadership has also some changes in working style and approaches. The first manager emphasized to go through NGOs for project implementation. That brought confrontation with the government agencies. The second manager, who was deputed from the pillar-2 of the project for an interim period, shifted toward working through the government. The third one is also along the line of the second manager. This frequent change in the project leadership which was not foreseen before, hindered the delivery of the intervention on time.

Elections 2014. This year presidential election held two times. Though one time election was anticipated but the election would bring inconclusive results was not anticipated. As second time election had to be held, security restrictions were imposed which caused movement restrictions and delay in implementing project activities (to conduct meetings and workshops).

Security condition at the national and sub-national level. The security, in general in the year 2013 and 2014 remained worse than the year 2012 as shown by the record of field security unit of UNDP. Year 2013 was worse than year 2012 in each month. Year 2014 was further worse than year 2013 from January to August except the month of July where the situation was better than in 2013. From September onward the security situation is improved compared to the year before. Therefore, the security situation was also one of the reasons that prevented the movement of implementers which affected the implementation of interventions thereby yielding lower results.

3.3.4 Have associated risks at the national and local level been anticipated and addressed?

Altogether there were 13 associated risks listed in the project document. Of them four risks were rated at medium level and others at low level. The impact was expected to be moderate for six risks and minor for remaining seven risks.

Security restriction due to presidential election was one of the risks at both national and provincial level. This risk was addressed by assigning the security focal point to keep track record and head count of staff during white and grey city and introducing project to the upcoming management of MoWA. The security issue due to election was resolved with the completion of the election without any significant risk to the security of any staff. Change in the leadership of MoWA was another risk. The approach of explaining the project strategies to the new leadership and management of MoWA, MoF and related other ministries seems the right way. Perhaps it has to be done several times with the main ministries like MoWA and MoF so that they understand the project properly.

Women beneficiaries were not allowed to take "Mahrams" Companion with them during the exposure visits and they will not be paid (DSAs). After consultation with the country office and officials at higher levels, this issue was solved and women "Mahrams" were paid 50% of the DSAs beneficiaries. However, the process took very long that affected timely implementation of exhibits.

The trainers for the GSI trainings at the Kabul University were not paid directly and it causes delay in the implementation. The issue was solved by contracting the gender trainers on IC basis. Here again, the process took long and GSI training started late.

At the local level, Lack of support of local government partners: this was addressed through explaining all aspects of GEP and role/responsibilities of government partners which has led to building trust and consequently all activities were fully supported as explained by regional staff, stakeholders like DoWA, MoHRA, DAIL in Balkh region.

3.3.5 In what way would have this project been less costly?

Implementing activities as per scheduled plan, forging more number of partnerships with related projects/programmes/ organisations on cost sharing basis like it has done with FAO for one event and NABDP in a regional meeting/workshop. All NGO partners pointed out that they had to bear the extra costs for staff due to late approval of the project though MoU was signed between the MoWA and the concerned NGOs in the beginning of the year. After the signing of MoU the NGOs hired the staff with assurance that the works would start soon, but in reality they could start work only toward middle of the year due to late approval of AWP 2014. So, not working as per the originally planned schedule made the cost high. Similarly, though there are some examples of cost sharing between projects of different UNDP Programme Units, it is minimally done so. If more number of cost sharing arrangements were made, the project would be less costly on one hand, and partnership strengthened, on the other hand.

3.3.6 Summary of Findings and Recommendations for Project Efficiency

Findings:

Efficiency = % achievement (average of physical + on-tract)/% expenditure = 0.74

Though the efficiency is not low, there is over expenditure compared to achievement as there is some gap between what expected (1.00) is and what is achieved (0.74).

Reasons: There are three main reasons that contributed to expenses not exactly matching with achievement. These are: insufficient measures taken to lower the cost including partnership building, sharing cost and developing synergy; over staffing and no proper guidance and supervision (i.e. the staff in Herat office is underutilized); and high operational cost (Allocation 22.21% of total budget for year 2, Expenses: 32.55% of total expenses for 21 months. The operation cost would go even higher if the management/operation costs within each intervention/pillar is taken into consideration which has not included in this analysis.

Recommendations:

- Review size of project staff both at Kabul and regions that would give information to plan human resources not only for the remaining part of the project but also for next phase of the project
- Look ways to reduce operation cost by forging more strategic partnership, lowering unproductive expenses
- Develop effective partnerships among stakeholders at various levels (UNDP, UN, government at both Kabul and provinces)
- Provide certain level of authority to RC for local procurement
- Assess the source of delay and complexity to improve the operational shortcomings which would be useful for the remaining period of the project as well as for the next phase

3.4 Potential Impact

Impact is gauged by assessing the positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended. This evaluation assesses the potential impact by looking at change in women's economic status in targeted provinces; changes in women's access to justice in targeted provinces; and changes in the line ministries in improving women's status.

3.4.1 What impact did the GEP-II project have on women's economic status in targeted provinces?

Economic status of target women has gone up by 12.7% ranging from 5% to 35%. The increased income has been used to educate their children and children of their relatives in some cases (Makai Khaksar and Azima Safi, for examples). Similarly, providing employment to more number of community women (Azima Safi and Saraya Noori, for examples) who have improved their status as a result of getting employment in the handicraft companies of GEP trainees. However, change in number of employees for every business after the training is not known at this stage. Project should collect data in this regard which would be critically required by final evaluation.

Vocational training to vulnerable women in Herat and Balkh has very positive impact on the lives of the beneficiaries. 20 Women trained on Jewellery making on average make around 25\$ a month, ranging from 10 \$ to 65\$. Although the monetary value of their job is not that high, it needs to be taken into consideration that all of these women are making money for the first time in their lives. As a result of contributing to the household income, the beneficiaries are all more empowered now, particularly in the case of exercising agency. In a focused group discussion all women together said that, "we are happy now". Stories were shared on how they are more respected not only in the family but also in the community and now they are more involved in decision making. The case of vocational training in Herat is a clear example that how a small economic contribution to the household could enhance the status of women inside the family as well as community.

3.4.2 What impact did the GEP-II project have on women's access to justice in targeted provinces?

The religious leaders who were trained on gender awareness and human rights were from the target provinces, to some extent. Friday Sermons they did were also in the mosques of target provinces. Though actual number of the religious leaders who have been performing Friday Sermons and more importantly the number of audience in the Sermons is not known at this time, concerned people in the project and in some DoHRAs informed that about one-third of the trained religious leaders are performing the Friday Sermons and audience number ranges from 200 to 1000 based on the population and size of the Mosques. Similarly, there were 63 women who made complaint about violence against women to the project supported LHC and the cases were either referred to concerned areas or resolved locally through mediation. There was one example cited about resolution of community conflict by women leaders using the conflict resolution techniques that they learnt from the training provided with project support. It was the conflict on water distribution in MIROV where fighting and killings were reported which is now well settled. These examples indicate that there has been some changes in the areas of access to gender justice in the target provinces with the support of the project.

3.4.3 What impact did the GEP-II project have in the line ministries in improving women's status?

Project provided feedback in the development of "Economic Security Strategy" of MoWA. This strategy influenced the policy level decision towards enhancing women's economic empowerment.

Project supported MoHRA in the finalization of a book "Women's rights in Islam" and in the development of curriculum of trainings to the religious leaders. The contribution supported MoHRA to modify their strategies and policies in-terms of women rights and gender equality.

In addition to the capacity enhancement of MoWA and MoF, project's financial and technical support in organising capacity building activities including training to the focal persons of pilot ministries in the areas of policy review has contributed to their some participation in reviewing of 12 policies under eight ministries from gender perspective, though their active participation was not found.

3.4.4 Summary of Findings and Recommendations for Potential Impact of the Project

Findings:

The tangible impact of the project under pillar-1 is yet to be seen as there is no gender responsive policy mainstreamed by the line ministries so far. But it is possible for the remaining period of the project that some gender responsive policies are integrated into the overall policies of the ministries provided that the project creates an enabling environment to influence the policy decision-makers. Plus, investment made on strengthening GRB also has high potential to bring about positive change once ministries fully adopt GBP principles while developing their budget. The potential impact under pillar-2 and pillar-3 are summarised below:

Pillar-2: Children of relatives and community received educational support from women entrepreneurs from increased income; increased number of women got employment opportunities with the enlargement of business by BDS trainees (around 144 jobs created in Herat, and few in Balkh); and Women feeling empowered with increased income. There is also potential of creating employment for more number of community women in the enterprises of the trained entrepreneurs and engaging vulnerable women in income generating activities by providing vocational training.

Pillar-3: There has been spread of human rights and gender justice message to a large number of audience in Mosques and madrassa; 525 women have been registered cases in LHC; and a Water distribution conflict (one case) is resolved by women using the conflict resolution techniques learnt from the GEP training. As the AWP for 2015 has activities to revamp LHCs, likelihood of more number of women registering the cases of VAW is high. Likewise, spreading human rights of women and justice message to large number of audience is also high with training of more number of religious leaders which is planned for the AWP 2015.

Recommendations:

Keep data updated on how community people benefitted from the project (employment, getting products at cheaper price, support by business owners to children of community, etc)

3.5 Coordination

Co-ordination is the unification, integration, synchronization of the efforts of group members so as to provide unity of action in the pursuit of common goals. In evaluation level of coordination is assessed by gauging the extent of use of participatory approach in mainstreaming gender into policies and programmes; coordination with UNDP programmes; and GEP coordination with UN agencies, relevant development partners, donors, CSO, NGOs and academic institution.

3.5.1 To what extent the project adopted a coordinated and participatory approach in mainstreaming gender into policies and programmes?

GEP II was expected to contribute to the promotion of coherence and coordination within the UN system's gender related projects; within UNDP's gender related projects; support the

Donor Coordination Unit in the Planning Department of MoWA in its resource mobilization efforts through provision of technical support; support MoWA for harnessing coordination among line ministries; and establish a PWDC/DoWAs coordination unit in MoWA. The project adopted a consultative approach to coordinate with related agencies, but not the participatory approach. The forged partnership with Independent Directorate for Local Governance (IDLG) reviewed its policies from the gender perspective; with Afghanistan Peace and Reintegration Project (APRP) and supported the network of women leaders from 17 provinces for local initiatives on conflict resolution, peace building and participation in different decision making; with JHRA on strengthening legal awareness and legal advisory support to women by linking to professional lawyers advisory support through Legal Aid Grant Facility; and Sustainable Development Unit of the UNDP. Though there has not been gender policies and programmes mainstreamed so far, these partnerships are expected to contribute toward this direction. The contribution from these partnerships would generate more results if they are coordinated with participatory approach where the partners sit together and formulate plan jointly.

3.5.2 To what extent the project used UNDP's internal expertise and adopted joint planning and programming with other UNDP projects?

Gender Cluster meetings and Gender Focal Points meetings were used as platforms for discussion and develop synergies between the projects on gender work. The matrices developed for facilitating discussion among projects were used to see possibilities for partnership. But there has been less use of internal expertise and adoption of the joint planning and programming at national level for the year 2013 and 2014. However, for annual work plan 2015, there had been consultations and UNDP expertise were used. At the sub-national level, the expertise of UNDP projects were used and joint planning and programming were done for preparing annual work plans for all three years. GEP has tapped expertise of ASGP, JHRA, and NABDP staff were tapped to provide expertise, to some extent. It was not the joint planning and programming but the GEP II plan was shared with them for comment and suggestion. For example, JHRA was consulted for different project interventions for the access to justice and human rights interventions. As a result, GEP was able to get lawyer support from JHRA for referred legal cases. Likewise, a delegation of Government counterparts was sent to the international conference on "Universal Periodic Review" (EPR) of human rights in partnership with JHRA project of UNDP. Despite this, a lot of overlaps were observed between GEP II and other UNDP projects at both national and sub-national level, especially on VAW, LHC, and support to women parliamentarians. It is good to note that project has recognised the importance of joint planning and programming in avoiding overlaps and duplications and developing synergy through complementarity in recent days. In this respect, GEP II recently has moved toward strengthening the partnership with the related UNDP projects such as LOTFA, JHRA, ASGP, APRP and sustainable development unit.

3.5.3 To what extent the project was effective in coordinating its activities with UN agencies, relevant development partners, donors, CSO, NGOs and academic institution?

With UN Women, the coordination was found weak despite that some coordination meetings were held including on sharing GRB strategy. UN Women were not involved in GEP project design and planning, however, they were given developed plan for review. There was no MoU between UN Women and GEP II, meetings were not regularly held. There was a less understanding between the project and UN Women despite that UN Women is the Chair of Gender Working Group which focuses on community based economic development. Relationships between UNDP and UN Women needs to be strengthened from present level. UNDP not participating in the UN Women-led group is not a right approach. This was revealed

not only by UN Women but also the donors that the evaluation interacted with. As UN Women is the Chair of the Gender Working Group, the project should engage them to the extent possible. UN Women expressed that they want to work closely mainly for avoiding the duplication. Project should not miss the opportunity of mobilising strength of stakeholders in its favour. Despite that things are improving gradually with the joining of the new Country Director and new Project Manager, MoU is needed for role clarity, resource sharing, division of work, complementarity, and increased coverage. It is good to note that CPU is working in this direction in recent days. Deeper engagement of this Unit is required with other UN agencies to identify each other's comparative advantage, create environment of working together, divide roles and responsibilities on the basis of their strengths, and preparation of follow action plan and follow up through the action and reflection process would be useful to strengthen the partnerships. This could be done using appreciative inquiry approach which was rightly mentioned also in the project document.

Within the UNDP, there are projects under five programme Units. They are also not well-coordinated. For example, Rule of Law programme, currently has three projects AFI, JHRA and LOTFA which have some similar activities to GEP. Similarly, Governance, Sustainable Development and Sub-National Government programmes have also gender programmes but they are not coordinated in a way that synergy is developed and results are generated efficiently. Though things are gradually improving with the joining of the new Country Director, there are still a large gaps and duplications in the activities they do. More clarity is needed between JHRA/LOFTA of Rule of Law Unit and GEP regarding LHC as well as Parliament project of Governance Programme and GEP in supporting Women parliamentarians. One of the reasons of low coordination among the programmes is that UNDP is using the project approach rather than programmatic approach. What is needed is that there should be a gender mapping among the programmes and partnership framework should be developed based on the map. The projects' gender components need to be aligned along the line of the Programmes' partnership framework. Though there has been some work between Rule of Law and Cross Practice programmes, it is still in the process of discussion. Such efforts should be done, not only between the two programmes but among all five programme Units of UNDP. The practice of developing partnership framework should not be limited within the UNDP, it should be done also with other UN Agencies, including but limiting to UN Women, UNFPA, UNICEF, WHO, FAO and UNAMA capitalising the strengths of the existing UN Gender Working Group. Overall gender programme of the UN should be aligned with national framework to support the implementation of NAPWA indicators.

Regarding GEP coordination with relevant development partners, it has mixed results. At national level, project has good relations with MoWA and MoF. The good relation with MoWA might have been because the project is supporting MoWA to implement its agenda which are related to reviewing policies from gender lenses and developing leadership to monitor the implementation of NAPWA indicators by line ministries. Project is located at MoWA with an aim at ensuring full coordination in the implementation of the project activities at all three pillars. Project board meetings are conducted per quarter where MoWA has the chair and the project planning for each year is done in coordination with MoWA management and the AWP for each year is endorsed and approved by H.E. Minister of MoWA. Though the relationship between the project and MoWA is strong at this time, it was not always the case. Despite that they have been living under the same roof, there were many trust building issues between these two in the past. The low level of coordination/ understanding between these two, was one of the reasons that the AWP approval took long time in 2014. At the local level, the RCs coordinate with DoHRA regarding the religious leaders' trainings related activities. The level of coordination at regional level was reported better all the time compared to national level. All

Regional Coordinators coordinated GEP activities at provincial level with DoWA but at differing level with stronger coordination in Balkh to weaker coordination in Herat and Nagarhar,

GRB cell is located at MoF where the project interventions related to the GRB are implemented in coordination with Budget Directorate of MoF. GEP has pilot ministries for MoF and for policy review process where the staff or focal points of all the Line ministries participated in the project activities. However, level of coordination with MoF is not as strong as desired and needs further improvement.

Though GEP and MoWA as well as GEP and MoF have had good relations, the inter-ministerial coordination was not smooth as sharing of one's progress with another ministry had not been adequately done. MoWA not getting GRB consultant's report indicates the low level of communication and sharing between the two ministries (MoWA and MoF). However, there is a good partnership between MoWA and the Ministry of Information, Communication and Technology (MICT) as a result of which a database for NAPWA monitoring has been developed. An understanding is that MITC will host and maintain the database until MoWA builds its technical capacity and hires human resource to maintain the database on its own. Coordination between MoWA and MoHRA at national level and DoWA and DoHRA at provincial level were found good. In general, the inter-ministerial coordination among gender units is weak mainly because the composition, aims/objectives and TORs are still emerging and not clear in most of the Ministries. Not only inter-ministerial coordination, GEP II was very little known to other ministries, such as Ministry of Economic (MoEc), Ministry of Justice (MoJ), Ministry of Rehabilitation and Rural Development (MRRD), Ministry of Public Health (MoPH), and Ministry of Agriculture, Irrigation and Livestock (MAIL) at the national level. Better coordination in some cases was found in the province with some departments of these ministries including the Cooperative Department of MAIL in Balkh.

Coordination is equally poor among donors and between donors and UN agencies as far as this project is concerned despite that quarterly meetings are held with donors. According to one donor, there has been 'no coordination at all' among UN, donors and MoWA. There are lot of overlapping, for instance, three hotline services (3434, 6464 and 119). Another donor also pointed out lack of coordination among donors and between the project and donors. The third donor was not happy with the project as far as coordination is concerned. In the quarterly meeting only a few donors participated in the past. This time, three out of four donors participated in presentation annual work plan which was coined with the debriefing of the evaluation findings. Those who participate, they come without preparation as the document comes one day before the meeting and format for meeting is dominated by presentation giving a little time for discussion. Project Committee meetings are useful if it is used for overall coordination bringing different ministries, in addition to MoWA as well as UNFPA and UN Women.

Coordination with NGOs was done both at the national and regional level to introduce the project partners and the scope of the implementation. At regional level the regional coordinators supported the implementing partners to coordinate with the project stakeholders e.g. DoWA, DAIL, Governor's Office etc. In discussion with NGOs like AWEC, SSSPO, AWN, QARA, AFAD and CCPS that this evaluation conducted, it was known that except with one NGOs which expressed bitter relations with the project, the relation of other NGOs with the project was found at average level. However, all of them indicated the need for better coordination for the success of the project. Some indicated need for mechanical tools like manual/guidelines on how to establish relation and maintain good coordination. Some suggested to have change in the behaviour of individuals. What is more important is that

project should have coordination strategy and periodic review and reflection on the status of coordination.

With academic institutions, coordination is good. The GSI is based at KU and the KU staff are the major trainers of the Gender based awareness workshops for the students and faculty members at national and regional level. The management of KU is fully aware of the project activities and supported the project recently to launch the Resource centre at the main library of KU. The gender awareness trainings were organized in close coordination with the management of the regional universities. Though coordination was good with KU, concentration of KU was on implementing training and workshop despite that there were several other activities assigned to it.

3.5.4 To what extent the gender cluster contributed to GEP-II planning and programming?

In the beginning of the project, the coordination was much poor but with the joining of new Project Manager, as described above, things are gradually improving at the UN level, donors and between and among the pillars of the project as informed by respondents of the interaction of this evaluation.

3.5.5 Summary of Findings and Recommendations on Partnership and Coordination

Findings:

The coordination with different stakeholders was not to the desired level. It was mainly because the project did not use participatory approach it rather used consultative approach which work well when stronger coordination is not needed. In the cases where stronger coordination is needed one should go for participatory planning, participatory implementation and participatory review.

Recommendations:

- Develop partnership matrix
- Shift from consultative mode to participatory approach (working together on entire project cycle)
- Shift from project to program approach
- Provide documents a week before to the Project Board meeting to all Committee members including donors
- Provide more time for interaction during the Project Board meetings and in planning, implementation and review and reflection.

3.6 Sustainability

Sustainability is the continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time. In this evaluation sustainability is appraised by reviewing the capacity of stakeholders to continue the services to sustain the achieved results; steps taken to transfer capacity and skills to related agencies; and national ownership fostered to sustain the results.

3.6.1 To what extent are the capacity building activities under each of the pillars producing lasting results?

The capacity building activities are more of shorter duration which needs to be more of longer duration to achieve more realistic and long lasting results. The CB activities are also more focused one e.g. the gender focal points are the major beneficiaries for the CB activities. To achieve the lasting results the focus of the project should be broader and not limited to focal points keeping in view the frequent changes in staff of the government.

The high turnover of the trained staff at MoWA has left it with low at capacity to carry over the project results once the project is phased out. The short duration of engagement of the NGOs to build the capacity of beneficiaries has also left beneficiaries with limited knowledge to continue the beneficial results of the project at the same magnitude. Though many entrepreneurs who took the BDS training have vision and objectives of their business, about One-third of them do not have business plan. Even after the training, they have not a proper cashflow management system into practice. Some of them are managing cash flow on traditional way and have limited knowledge indicating the need for further training. They are using the non-formal journal recording despite that some introductory lectures were given. They had idea of what is generated as revenue and what was spent. Only a small amount of technical capacity is developed as a result of the BDS training. They need the specific training as per their business. Even during the project period, the beneficiaries were not getting the follow up services/mentorship which they need enhancing their skills, especially in the areas of entrepreneurship as informed by a woman entrepreneur. This is because the contract with the NGO providing such services is terminated and capacity with project and project's government partners to provide technical support does not exist at required level. Expecting beneficiaries continuing good results on their own does not seem practicable as their capacity is not well developed.

Financial resource is another issue that would limit the movement of duty bearers to visit right holders and respond to their concerns. The trainers of DoHRA on justice and human rights as provisioned in the Laws of Afghanistan and Islam might have to limit their services to limited areas as DoHRA does not have adequate funds to support such activities. Beneficiaries' access to formal sector finance is difficult as they lack required collateral. Revolving fund could be a good approach to support them.

Not only on technical areas, the capacity of both duty bearer project partners and right holder beneficiaries such as cooperatives is weak in the project management planning, organizing, implementation, monitoring, and reporting for all three pillars. Further training is required for PWDCs, and DoWA officials and LHCs at field level. However, it is good to note that a partnership between the project and AJSSP is almost at the final stage to strengthen the current LHCs in five provinces and extend them to other five provinces.

3.6.2 To what extent is GEP-II taking the necessary steps to transfer capacities and skills to MoWA and MoF and other institutional partners?

The project's aim was to transfer the capacity and skill to MoWA. The main reason for housing the project central office within MoWA was to transfer the project capacity and skills to it. Accordingly, efforts from the very beginning of the project were made toward achieving this aim. Despite being a DIM project it was least involved in implementation rather in facilitation with an objective transferring the capacity and skills to MoWA and other ministries. Providing training for MoWA staff and facilitating them to refine NAPWA indicators, developing their

leadership capacity to influence other ministries to implement NAPWA indicators are a few examples of approach that the project applied to transfer capacity. As a result, WPDD is now completely in MoWAs control, toolkit for policy review have been developed and drafted in a consultative process with MoWAs. Meetings and workshops were held with pilot ministries using the toolkit which contributed to the refinement of the tool to make sure it is useful. On monitoring of NAPWA, M&E Unit received a series of trainings and day to day mentoring as well as improvement of tools. This was done with a view to systematically build capacity for gradual transfer of responsibilities to MoWA. NAPWA monitoring framework has been revised and now they have owned this. The WPDD which was a small centre, has been now included under "Tashkeel"(Govt. Structure) of MoWA ensuring the transfer of capacities to MoWA. However, high turnover of the staff at WPDD including the leadership position has resulted in low capacity remaining with MoWA. Working together with government agencies, especially DoWA at regional level was a strategy to transfer capacities and skills to the provincial government which was noticed to have taken place to some extent. For example, some cooperatives know how to prepare concept notes and mini business plan for project activities in Balkh, though the case was different Herat and Nangarhar.

Regarding the capacity transfer to MoF, the GRB cell is funded by GEP and the national staff is conducting the reviews which is also step towards national ownership of the process. In MoF, training of trainers (ToT) was provided including manual and handbook so that they could train other pilot ministries. However, their capacity is not to the level that they train the pilot ministries. Therefore, more capacity building interventions are needed for this ministry to be fully equipped for guiding other ministries on GRB preparation and implementation.

Beyond MoWA and MoF, GEP II have 6 pilot ministries to whom skills and capacities in policy review and NAPWA monitoring is developed to some extent as they took part for providing feedback on reviewed policies which were largely done by the consultant. This would have been a right approach to transfer capacities and skills if the ministry staff reviewed the policies by themselves. . However, the policies reviewed need further refinement and bring into implementation. The project needs to further strengthen the pilot ministries in the implementation of the policies.

3.6.3 How, and to what extent did UNDP/GEP-II's design, implementation strategy/ partnership, and governance foster national ownership and capacity development?

GEP II was designed in consultation with MoWA on the ground of lessons learnt from GEP I with view to develop national capacity and foster national ownership. It was developed in support of implementation of ANDS and NAPWA. The project has been, accordingly implemented by forging partnership with relevant stakeholders along the line of ANDS and supported NAPWA refinement so that these are implemented with gender lenses. MoWA/DoWA was involved in almost all activities including the selection of implementing NGO partners and beneficiaries, with of course, facilitation of the project. The process of engaging MoWA/DoWA has, on one hand developed their capacity, on the hand the national ownership has been enhanced. In the interactions, DoWA staff in Balkh told that they do not consider GEP project separate, they consider it of their own part. At the ministerial level, even the deputy ministers expressed similar views. This indicates a high level of national ownership of the project. On monitoring of NAPWA, M&E Unit received trainings and day to day mentoring as well as improvement of tools. NAPWA monitoring framework has been revised and now they have owned this. Though issues of bringing staff on board on time, slow progress of the project, low level of effectiveness, not generating a high level of value for money, poor coordination between and among stakeholders are there, however, project has been to some

extent owned by the government. There is a need for assessing level of ownership and capacity to identify the gaps so that project can develop context specific programmes.

As already discussed, there has been certain level of capacity developed and national ownership of the project increased. Now the time has come that the project capitalises this strength of MoWA by engaging it in-depth in the entire project cycle including in the planning of work plan, execution and monitoring of the project. This will also help project to move from DIM modality gradually to NIM modality as foreseen in the project.

3.6.4 Summary of Findings and Recommendations of Sustainability

Findings:

- Capacity of government low from technical as well as financial perspective to continue good results
- Likelihood of remaining present level of capacity with ministries low as frequent transfer of the trained staff
- Unless supported externally, likelihood of losing the present level of achievement high

Recommendations:

- Provide capacity development to more than gender focal point
- Build the capacity of field level service providers to provide effective and gender responsive service to vulnerable women
- Forge partnership with other UN agencies to strengthen MoF capacity in monitoring GRB in LMs
- Support for institutionalisation of reviewed policy
- Continue LHCs with revised role and link strongly to other UNDP projects and others

4. Project Management

4.1 The project management structure

Management structure of the project consists of a Project Manager, M&E Specialist, Policy and Planning Specialist, Economic Empowerment Specialist, Gender and Justice Specialist, Operations Specialist and other staff under these major units. At field level, each regional centre has three staff with a Regional Coordinator, a Project Associate and an Administration and Finance Associate. In case of Helmand, there is one Project Officer and one Project Assistant. There are 41 staff in total of which 27 are based in central office and 14 at four regional centres and one provincial office. Among the 41 staff, four are international staff and remaining 37 are national staff. In addition, there are 17 NTA staff stationed at MoWA as well as in each regional centre at DoWA to support monitoring and supervision. During the course of this evaluation it was noticed that all these staff were found not fully utilised, therefore, a thorough assessment of the project staff against the project cost and interventions is necessary.

4.2 Management Performance

There has been frequent change in the top management of the project. The first manager stayed one year from February 2013 to February 2014. An interim management was in place giving office in-charge to one of the pillar heads from February 2014 to August, 2014 and

finally the full-fledged manager since 17th August, 2014. With the change in top level management, taking time to grasp the project ideas and get familiarised with project context, strategies, activities, status and operation system and building trust among the project staff for the new manager and developing own strategies to improve the management process had also have effect on the progress of the project. This was also one of the reasons that project performance was slow. Looking from the perspective of project's relations with stakeholders, it was not satisfactory with many stakeholders. One of the implementing partners rated the management performance very low at 2 on a 1 to 5 scale (1 least and 5 excellent). Nowhere was found project's coordination strong. It was weak with MoWA in the beginning despite that project was seated in the MoWA premises; it was even weaker with MoF. Not understanding the need for a high level of participation in the partnership project by the first project manager was reported to be the main reason of weak coordination in the beginning. This was also given the reason for poor relationship of the project with UN Women. With the change in the first manager, things have improved a little but coordination is still poor with many agencies including UNDP Programme Units, UN agencies, and some donors at the central level.

At the field level, coordination between government agencies such as DoWA, DoHRA and Cooperative Department under DAIL as well as with PWDC and implementing partners were found good in some regional centres but equally bad in others. In Balkh region, the government agencies told that "they were one" meaning that they work together and has similar voice. Whereas partnership with government agencies was equally poor in Herat and at medium level at Nagarhar. With beneficiaries, nowhere was found the functional partnership as strong. They were not able to provide technical support to beneficiaries once the working period of partner NGOs was over.

4.3 Reporting

Project has quarterly and annual reporting systems. Reporting is done timely and also is of satisfactory level from the quality point of view. However, there are the reports that do not adequately explain reasons for the result achievement/non-achievement, no adequate insights. Sometimes, the figure are inconsistently provided to donors. Currently the reports are activity centric, rather than focusing on results and outcome. It is highly recommended that the reports focus on results to the extent possible.

4.4 Annual Work Plan

Approval of the AWP was not on time for the year 2014. It was approved in the month of May. This has hampered the implementation of interventions in many respects. It was also cited one of the reasons for low achievement of the project.

The AWP preparation process also requires attention, as this is the main document that guides the results of the project to achieve in the forthcoming year. For the successful implementation, it needs to be prepared in a participatory way bringing key stakeholders together. The current practice of preparing AWP by the project and circulating for comments and suggestions does not bring much ownership to the stakeholders of the project as their direct involvement in the discussion is not there. For the greater ownership of the project by stakeholders and for smooth implementation as well as sustainability, this practice should therefore be changed by bringing key stakeholders in discussion process.

The targets set in the AWP are ambitious relative to the delivery capacity of the project. The project over-commits itself without having the required machinery to implement all activities that have been planned. It is strongly recommended that the AWP pursue realistic targets by considering the complex working environment of Afghanistan.

4.5 Project Monitoring

Despite that monitoring plan and guidelines are developed, in practice they are not strictly followed, nor is monitoring done in the required number of frequencies and interval when comes to field visit. Visits to project sites by Central Office are rarely made. The visits are also skewed toward more well-fared area which is contrary to the principle behind field visit that it should be made to the less performing area so that joint interaction between centrally based staff, regional staff and project beneficiaries takes place for improvement.

During the Herat field visit it was found out that the project had not conducted any monitoring of the activities conducted by the contracted NGOs under pillar 2. It was reported that the NGOs did not allow the project to monitor on the ground that the monitoring was the sole responsibility of the DOWA, not GEP II. It is strongly recommended that the monitoring roles of the project, both at central as well as regional level, are clearly specified at the onset of contracting to avoid any ambiguity over the course of implementation. DOWA officials also reported that NGOs were contracted to undertake activities at the regional level without proper coordination with DOWA officials. This lack of communication and exclusion weakens ownership at the local level that could translate in less engagement of DOWA officials.

4.6 Staff Capacity

At field level staff do not have capacity to provide technical support for business entrepreneurs. Since enterprises are of different types, it is not expected that small number of project staff can provide technical support to every enterprise.

Evidence were not provided on how the NTAs stationed at DOWA offices responsible for strengthening the M&E capacity of DoWA have been able to achieve the objective. DoWA offices are weak in conducting M&E and require systematic capacity development. It is strongly recommended that the project closely monitor and supervise the performance of M&E NTAs to ensure that high level capacity development services are provided to the DoWA officials.

It was also observed that field staff may benefit from training on how to prepare result-based reports. Although it is expected that they submit result-oriented reports, the regional reports are heavily skewed towards activities. As a result, the combined quarterly report produced at the national level are also more activity-oriented rather than result-oriented. This has, on one hand, taken more time of the M&E Unit in the project, on the other hand, capacity of regional staff has not been developed. Attention should be paid that the staff capacity should be developed in a way that the regional reports come to project office based on results.

5. Good Practices and Lessons Learnt

5.1 Good Practices

- MoU with the government. The project's MoU with project and the LoA of the partners NGOs with MoWA increased national ownership of the project and transfer of capacity to some extent.
- Adherence of the interventions to the national policies (e.g. ANDS, NAPWA and NPPs).
- Housing the project at MoWA but need for tactful handling the political pressure: While being housed at MoWA provides great opportunity for the project to closely work with the government as demonstrated by GEP II. But at the same time the project management should carefully navigate the political environment to remain effective.

- Working through government not only helps build the capacity of the government but also increases the national ownership to the project provided capacity building goes hand in hand using innovative approaches.
- Developing criteria for selecting participants for each intervention and involving related stakeholders in the selection process helps avoid the selection bias.
- Engaging major stakeholders into the development process is key to the coordination of the project interventions and to increase ownership as found in Balkh province, where government entities (DoWA and DoHRA) have largely owned the project as they expressed “We are one” as far as this project is concerned.
- Involvement of religious leaders in disseminating information on gender justice and human rights is very effective as religious leaders enjoy high authority and respect among the local communities
- Business plan made by entrepreneurs after the BDS training is a good example of use of learning in the practical life. But such training needs for expansion to rural areas.
- Integrated package of Women’s Economic Empowerment (training, exposure visit and exhibits) has enforced rural women for learning and practicing. It was found that the combination of training, exposure visit and exhibits provides a rich package to strengthen the capacity of women entrepreneurs.

5.2 Lessons Learnt

- Partnership requires greater level of participation of stakeholders. Lower level of engagement lessens the likelihood of capacity development and project ownership. In GEP II project, lower level of engagement of Line ministries in policy review has made difficult for policy change. Similarly, use of GRB handbook and manual by line ministries is low as these were prepared by consultant with little engagement of them
- Interventions without context-specific needs assessment lead to wastage of resources as was found in the cooperative training where cooperative training package was developed at centre and applied universally without needs assessment at local level
- Vulnerable women can become change agent with demonstrated success. For example, jewellery makers are now enjoying higher respect in the family and the local community. Other community women have started coming to them for getting advice on how to get involve in economic activities.
- Providing opportunities to exposure helps understand market dynamics and develop products based on market demand. For example, the Kabul exhibit helped many of the entrepreneurs to better understand what type of products have better market.

6. Conclusions and Recommendations

6.1 Conclusion

Looking from the theory of change perspective, there has been some improved capacity of duty bearers at national level but not to the extent that it has created an enabling environment by incorporating the reviewed gender responsive policies into the overall and sectoral policies. The case is similar about the gender responsive budgeting (GRB) and gender studies. There has not been any gender responsive policy mainstreamed, nor has GRB been institutionalised by line ministries so far. As no gender responsive policy is mainstreamed and institutionalised, there has not been enabling environment created. A potential of mainstreaming some gender responsive policies and GRB for remaining period of the project is high.

As far as capacity development at sub-national level is concerned, there has been some awareness on gender issues increased among the public sector organisations and an environment of supporting right-holders has been created to some extent. But their capacity has not been enhanced to the level of providing improved services to the right-holders, mainly the vulnerable Afghan women. In the technical aspect, the state mechanism is largely weak to provide the needed services. NGOs that were engaged in the capacity development of right holders have been disengaged as their contract period has been finished. At this stage, there is a scarcity in providing technical services to them as NGOs are terminated and government agencies are not well capacitated.

The capacity of the right holders has, to some extent, improved in the areas of women's economic empowerment and justice and human rights. On the economic empowerment, women entrepreneurs have generated more income as a results of their increased capacity in preparing business plan and expanding linkages by learning from the BDS training, exposure visit and participating in exhibits. Likewise, the capacity of vulnerable women who were limited within the household chores has also increased in the area of household and community decision-making. On the justice and human rights front, a small number of women is capacitated and they have made complaints against the gender-based violence, especially the violence against women as evidenced by the records of the legal help centres.

As a results of their increased capacity, women entrepreneurs have expanded their business, obtained raw materials at cheaper price, created new design of their products, and sold them even beyond their local market. Likewise, the vulnerable women, who were not engaged in any income generating activities, have started micro-enterprises and have, to some extent, earned extra income. Not only the income, more importantly they have been now a part in the decision making process inside home and in the community. This they attributed to the vocational training that they got from the NGOs that were supported by GEP II. However, the number of such women who have participated in such initiatives is too small compared to the women requiring such services in Afghanistan.

As a result of their participation in project activities, enhanced capacity, and increased income, there has been increased social and economic status of some vulnerable women in project area who participated in the GEP II activities. As already indicated, the women who derived benefits from the project and whose status have been improved, make only a fraction in a whole gamut of needy women in Afghanistan.

6.2 Recommendations

There are two sets of recommendations: (1) Recommendation for GEP II and (2) Recommendations for future gender programmes.

6.2.1 Recommendations for the GEP II

The recommendations for GEP II are organised along the line of evaluation criteria such as relevance, effectiveness, efficiency, impact, coordination/partnership and sustainability.

- To increase the relevance of the project, GEP II should be kept flexible to adjust internal as well as external changes; Master's program at KU should not be started without proper assessment of sustainability of human and financial resources; Project should support for civil society networks to launch advocacy on mainstreaming gender responsive policies and promote human rights and justice; it should include UNSCR 1820 in addition to UNSCR 1325.
- For the increased effectiveness, there should be a clarity on roles and responsibilities for monitoring of GRB with LMs (P-1); Interventions related to economic empowerment

(pillar-2) and justice and human right (pillar-3) should have increased outreach to rural areas and rural vulnerable women; there should be comprehensive data collection on beneficiary income, expenditure, use, community response, employment should be collected by the project (pillar-2); Special attention should be paid to implement a total package of BDS including market assessment (pillar-2) and there should be comprehensive data collection on the audience of trained religious leaders including their change in behaviour (pillar-3).

- To increase efficiency, GEP should review size of project staff both at Kabul and regions that would give information to plan human resources not only for the remaining part of the project but also for next phase of the project; forge more strategic partnership and lower unproductive expenses; develop effective partnerships among stakeholders at various levels (UNDP, UN, government at both Kabul and provinces); provide certain level of authority to RC for local procurement; use of only one hotline instead of two; assess the source of delay and complexity to improve the operational shortcomings which would be useful for the remaining period of the project as well as for the next phase.
- To assess the impact, data should be updated on how community people benefitted from the project (employment, getting products at cheaper price, support by business owners to children of community, etc)
- For effective partnership and coordination, partnership matrix should be developed; there should be a shift from consultative mode to participatory approach (working together on entire project cycle) and shift from project to program approach; documents should be provided a week before to the Project Board meeting to all Committee members including donors; and more time should be provide for interaction during the Project Board meetings and in planning, implementation and review and reflection.
- For the sustainability, provide capacity development to more than gender focal point; build the capacity of field level service providers to provide effective and gender responsive service to vulnerable women; forge partnership with other UN agencies to strengthen MoF capacity in monitoring GRB in LMs; support for institutionalisation of reviewed policy; and continue LHCs with revised role and link strongly to other UNDP projects and others.

6.2.2 Recommendations for Future Gender Programmes

- Develop program on the basis of the ensured resources. Do not prepare program on the basis of non-committed resources. If adequate resources are available, cover all three areas (policy institutionalisation, economic empowerment and justice and human rights) but with integrated approach. If limited resources are available, go with less number of pillar but with comprehensive interventions (no piecemeal approach), be comprehensive and focused.
- If only one pillar is to be covered, policy support is an area where UNDP should be engaged and working on incorporating the recommendations and subsequently develop programs and project based on the recommendations and link to those programs and project to GRB for funding.

- Working on GRB requires institutional changes and reforms which needs political commitment for development of a comprehensive mechanism for GRB allocation and oversight. The project support has so been limited to provision of technical assistance and capacity development for the related government officials. Although very important, technical focus is not enough for bringing about institutional change. The project should support MoWA in leading an aggressive advocacy and lobbying campaign in support of GRB. Civil Society organizations are another strategic partners that can play vital role in awareness raising and exerting pressure on the government to adopt GRB. Last but not least, the Parliament is the ultimate authority that approves the national budget. Any future project should also closely work with the Parliament, particularly the Budget and the Women committees, to turn them into advocates of GRB.
- If resources are available for additional pillar, go for economic empowerment as economic empowerment paves ways for social empowerment bringing vulnerable women to market sphere where a lot of bargaining takes place that enhances the interactive/ articulative ability of the women which eventually leads to overall empowerment. For economic empowerment, focus more on rural women as rural women are more vulnerable than city women.
- It would be useful to divide the target beneficiaries into three groups and provide tailored support based on the needs of women: a) experienced business women, b) Women entrepreneurs, and c) women who are willing to participate in the market. The first group usually requires advanced training programmes on different business aspects and/or exposure opportunities, particularly out of the country. The second group, usually requires basic to medium level trainings on business management, particularly basic accounting, book keeping, and marketing. Finally, the last group basically needs vocational training to enable them participate in the market. It is recommended that a thorough needs assessment to be conducted, covering each group separately.
- Training of trainers (ToT) approach is important for enhancing technical capability entrepreneur and vulnerable women. The ToT trainees should be from different provinces as this helps make services easily available at local level at lower cost than developing ToT trainees from other provinces asking their services for different provinces.
- GEP II project is currently practicing the consultative mode to enhance coordination among related stakeholders. This approach is good if low level of engagement is expected from the stakeholders. For the deep engagement project needs to go for the collaborative mode of participation where 'working together' takes place. As future projects are likely to be operated with strategic partnership, shift from consultative mode to collaborative mode of participatory approach is essential that facilitates for working together on entire project cycle.
- Attaining gender equality in a country like Afghanistan requires a long-term partnership of stakeholders engaged in development. This should be addressed through a programmatic approach involving several stakeholders which cannot be done by a project or even a series of projects. Therefore, there is a need for shift from project to program approach for sustainability.

- While it is important to build capacity of the national agencies for creating enabling environment, equally important is to develop the capacity at sub-national level to provide effective services to the vulnerable women in rural areas. Future gender related programmes should pay attention to balance capacity building interventions at national and sub-national level.
- With the growing number of interventions at sub-national level, the role of M&E unit to monitor and provide time feedback for corrective actions is crucial that calls for strengthened M&E unit not only at the national level but also at sub-national level. Special attention should be paid to strengthen M&E unit at regional centres to carry out more supervision and monitoring at provinces.
- UNDP Cross-Practice Unit should play a central role to forge strong partnerships with other programme units of UNDP, UN entities and government agencies in area of gender equality practicing participatory approach by actually working together, not just consulting, in the different phases of programme/project cycle.
- UN administered projects are found costly mainly because of recruitment of international staff, need for especial attention to security situation. The current project is not exception to this. Ways should be sought out to reduce administrative costs including the operation costs within each intervention/pillar.
- UNDP involvement in gender equality in Afghanistan has a long history. The time now has come for looking the impact of its interventions. The future project should have provision for conducting impact evaluation by the end of the project and baseline survey in the beginning of the project in way that baseline is designed to generate data required for comparison in impact evaluation.

Annexes

Annex-1: Documents Reviewed

2014 Third Quarterly Project Progress Report.

Afghanistan National Development Strategy. 1387 – 1391 (2008 – 2013): A Strategy for Security, Governance, Economic Growth & Poverty Reduction.

GEP II: 2014 First Quarterly Progress Report

GEP II: 2013 Second Quarterly Project Progress Report

GEP II: 2013 Third Quarterly Project Progress Report

GEP II: Annual Progress Report 2013

GEP II: Annual Work Plan 2013

GEP II: Annual Work Plan 2014

Institutional Capacity Building for Gender Equality Project (GEP). Final Report 2007-2012

Letter of Agreement between UNDP and Ministry of Finance (MoF) 2014

Letter of Agreement between UNDP and Ministry of Women Affairs (MoWA)

UNDP Country Programme Document for Afghanistan. (2010-2013)

UNDP. Evaluation of CPD Outcome 6: Diversified Livelihoods, Private Sector Development and Public-Private Partnership. 2013.

UNDP. Gender Equality Project (GEP I). Independent/External Evaluation Report. 2011.

UNDP. 2009. Handbook on Planning, Monitoring and Evaluating for Development Results

UNDP. Evaluation Report: Template and Quality Standards.

UNDP-Afghanistan: CPD Outcome 3 Evaluation. 2014.

UNDP. 2014. Afghan Women in the Workplace: A Baseline Survey and Mapping of Relevant Institutions. Report developed by QARA Consulting, LLC for the Ministry of Women Affairs and UNDP. August 2014.

United Nations Development Framework. In Support to the Afghanistan National Development Strategy. 2010 – 2013

Women's Empowerment and Gender Equality Project (GEP-II). United Nations Development Programme Country: Afghanistan. Project Document.

Annex-2: Terms of Reference

INTERNATIONAL CONSULTANT, MID-TERM EVALUATION

Location :	UNDP/GEP, Kabul, AFGHANISTAN
Application Deadline :	28-Aug-14
Additional Category	Management
Type of Contract :	Individual Contract
Post Level :	International Consultant
Languages Required :	English
Duration of Initial Contract :	34 working days
Background	

UNDP Global Mission Statement:

UNDP is the UN's global development network, an organization advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. We are on the ground in 166 countries, working with national counterparts on their own solutions to global and national development challenges.

UNDP Afghanistan Mission Statement:

UNDP supports stabilization, state-building, and governance and development priorities in Afghanistan. UNDP support, in partnership with the Government, the United Nations system, the donor community and other development stakeholders, has contributed to institutional development efforts leading to positive impact on the lives of Afghan citizens. Over the years UNDP support has spanned such milestone efforts as the adoption of the Constitution; Presidential, Parliamentary and Provincial Council elections; institutional development through capacity-building to the legislative, the judicial and executive arms of the state, and key ministries, Government agencies and commissions at the national and subnational levels. UNDP Programmes in Afghanistan have benefited from the very active support of donors. UNDP Afghanistan is committed to the highest standards of transparency and accountability and works in close coordination with the United Nations Assistance Mission in Afghanistan and the UN system as a whole to maximize the impact of its development efforts on the ground.

GEP-II is a collaborative effort between the Government of the Islamic Republic of Afghanistan and UNDP Afghanistan. It aims to improve the social and economic status of vulnerable Afghan women and girls by adopting a two-pronged approach: build on the good practices and lessons learned of the first phase of the UNDP Gender Project (GEP-I) and implement innovative initiatives for mainstreaming gender.

To this end, the project is partnered with the Ministry of Women's Affairs (MoWA), Ministry of Finance (MoF), Ministry of Hajj and Religious Affairs (MoHRA), Ministry of Health (MoH) and Department of Women Affair (DoWAs) and it is in line with the goals set out in the National Action Plan for Women of Afghanistan (NAPWA) and consistent with the Millennium Development Goals (MDG) of gender equality and empowerment of women. Furthermore, it contributes to key outcomes of the UNDP Country Programme Action Plan (CPAP) and UNDAF.

Building on its Phase I track record of successful pilots in Kabul and four provinces and while carefully incorporating improvements on previous weaknesses, the project consists of three pillars:

- Policy Review and Support, aiming to support gender-related policy and strategy formulation and implementation;

- Women's Economic Empowerment: to enable improved access to and control of productive resources resulting in the empowerment of women and girls; and
- Justice and Human Rights: to support greater demand for and access to justice and human rights.

The project is implemented under the Direct Implementation modality of UNDP. The goal of capacity building will be achieved through a strategy based on the principles of 1) improving the Capacity of National and Sub-national Partners and CSO Implementing Partners to deliver the activities of GEP-II; 2) promoting and contributing to the coordination of gender-related activities and program coherence within the UN system; 3) enhancing the capacity of emerging civil society in support of GEP-II's goal and objectives; 4) harnessing potential of the UNDP Gender cluster in support of Women's Empowerment and Gender Equality Enhancing partnerships and synergies.

The project is now in the second year of its implementation which is a critical juncture for the project to ensure that it not only achieves the commitments, in line with project document but also to establish strong foundation for the coming years and next phase project formulation.

Duties and Responsibilities

Scope of Work

The purpose of this mid-term evaluation is two-fold:

- To assess internal processes as well as progress against expected results in the past one and half years and provide evidence-based recommendations and guidance if adjustments are necessary to ensure achievement of project objectives within the project timeline;
- To review the GEP-II's theory of change vis-à-vis the project achievements, prevailing gender equality issues in Afghanistan in the context of the National Action Plan for Women in Afghanistan, and UNDP's Gender Strategy 2014-2107 in order to provide insights and recommendations for consideration in designing the next phase of the project or future gender programming.

The Mid- Term Evaluation International Consultant, who will be the team leader, will assess the strategies, implementation mechanisms and programmatic results, at both national and subnational levels, based on the 2013 GEP-II Project Document and 2013-2014 Annual Work Plans; Monitoring and Evaluation Plan; Procurement Plan; Human Resources Plan. The evaluation will include an analysis of synergies between GEP II and other key UNDP, UN and other partners' interventions, which help support the achievement of GEP II objectives. The evaluation will highlight strengths, weaknesses/gaps, good practices and provide forward looking recommendations for future assistance on gender equality and women empowerment to Afghan institutions.

The main objective of the mid-term independent evaluation is to assess the efficacy of the project design and governance structure, relevance of the project outputs, specific contributions and impact, efficiency and effectiveness of technical assistance, and sustainability of interventions. The evaluation must include an analysis of how GEP II interventions address conflict sensitivity and Human Rights-based Approaches.

The scope of the evaluation will focus around the objectives[1] of the three pillars of GEP-II.

These objectives are:

MoWA's capacity for policy-making oversight of NAPWA implementation improved. This output covers activities that include the following:

- Technical support to the Ministry of Women's Affairs, managing and leading the process with 6 pilot ministries (Ministry of Higher Education, Ministry of Finance, Ministry of Agriculture, Irrigation and Livestock, Ministry of Rural Reconstruction and Development, Ministry of Haj and Religious Affairs and Ministry of Counter Narcotics);
- Technical support to the Ministry of Finance on gender responsive budgeting;
- Strengthening of gender units in the pilot ministries;
- Strengthening the capacity of MoWA's Monitoring and Evaluation Unit to monitor, evaluate and report on NAPWA;
- Strengthening the Gender Studies Institute and establishing the foundation for the Master's Degree in Gender and Development Studies at Kabul University.

Women's entrepreneurship skills developed for women entrepreneurs and cooperatives.

Activities within the second component of the project are:

- Economic empowerment of women through income generation activities;
- Provision of business development strategies and training centers;
- Strengthening of women entrepreneurs' capacity to manage women's cooperatives;
- Establishing clean and green technology based enterprises and product demonstration centers;
- Strengthening capacity of Provincial Women's Development Councils for socio-economic empowerment of women.

Access to justice for women including awareness of rights among men and women improved. The following are the activities designed within this pillar.

- Support to advocacy campaigns at the national and sub-national level sensitization of formal and informal justice sector on the rights of women and girls in the context of Islam;
- Institutionalizing Legal Help Centers;
- Strengthening the capacity of religious leaders to advocate for women's rights;
- Enhancing women's participation in policy formulation and the peace process.

The evaluation will mainly focus to assess the relevance, effectiveness, efficiency, results, impact, coordination and sustainability of GEP-II efforts and will be applied to all three components of the project. The following are guiding questions within the framework of the evaluation criteria (to be reviewed/ elaborated in the evaluation inception report).

Relevance:

- Is GEP's theory of change clearly articulated?
- What specific methods and tools were used to assess the needs of the project beneficiaries? Have the interventions match the capacities needs for the institutions and individuals?
- Is GEP-II selecting the right beneficiaries and participants in the training activities?
- Is there a change needed in the project design or implementation strategy so that the desired objectives/results are achieved?
- How well does GEP-II react to changing work environment and how well has the design able to adjust to changing external circumstances?
- How did UNDP/GEP-II contribute towards, and advance gender equality aspirations of the Government of Afghanistan; UNDAF outcomes; and CPAP outcomes?

Effectiveness & Results:

- To what extent is GEP successful in achieving the expected results?
- To what extent are target institutions (MoWA and MoF primarily) engaged in the implementation of the project?

- How effectively is GEP developing institutional capacity especially in preparing MoWA in policy review and monitoring NAPWA and MoF in gender responsive budgeting?
- To what extent are GEP II interventions been implemented/ coordinated with appropriate and effective partnership and strategies? What has been the nature and added value of these partnerships
- What results are evident in the short-term and what results can be foreseen in the medium and long term that can be directly or indirectly attributed to the project?
- What factors contribute or influence GEP-II's ability to positively contribute to policy change from a gender perspective, women's economic empowerment, and access to justice and human rights?

Efficiency:

- To what extent are funding, staff, and other resources used to achieving the expected results of the project?
- Based on cost-benefit analysis what conclusions can be drawn regarding 'value for money' and cost related efficiencies or inefficiencies in implementing GEP-II?
- Were there any unanticipated events, opportunities or constraints contributed to or hindered the delivery of the interventions on timely manner.
- Have associated risks at the national and local level been anticipated and addressed?

Potential Impact:

- What impact did the GEP-II project have on women's economic status in targeted provinces?
- What impact did the GEP-II project have on women's access to justice in targeted provinces?
- What impact did the GEP-II project have in the line ministries in improving women's status?

Coordination:

- To what extent the project adopted a coordinated and participatory approach in mainstreaming gender into policies and programmes.
- To what extent the project used UNDP's internal expertise and adopted joint planning and programming with other UNDP projects?
- To what extent the project was effective in coordinating its activities with UN agencies, relevant development partners, donors, CSO, NGOs and academic institution?
- To what extent the gender cluster contributed to GEP-II planning and programming?

Sustainability:

- To what extent are the capacity building activities under each of the pillars producing lasting results?
- To what extent is GEP-II taking the necessary steps to transfer capacities and skills to MoWA and MoF and other institutional partners?
- How, and to what extent did UNDP/GEP-II's design, implementation strategy/ partnership, and governance foster national ownership and capacity development?

Methodology:

The consultant will propose an evaluation methodology and agree on a detailed plan for the assignment as part of the evaluation inception report. However, in general, the evaluation team should adopt an integrated approach involving a combination of data collection and analysis tools to capture both the tangible and the unquantifiable impacts of UNDP/GEP-II project, and generate concrete evidence to substantiate all findings. The methodology should be robust enough to ensure high quality, triangulation of data sources, and verifiability of information.

It is expected that the evaluation methodology will comprise of the following elements:

- Document review (desk study);
- Interviews with key stakeholders;
- Field visits meet and consult with beneficiaries and province level stakeholders (security permitting);
- Focused discussions with small groups.

The evaluation process will include:

- Desk review: Review all available material related to the project, such as project progress reports, Project Document, Annual Work Plans, Monitoring and Evaluation Plan, Procurement Plan, and others;
- Planning, data collection and consultations: Consult key stakeholders, including UNDP staff, MoWA and MoF officials including the six pilot ministries, donors, and NGO/CSO implementing partners. UNDP/GEP-II will assist in setting up appointments and to organize local transportation and logistics in support of the mission's data collection and consultative activities;
- Debriefing session: Debrief the relevant stakeholders including UNDP management and donors, about the initial findings including key observations and recommendations based on verifiable facts and figures;
- Final Report: Compile and submit a comprehensive final evaluation report to UNDP in accordance with a format to be agreed. It is expected that the evaluation team will consider any management responses and comments to the draft, while completing the final report.

Expected Results:

The Mid-Term Evaluation International Consultant is expected to deliver the following products as part of the assignment.

- Inception Report detailing the evaluation methodology and includes evaluation matrix with methodology, data collection tools, and data sources for evaluation;
- De-brief to UNDP Country Office (CO), project management and key staff of GEP to present the preliminary findings and tentative conclusions of the evaluation;
- Draft Evaluation Report to be submitted to UNDP CO;
- Final Evaluation Report (using UNDP Evaluation Report Template[2]) should be submitted to UNDP/GEP, CO and donors no later than two weeks after receiving feedback. All evaluation tools and summary should be annexed to the evaluation report and all stakeholders should be de-briefed on the findings and recommendations.

Deliverables/Outputs, Estimated Duration to Complete:

- Inception Report highlighting inter alia, description of the methodology, data collection tools, data analysis methods, key informants/respondents, work plan with timing of activities and deliverables, and development of questionnaires for each component: (maximum 7 days);
- Field visits (two regions): (Maximum 6days);
- Draft Mid-Term Evaluation Report (format to be agreed): (Maximum 10 days);
- De-briefing senior management, programme and project team: (Maximum 1 day);
- De-briefing programme and operations unit heads: (Maximum 1 day);
- Incorporation of inputs compiled from above de-briefings and submission of finalized report: (Maximum 2 days);
- De-briefing donors and government counterparts and other development partners: (Maximum 1 day);

- Initial desk/document review: (maximum 4days) (home based);
- Submission of final report: (Maximum 2 days Home-based).

Review and Approvals Required:

Review by GEP M&E Specialist and to be approved by Program Unit Program Officer (Gender Portfolio).

[1] GEP II Results and Resources Framework (RRF) -annexed to the ToR- provides the starting point for the evaluation. The results and indicators in the RRF are central for the assessment methodology, yet the evaluation is expected to assess their suitability so as to measure progress towards the achievement of the project's results.

Competencies

Corporate Competencies:

- Demonstrates integrity by modeling the UN's values and ethical standards;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability;
- Treats all people fairly without favoritism.

Functional Competencies:

Knowledge Management and Learning

- Extensive knowledge of qualitative and quantitative evaluation methods;
- Good analytical and strategic thinking skills;
- Deep knowledge of the political, cultural, and economic contexts of Afghanistan including prior working experience in the country.

Development and Operational Effectiveness

- Good knowledge and awareness of gender issues and how they impact upon men and women's roles in governance and community development;
- Proven knowledge of evaluation methods;
- Ability to lead strategic planning, change processes, results-based management and reporting;
- Ability to conduct evaluation considering the specific country context and to identify creative, practical approaches to overcome challenging situations;
- Excellent writing skills;
- Ability to meet tight deadlines.

Management and Leadership

- Excellent inter-personal skills;
- Builds strong relationships with clients, focuses on impact and result for the client and responds positively to feedback;
- Consistently approaches work with energy and a positive, constructive attitude;
- Demonstrates openness to change and ability to manage complexities;
- Ability to lead effectively, mentoring as well as conflict resolution skills;
- Remains calm, in control and good humored even under pressure;
- Proven networking, team-building, organizational and communication skills.

Required Skills and Experience

The Mid-Term Evaluation International Consultant (Team Lead) should have;

Education:

- At least a master's degree in any of the following fields: Gender and Development Studies, Evaluation, Social Sciences;

- Relevant training in monitoring and evaluation.

Experience:

- At least 15 years work experience;
- Experience in results based management;
- Proven experience in evaluation gender projects and previous working experience in Afghanistan;
- Experience in evaluating gender projects highly desirable;
- Knowledge of UNDP processes;
- Knowledge about Afghan government mechanisms.

Language:

- Fluent in English.

Note:

In addition to the above criteria, the mid-term evaluation international consultant should be aware of and conduct the evaluation in accordance to the UNEG ethical guideline for evaluation to ensure the credibility and integrity of the evaluation process and products. This is available at (<http://www.uneval.org/search/index.jsp?q=ethical+guidelines>).

Institutional Arrangement:

While the evaluation will remain fully independent, UNDP Cross-Practice Unit together with GEP-II M&E Unit will serve as the focal point for providing both substantive and logistical support to the evaluation team. In close cooperation and consultation with UNDP Afghanistan, the evaluation team will develop the plan, identify key interview partners; organize meetings; and conduct field visits (if necessary and if security permits).

This TOR shall be the basis upon which compliance with assignment requirements and overall quality of services provided by the consultants will be assessed by UNDP.

The International Consultant will be the team leader and supervise and ensure the quality of work of two national evaluation consultants.

Price proposal and schedule of payments:

- The lump sum amount must be “all-inclusive”. It will include consultancy fees based on a six day working week, and it will include per diem fees, food incidental and other expenses related to the execution of the assignment. The lump sum amount shall also incorporate the cost of medical insurance and evacuation during the assignment period;
- The contract price is fixed regardless of changes in the cost components.

The schedule and percentage payments will follow the timelines of the below-mentioned deliverables:

- Completion of first and second deliverables, 30% of the installment;
- Completion of third and fourth deliverables, 30% of the installment;
- Completion of fifth deliverables, 40% of the installment.

Notes:

The term “All inclusive” implies that all costs (professional fees, travel costs, living allowances, communications, consumables, etc.) that could possibly be incurred by the Consultant are already factored into the final amounts submitted in the proposal.

Evaluation method and criteria:

Individual consultants will be evaluated based on the following methodology:

The Gender Equality Project (GEP) will develop monitoring tools and methods to monitor performance of IC regularly and update CO on findings, gaps and challenges.

- The selection shall be made on a combined scoring method, based on a 70%-30% distribution on the technical and financial offers, respectively;
- Only candidates obtaining a minimum of 49 points (=70 % of the technical score weight) on technical evaluation only would be considered for the financial evaluation and further selection process.

Evaluation shall be based on the following criteria:

Technical assessment: 70 % (maximum 70 points)

- Education (Master Degree): 20 points;
- Minimum 15 years of related experience (i.e. evaluating gender projects, result-based management): 30 points;
- Knowledge of English and local languages (Dari/Pashto for nationals): 10 points;
- Each additional year of relevant experience: Maximum 10 points (2 points for each additional years of relevant experience exceeding minimum above required experience).

Financial: 30 % (Maximum 30 points)

Monitoring and reporting arrangements:

- The consultant shall be supervised by an assigned supervisor and s/he will report progress on a periodical basis.

The review and approval of payments will be made by the assigned supervisor (s).

Documents to be included when submitting the proposals:

Interested individual consultants must submit the following documents/information to demonstrate their qualifications in one single PDF document:

- Duly accomplished Letter of Confirmation of Interest and Availability using the template provided by UNDP (Annex II);
- Personal CV or P11, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references.

Technical proposal:

- Brief description of why the individual considers him/herself as the most suitable for the assignment;
- A methodology, on how they will approach and complete the assignment.

Financial proposal: that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided (Annex II).

UNDP is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence.

Annex-3: A set of Questionnaires

Annex-3.1

Questionnaire for project team at Kabul

Relevance

What methods and tools were used to assess the needs and capacity of the beneficiaries of pillar-1, pillar-2 and pillar-3?

Have the interventions matched with the capacities and needs for the institutions of pillar-1, pillar-2 and pillar-3?

What process has GEP II used to select the beneficiaries and trainees of pillar-1, pillar-2 and pillar-3?

Are the selected trainees appropriate of pillar-1, pillar-2 and pillar-3?

Are the selected beneficiaries vulnerable women of pillar-2 and pillar-3?

Is the revision in the project design or implementation strategy needed for pillar-1, pillar-2 and pillar-3?

What are the changing environments that affect pillar-1, pillar-2 and pillar-3?

How has GEP-II reacted to changing work environment of pillar-1, pillar-2 and pillar-3?

How did pillar-1, pillar-2 and pillar-3 of GEP-II contribute towards, and advance gender equality aspirations of the Government of Afghanistan (GoA)?

To what extent is MoWA engaged in the implementation of pillar-1, pillar-2 and pillar-3 of the GEP II project?

To what extent is MoF engaged in the implementation of pillar-1 of the project?

How effective is MoWA in preparing policy review and monitoring NAPWA?

How effectively is MoF in gender responsive budgeting?

To what extent are pillar-1, pillar-2 and pillar-3 of GEP II interventions implemented/ coordinated with appropriate and effective partnership and strategies?

What has been the nature and added value of these partnerships of the pillar-1, pillar-2 and pillar-3 of GEP II?

How the project interventions are relevant to UNDP comparative advantage and how UNDP's comparative advantage contributed or not to the effectiveness?

What factors contribute or influence GEP-II's ability to positively contribute to policy change from a gender perspective?

What factors contributed GEP-II's ability to positively contribute to women's economic empowerment

What factors contributed GEP-II's ability to positively contribute to access to justice and human rights?

In what ways this project could be more effective?

Efficiency

To what extent are funding used to achieving the expected results of pillar-1, pillar-2 and pillar-3 of the project?

To what extent are staff, used to achieving the expected results of pillar-1, pillar-2 and pillar-3 of the project?

To what extent are other resources used to achieving the expected results of pillar-1, pillar-2 and pillar-3 of the project?

What are the value for money generated by this project?

What are cost minimization strategies used for pillar-1, pillar-2 and pillar-3 of by the project?

What were the unanticipated events, opportunities that contributed to the delivery of the interventions on timely manner?

What were the unanticipated events, constraints that hindered the delivery of the interventions on timely manner?

What were the associated risks at the national level and how were theses addressed?

What were the associated risks at the local level and how were theses addressed?

Impact

What is the contribution of the project on women's economic status in target provinces?

What is the contribution of the project on women's access to justice in target provinces?

What is the contribution of the project in the line ministries in improving women's status?

In what way would have this project been less costly?

Coordination

To what extent the project adopted a coordinated and participatory approach in mainstreaming gender into policies and programmes?

To what extent the project was effective in coordinating its activities with donors?

To what extent the project was effective in coordinating its activities with CSO/NGOs?

To what extent the project was effective in coordinating its activities with academic institution?

To what extent the gender cluster contributed to GEP-II planning and programming?

Sustainability

What is the level of capacity of stakeholders in each pillar to carry over the project results?

To what extent is GEP-II taking the necessary steps to transfer capacities and skills to MoWA?

To what extent is GEP-II taking the necessary steps to transfer capacities and skills to MoF?

To what extent is GEP-II taking the necessary steps to transfer capacities and skills to other institutional partners?

How did GEP-II's design, implementation strategy/ partnership, and governance foster national ownership and capacity development in each pillar?

To what extent was national ownership and capacity development fostered in each pillar?

What are the good practices of the GEP II project that others can learn from?

What are major areas for improvement?

Annex-3.2

Questionnaire for project team at Region

Relevance

What methods and tools were used to assess the needs and capacity of the beneficiaries of pillar-1, pillar-2 and pillar-3?

Have the interventions matched with the capacities and needs for the institutions of pillar-1, pillar-2 and pillar-3?

What process has GEP II used to select the beneficiaries and trainees of pillar-1, pillar-2 and pillar-3?

Are the selected trainees appropriate of pillar-1, pillar-2 and pillar-3?

Are the selected beneficiaries vulnerable women of pillar-2 and pillar-3?

Is the revision in the project design or implementation strategy needed for pillar-1, pillar-2 and pillar-3?

What are the changing environments that affect pillar-1, pillar-2 and pillar-3?

How has GEP-II reacted to changing work environment of pillar-1, pillar-2 and pillar-3?

What factors contributed GEP-II's ability to positively contribute to women's economic empowerment

What factors contributed GEP-II's ability to positively contribute to access to justice and human rights?

In what ways this project could be more effective?

Efficiency

To what extent are funding used to achieving the expected results of pillar-1, pillar-2 and pillar-3 of the project?

To what extent are staff, used to achieving the expected results of pillar-1, pillar-2 and pillar-3 of the project?

To what extent are other resources used to achieving the expected results of pillar-1, pillar-2 and pillar-3 of the project?

What are the value for money generated by this project?

What are cost minimization strategies used for pillar-1, pillar-2 and pillar-3 of by the project?

What were the unanticipated events, opportunities that contributed to the delivery of the interventions on timely manner?

What were the unanticipated events, constraints that hindered the delivery of the interventions on timely manner?

What were the associated risks at the local level and how were theses addressed?

Impact

What is the contribution of the project on women's economic status in target provinces?

What is the contribution of the project on women's access to justice in target provinces?

What is the contribution of the project in the line ministries in improving women's status?

In what way would have this project been less costly?

Coordination

To what extent the project adopted a coordinated and participatory approach in mainstreaming gender into policies and programmes?

To what extent the project was effective in coordinating its activities with donors?

To what extent the project was effective in coordinating its activities with CSO/NGOs?

To what extent the project was effective in coordinating its activities with academic institution?

To what extent the gender cluster contributed to GEP-II planning and programming?

Sustainability

What is the level of capacity of stakeholders in each pillar to carry over the project results?

To what extent is GEP-II taking the necessary steps to transfer capacities and skills to other institutional partners?

What are the good practices of the GEP II project that others can learn from?

What are major areas for improvement?

How the project interventions are relevant to UNDP comparative advantage and how UNDP's comparative advantage contributed or not to the effectiveness?

Annex-3.3

Questionnaire for CPU

Relevance

Is the revision in the project design or implementation strategy needed for pillar-1, pillar-2 and pillar-3?

What are the changing environments that affect pillar-1, pillar-2 and pillar-3?

How has GEP-II reacted to changing work environment of pillar-1, pillar-2 and pillar-3?

How did pillar-1, pillar-2 and pillar-3 of GEP-II contribute towards, and advance gender equality aspirations of the Government of Afghanistan (GoA)?

How did pillar-1, pillar-2 and pillar-3 of GEP-II contribute towards, and advance gender equality aspirations of UNDAF outcomes?

How did pillar-1, pillar-2 and pillar-3 of GEP-II contribute towards, and advance gender equality aspirations of CPAP outcomes?

How the project interventions are relevant to UNDP comparative advantage and how UNDP's comparative advantage contributed or not to the effectiveness?

Effectiveness and Results

To what extent are pillar-1, pillar-2 and pillar-3 of GEP II interventions implemented/ coordinated with appropriate and effective partnership and strategies?

What has been the nature and added value of these partnerships of the pillar-1, pillar-2 and pillar-3 of GEP II?

What factors contribute or influence GEP-II's ability to positively contribute to policy change from a gender perspective?

What factors contributed GEP-II's ability to positively contribute to women's economic empowerment

What factors contributed GEP-II's ability to positively contribute to access to justice and human rights?

In what ways this project could be more effective?

Efficiency

To what extent are funding used to achieving the expected results of pillar-1, pillar-2 and pillar-3 of the project?

To what extent are staff, used to achieving the expected results of pillar-1, pillar-2 and pillar-3 of the project?

To what extent are other resources used to achieving the expected results of pillar-1, pillar-2 and pillar-3 of the project?

What are the value for money generated by this project?

What are cost minimization strategies used for pillar-1, pillar-2 and pillar-3 of by the project?

What were the unanticipated events, opportunities that contributed to the delivery of the interventions on timely manner?

What were the unanticipated events, constraints that hindered the delivery of the interventions on timely manner?

What were the associated risks at the national level and how were theses addressed?

What were the associated risks at the local level and how were theses addressed?

Impact

What is the contribution of the project on women's economic status in target provinces?

What is the contribution of the project on women's access to justice in target provinces?

What is the contribution of the project in the line ministries in improving women's status?

In what way would have this project been less costly?

Coordination

To what extent the project adopted a coordinated and participatory approach in mainstreaming gender into policies and programmes?

To what extent the project used UNDP's internal expertise and adopted joint planning and programming with other UNDP projects?

To what extent the project was effective in coordinating its activities with UN agencies?

To what extent the project was effective in coordinating its activities with relevant development partners?

To what extent the project was effective in coordinating its activities with donors?

To what extent the project was effective in coordinating its activities with CSO/NGOs?

To what extent the project was effective in coordinating its activities with academic institution?

To what extent the gender cluster contributed to GEP-II planning and programming?

Sustainability

What is the level of capacity of stakeholders in each pillar to carry over the project results?

To what extent is GEP-II taking the necessary steps to transfer capacities and skills to MoWA?

To what extent is GEP-II taking the necessary steps to transfer capacities and skills to MoF?

To what extent is GEP-II taking the necessary steps to transfer capacities and skills to other institutional partners?

How did GEP-II's design, implementation strategy/ partnership, and governance foster national ownership and capacity development in each pillar?

To what extent was national ownership and capacity development fostered in each pillar?

What are the good practices of the GEP II project that others can learn from?

What are major areas for improvement?

Annex-3.4

Questionnaire for MoWA

Relevance

To what extent is MoWA engaged in the implementation of pillar-1, pillar-2 and pillar-3 of the GEP II project?

How effective is MoWA in preparing policy review and monitoring NAPWA?

To what extent are pillar-1, pillar-2 and pillar-3 of GEP II interventions implemented/ coordinated with appropriate and effective partnership and strategies?

What has been the nature and added value of these partnerships of the pillar-1, pillar-2 and pillar-3 of GEP II?

What factors contribute or influence GEP-II's ability to positively contribute to policy change from a gender perspective?

What factors contributed GEP-II's ability to positively contribute to women's economic empowerment

What factors contributed GEP-II's ability to positively contribute to access to justice and human rights?

How could have the project been more useful to you?

Impact

What is the contribution of the project on women's economic status in target provinces?

What is the contribution of the project on women's access to justice in target provinces?

What is the contribution of the project in the line ministries in improving women's status?

In what way would have this project been less costly?

Coordination

To what extent the project adopted a coordinated and participatory approach in mainstreaming gender into policies and programmes?

Sustainability

What is the level of capacity of stakeholders in each pillar to carry over the project results?

To what extent is GEP-II taking the necessary steps to transfer capacities and skills to MoWA?

How did GEP-II's design, implementation strategy/ partnership, and governance foster national ownership and capacity development in each pillar?

To what extent was national ownership and capacity development fostered in each pillar?

What are the good practices of the GEP II project that others can learn from?

What are major areas for improvement?

Annex-3.5

Questionnaire for MoF

Relevance

To what extent is MoF engaged in the implementation of pillar-1 of the project?

How effectively is MoF in gender responsive budgeting?

To what extent are pillar-1, pillar-2 and pillar-3 of GEP II interventions implemented/ coordinated with appropriate and effective partnership and strategies?

What has been the nature and added value of these partnerships of the pillar-1, pillar-2 and pillar-3 of GEP II?

What factors contribute or influence GEP-II's ability to positively contribute to policy change from a gender perspective?

In what ways this project could be more effective?

Efficiency

In what way would have this project been less costly?

Impact

What is the contribution of the project in the line ministries in improving women's status?

Coordination

To what extent the project adopted a coordinated and participatory approach in mainstreaming gender into policies and programmes?

Sustainability

To what extent is GEP-II taking the necessary steps to transfer capacities and skills to MoF?

What are major areas for improvement?

Annex-3.6

Questionnaire for UNDP Units

To what extent are pillar-1, pillar-2 and pillar-3 of GEP II interventions implemented/ coordinated with appropriate and effective partnership and strategies?

What has been the nature and added value of these partnerships of the pillar-1, pillar-2 and pillar-3 of GEP II?

What factors contribute or influence GEP-II's ability to positively contribute to policy change from a gender perspective?

What factors contributed GEP-II's ability to positively contribute to women's economic empowerment

Coordination

To what extent the project adopted a coordinated and participatory approach in mainstreaming gender into policies and programmes?

To what extent the project used UNDP's internal expertise and adopted joint planning and programming with other UNDP projects?

What are the good practices of the GEP II project that others can learn from?

What are major areas for improvement?

Annex-3.7

Questionnaire for UN Women

Relevance

To what extent are pillar-1, pillar-2 and pillar-3 of GEP II interventions implemented/ coordinated with appropriate and effective partnership and strategies?

What has been the nature and added value of these partnerships of the pillar-1, pillar-2 and pillar-3 of GEP II?

What factors contribute or influence GEP-II's ability to positively contribute to policy change from a gender perspective?

What factors contributed GEP-II's ability to positively contribute to access to justice and human rights?

In what ways this project could be more effective?

Efficiency

How could have the project been less costly?

How would the partnership be more effective?

Coordination

To what extent the project adopted a coordinated and participatory approach in mainstreaming gender into policies and programmes?

To what extent the project was effective in coordinating its activities with UN agencies?

What are the good practices of the GEP II project that others can learn from?

What are major areas for improvement?

Annex-3.8

Questionnaire for Beneficiary

Relevance

Have the interventions matched with the capacities and needs for the individuals of pillar-1, pillar-2 and pillar-3?

Are the selected beneficiaries vulnerable women of pillar-2 and pillar-3?

Effectiveness and Results

What has been the nature and added value of these partnerships of the pillar-1, pillar-2 and pillar-3 of GEP II?

What factors contributed GEP-II's ability to positively contribute to women's economic empowerment

What factors contributed GEP-II's ability to positively contribute to access to justice and human rights?

In what ways this project could be more useful to you?

Impact

What is the contribution of the project on women's economic status in target provinces?

What is the contribution of the project on women's access to justice in target provinces?

What is the contribution of the project in the line ministries in improving women's status?

Coordination

Sustainability

How can you carry over the project results that you have attained after the project phase out?

What support would you require to continue and expand what you have achieved?

What are your suggestions for future project that would be more valuable to you?

Annex-3.9

Questionnaire for MoHRA, MRRD, MAIL and other ministries

What factors contributed GEP-II's ability to positively contribute to women's economic empowerment

What factors contributed GEP-II's ability to positively contribute to access to justice and human rights?

In what ways this project could be more effective?

Sustainability

What is the level of capacity of stakeholders in each pillar to carry over the project results?

To what extent is GEP-II taking the necessary steps to transfer capacities and skills to other institutional partners?

How did GEP-II's design, implementation strategy/ partnership, and governance foster national ownership and capacity development in each pillar?

To what extent was national ownership and capacity development fostered in each pillar?

What are major areas for improvement?

Annex-3.10

Questionnaire for NGOs and KU

	Respondent
Coordination	
To what extent the project was effective in coordinating its activities with relevant development partners?	NGOs
To what extent the project was effective in coordinating its activities with CSO/NGOs?	CSOs/NGOs
To what extent is GEP-II taking the necessary steps to transfer capacities and skills to other institutional partners?	KU, NGOs
What are the good practices of the GEP II project that others can learn from?	NGO, KU
What are major areas for improvement?	KU, NGOs

Annex-3.11

Questionnaire for FAO

Relevance

What factors contributed GEP-II's ability to positively contribute to women's economic empowerment

In what ways this project could be more effective?

Efficiency

To what extent the project was effective in coordinating its activities with UN agencies?

Sustainability

Annex-3.12

Specific Questionnaire for Business Entrepreneur

What is the progress in BDS on the following areas?

1. Vision and objective setup for a business
2. Starting Point - feasibility Assessment of market in terms of demand, supply and potential
3. Development of business plan
4. Point of intervention – facilitate, regulate, develop products for and work more than one supplier.
5. Accesses to finance and possible subsidies – grants for short-period
6. Cash flow management system
7. Financial management system development – book keeping
8. Technical support and trainings.
9. Mentorship
10. Benefit cost analysis

Annex-3.13

Questionnaire for Donors

1. Rationale behind supporting GEPII through UNDP, why not through other agencies like UN Women?
2. To what extent are you satisfied with the quality of the periodic reports that you get from the project?
3. Have you made any field observation of the project implementation? If so, have you noticed any discrepancy between what is reported and what is reality in field?
4. How effective is donor coordination as the GEPII project is concerned? What are the areas for improving donor coordination that you think are practical?
5. In our observation, what are good practices that this project has generated which can be learnt by others as examples?
6. What are areas for further improving this project? You may think of project design, annual work plan preparation process, implementation, monitoring, etc.
7. In what way your support to this project would have been more effective in terms of producing better results that are useful to the primary stakeholders—the vulnerable women of Afghanistan?
8. How could this project be less costly without compromising the quality and results?
9. What would be your suggestions for sustaining/replicating the good results of this project?
10. Do you foresee any revision to the amount that you have committed to this project? If so, why?
11. What is your likelihood of supporting next phase of the project or similar project if it is built based on the good practices and lessons learnt from this project? In such a case, what changes would you like that in the forth-supporting project makes from the existing one?

Annex-4: Evaluation Matrix

Evaluation Question	Sub-question	Indicator	Method	Source of data	Data collection procedure
Relevance					
Is GEP's theory of change clearly articulated?	Is ToC clearly articulated	Separate ToC section in the document Schematic diagram	Desk study	ProDoc	Review of project document (ProDoc)
What specific methods and tools were used to assess the needs of the project beneficiaries? Have the interventions match the capacities needs for the institutions and individuals?	What methods and tools were used to assess the needs and capacity of the beneficiaries?	Methods and tools used for capacity and needs assessment of beneficiaries	Desk study and interview	ProDoc and interview notes	Review of ProDoc and interaction with key beneficiaries (KB)
	Have the interventions matched with the capacities and needs for the institutions?	Matching intervention with the capacities and needs for the institutions	Desk study and interview	ProDoc and interview notes	Review of ProDoc and interaction with KB
	Have the interventions matched with the capacities and needs for the individuals?	Matching intervention with the capacities and needs for the individual	Desk study and interview	ProDoc and interview notes	Review of ProDoc and interaction with KB
Is GEP-II selecting the right beneficiaries and participants in the training activities?	What process has GEP II used to select the beneficiaries and trainees?	Process used to select beneficiaries and trainees	Desk study and interview	ProDoc and interview notes	Review of ProDoc and interaction with KB
	Are the selected trainees appropriate?	Trainees' institution and position	Desk study and interview	ProDoc and interview notes	Review of ProDoc and interaction with KB
	Are the selected beneficiaries vulnerable women?	Proportion of vulnerable women in the total beneficiaries	Desk study and interview	ProDoc and interview notes	Review of ProDoc and interaction with KB
Is there a change needed in the project design or implementation strategy so that the desired objectives/results are achieved?	Is the revision in the project design or implementation strategy needed?	Expressed need by implementers and partners	Consultation	Consultation note	Interaction with implementers and partners
How well does GEP-II react to changing work environment and how well has the design able to adjust to changing external circumstances?	What are the changing environments?	Changing environment identified	Consultation	Consultation note	Interaction with implementers and partners
	How well does GEP-II react to changing work environment	Changes made to address changing environment	Desk study and Consultation	ProDoc, QPRs and Consultation note	Review of ProDoc, QPRs and Interaction with implementers and partners
	How well has the design able to adjust to changing external circumstances?	Flexibility of project design to adjust changing environment	Desk study and Consultation	ProDoc, QPRs and Consultation note	Review of ProDoc, QPRs and Interaction with implementers and partners
How did UNDP/GEP-II contribute towards, and	What are gender equality aspirations of the Government of	Listing and mapping of gender equality aspirations of the	Desk study and Consultation	ProDoc, QPRs and	Review of ProDoc, QPRs and Interaction

advance gender equality aspirations of the Government of Afghanistan; UNDAF outcomes; and CPAP outcomes?	Afghanistan; UNDAF outcomes; and CPAP outcomes?	Government of Afghanistan; UNDAF outcomes; and CPAP outcomes		Consultation note	with implementers and partners
	How did UNDP/GEP-II contribute towards, and advance gender equality aspirations of the Government of Afghanistan (GoA)	Identified GEP contribution to advance gender equality aspirations of the GoA	Desk study and Consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
	How did UNDP/GEP-II contribute towards, and advance gender equality aspirations of UNDAF outcomes?	Identified GEP contribution to advance gender equality aspirations of the UNDAF outcome	Desk study and Consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
	How did UNDP/GEP-II contribute towards, and advance gender equality aspirations of CPAP outcomes?	Identified GEP contribution to advance gender equality aspirations of the CPAP outcome	Desk study and Consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
How the project interventions are relevant to UNDP comparative advantage and how UNDP's comparative advantage contributed or not to the effectiveness?	How the project interventions are relevant to UNDP comparative advantage	Identified relationship between project interventions and UNDP's comparative advantages	Desk study and Consultation	ProDoc, QPRs and Consultation note	Review of ProDoc, QPRs and Interaction with project staff and implementer partners
	How UNDP's comparative advantage contributed or not to the effectiveness?	Identified relationship between UNDP's comparative advantages and project effectiveness	Desk study and Consultation	ProDoc, QPRs and Consultation note	Review of ProDoc, QPRs and Interaction with project staff and implementer partners
Effectiveness and Results					
To what extent is GEP successful in achieving the expected results?	What are the expected results?	List of expected results	Desk study	ProDoc	Review of ProDoc
	What are achievements of results?	Mapping achievements against the expectation	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
To what extent are target institutions (MoWA and MoF primarily) engaged in the implementation of the project?	To what extent is MoWA engaged in the implementation of the project?	Extent of MoWA engagement	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with MoWA and UNDP
	To what extent is MoF budget department engaged in the implementation of the project?	Extent of MoF engagement	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with MoF and UNDP
How effectively is GEP developing institutional capacity especially in preparing MoWA in policy review and monitoring NAPWA and MoF in gender responsive budgeting?	How effective is MoWA in preparing policy review and monitoring NAPWA	Number of policy reviewed Number of NAPWA monitoring done	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with MoWA
	How effectively is MoF in gender responsive budgeting?	Name list of ministries applying GRB framework	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with MoF

To what extent are GEP II interventions implemented/ coordinated with appropriate and effective partnership and strategies? What has been the nature and added value of these partnerships	To what extent are GEP II interventions implemented/ coordinated with appropriate and effective partnership and strategies?	Number of partnerships and strategies that GEP worked with Level of implementation and coordination	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
	What has been the nature and added value of these partnerships	Added value of the partnerships	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
What factors contribute or influence GEP-II's ability to positively contribute to policy change from a gender perspective, women's economic empowerment, and access to justice and human rights?	What factors contribute or influence GEP-II's ability to positively contribute to policy change from a gender perspective	Factors contributing to policy change	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
	What factors contributed GEP-II's ability to positively contribute to women's economic empowerment	Factors contributing to women's economic empowerment	Desk study, consultation and interview	QPRs and Consultation note and interview notes	Review of QPRs and Interaction with implementers and partners and beneficiaries
	What factors contributed GEP-II's ability to positively contribute to access to justice and human rights?	Factors contributing to access to justice and human rights	Desk study, consultation and interview	QPRs and Consultation note and interview notes	Review of QPRs and Interaction with implementers and partners and beneficiaries
Efficiency					
To what extent are funding, staff, and other resources used to achieving the expected results of the project?	To what extent are funding used to achieving the expected results of the project?	Fund spent as per output results	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
	To what extent are staff, used to achieving the expected results of the project?	Number of staff and strategy of mobilizing them	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
	To what extent are other resources used to achieving the expected results of the project?	Other than fund and staff resources used	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
Based on cost-benefit analysis what conclusions can be drawn regarding 'value for money' and cost related efficiencies or inefficiencies in implementing GEP-II?	What are the value for money generated by this project?	Value for money identified	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
	What are cost minimization strategies used by the project?	cost minimization strategies identified	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
Were there any unanticipated events,	What were the unanticipated events, opportunities that contributed to the	List of contributing factors	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with

opportunities or constraints contributed to or hindered the delivery of the interventions on timely manner?	delivery of the interventions on timely manner?.				implementers and partners
	What were the unanticipated events, constraints that hindered the delivery of the interventions on timely manner?	List of constraints List of hindrances	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
Have associated risks at the national and local level been anticipated and addressed?	What were the associated risks at the national level and how were theses addressed	List of national risks Description of how they were addressed	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
	What were the associated risks at the local level and how were theses addressed	List of local risks Description of how they were addressed	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
Potential impact					
What impact did the GEP-II project have on women's economic status in targeted provinces?	What is the contribution of the project on women's economic status in target provinces	Analysis of economic status of beneficiary women in target province	Desk study and consultation and interview	QPRs and Consultation note and interview notes	Review of QPRs and Interaction with implementers and partners and beneficiaries
What impact did the GEP-II project have on women's access to justice in targeted provinces?	What is the contribution of the project on women's access to justice in target provinces	Analysis of beneficiary women's access to justice in target province	Desk study and consultation and interview	QPRs and Consultation note and interview notes	Review of QPRs and Interaction with implementers and partners and beneficiaries
What impact did the GEP-II project have in the line ministries in improving women's status?	What is the contribution of the project in the line ministries in improving women's status	Analysis of women's status in line ministries	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
Coordination					
To what extent the project adopted a coordinated and participatory approach in mainstreaming gender into policies and programmes.	To what extent the project adopted a coordinated and participatory approach in mainstreaming gender into policies and programmes.	Extent of use of coordination approach Extent of use of participatory approach	Desk study and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementers and partners
To what extent the project used UNDP's internal expertise and adopted joint planning and programming with other UNDP projects?	To what extent the project used UNDP's internal expertise and adopted joint planning and programming with other UNDP projects?	Extent of use UNDP's internal expertise Extent of use of joint planning and programming with other UNDP projects	Desk review and consultation	QPRs and Consultation note	Review of QPRs and Interaction with UNDP Units
To what extent the project was effective in	To what extent the project was effective in	Level of coordination with UN agencies	Desk review and consultation	QPRs and Consultation note	Review of QPRs and

coordinating its activities with UN agencies, relevant development partners, donors, CSO, NGOs and academic institution?	coordinating its activities with UN agencies?				Interaction with UN Women
	To what extent the project was effective in coordinating its activities with relevant development partners?	Level of coordination with development partners	Desk review and consultation	QPRs and Consultation note	Review of QPRs and Interaction with development partners
	To what extent the project was effective in coordinating its activities with donors?	Level of coordination with donors	Desk review and consultation	QPRs and Consultation note	Review of QPRs and Interaction with donors
	To what extent the project was effective in coordinating its activities with CSO/NGOs?	Level of coordination with CSO/NGOs	Desk review and consultation	QPRs and Consultation note	Review of QPRs and Interaction with CSO/NGOs
	To what extent the project was effective in coordinating its activities with academic institution?	Level of coordination with academic institution	Desk review and consultation	QPRs and Consultation note	Review of QPRs and Interaction with academic institution
To what extent the gender cluster contributed to GEP-II planning and programming?	To what extent the gender cluster contributed to GEP-II planning and programming?	Contribution of gender cluster to GEP-II planning and programming	Desk review and consultation	QPRs and Consultation note	Review of QPRs and Interaction with academic institution
Sustainability					
To what extent are the capacity building activities under each of the pillars producing lasting results?	What is the level of capacity of stakeholders in each pillar to carry over the project results?	Capacity of MoWA to review policy, mainstream GRB Capacity of Provincial agencies to support for economic empowerment Capacity of LHC to continue services	Desk review and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementer and partners at national and sub-national level
To what extent is GEP-II taking the necessary steps to transfer capacities and skills to MoWA and MoF and other institutional partners?	To what extent is GEP-II taking the necessary steps to transfer capacities and skills to MoWA?	Steps taken by the project to transfer capacities to MoWA	Desk review and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementer and MoWA
	To what extent is GEP-II taking the necessary steps to transfer capacities and skills to MoF?	Steps taken by the project to transfer capacities to MoF	Desk review and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementer and MoF
	To what extent is GEP-II taking the necessary steps to transfer capacities and skills to other institutional partners?	Steps taken by the project to transfer capacities to other institutional partners	Desk review and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementer and other institutional partners

How, and to what extent did UNDP/GEP-II's design, implementation strategy/ partnership, and governance foster national ownership and capacity development?	How did UNDP/GEP-II's design, implementation strategy/ partnership, and governance foster national ownership and capacity development?	Process used to foster national ownership and capacity development	Desk review and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementer and other institutional partners
	To what extent was national ownership and capacity development fostered?	Extent of the project fostering national ownership and capacity development	Desk review and consultation	QPRs and Consultation note	Review of QPRs and Interaction with implementer and other institutional partners

Annex-5: List of Persons Interacted

Sr. No.	Name	Position	Organisation
1	Mr. Ali Zaki	BDS Director	ACCI
2	Ali Zaki	Director of BDS	ACCI
3	Moheb Arsalan	Director	AFAD
4	Chona R. Echavez	Deputy Director	AREU
5	Fahima Hashimi	Director	AWAPIO (running one of the LHCs)
6	Ms. Khadija Quds Akbar	Representative	AwEC
7	Leena Malikzai	Regional Coordinator	AWEC
8	Najibullah Habibi	Programme Officer	AWEC Herat
9	Monibulla	Coordinator	AWEC, Mazar
10	Ms. Sonia Aslami	Representative	AWN
11	Sayed Mujtaba	Researcher	CAPS
12	Hekmatullah Azamy	Research Analyst	CCPS
13	Sayed Muztaba Hashimy	Research Analyst	CCPS
14	Eidi Md Abdi	Head	Coop Department, Mazar
15	Abdul Wahid Assemy	DoHRA Director	DoHRA Herat
16	Mr. Hussaini	Public Relation Officer	DoHRA Herat
17	Mawlawi Jelani	Master Trainer	DoHRA, Mazar
18	Mawlawi Hanan	Master Trainer	DoHRA, Mazar
19	Ms. Jamshidi	DOWA Director	DOWA Herat
20	Shahla Hadeed	Director	DoWA, Mazar
21	Rabia Muradi	Acting Director	DoWA, Mazar
22	Miwise Sadaat	Development Officer	Embassy of Canada
23	Azzurra Chiarini		Embassy of Italy
24	Kang, Daesung	Counsellor (head of Development Unit)	Embassy of the Republic of Korea
25	Hayatullah Bayan	Sn Programme Officer	EPD
26	Mohammad Aqa	Asistant Country representative	FAO
27	Gulistan Ibadat	Economic Specialist	GEP
28	Ghulam Ishaq Hassan	Legal officer	GEP
29	Luce Agnes S. Bulosan	Monitoring and Evaluation Specialist	GEP
30	Idrees Aalimi	Gender & Justice Specialist	GEP
31	Cecilia Ncube	Project manager	GEP II
32	Eunice Madanhi	Operation Manager	GEP II
33	Jamila Iqbal	M&E Officer	GEP II
34	Farima Naderi	GSI Associate	GEP II
35	Zohal Malikzai	M&E Specialist	GEP II
36	Ahmad Rafi Rafat	Project Assistant	GEP II
37	Jawid Rahi	Finance Assistant	GEP II
38	Karima Surkhabi	Programme Associate	GEP II

39	Daud Sangarwal	Regional Coordinator	GEP II
40	Abdulla Azizi	Program Manager	GEP, Cross Practice, UNDP
41	Fresta Yama	Program Associate	GEP, Cross Practice, UNDP
42	Zainab Saleem	Program Assistant	GEP, Cross Practice, UNDP
43	Kamaluddin Amini	Regional Coordinator	GEP, Balkh
44	Mohammad Ashraf Parvez	Regional Coordinator	GEP, Bamyan
45	Waheedullah Lalzada	Project Officer	GEP, Helmand
46	Mohammad Daud Sangarwal	Regional Coordinator	GEP, Herat
47	Khisrao Shoar	Regional Coordinator	GEP, Nangarhar
48	Masoud Amer	Unit Head	Governance Unit, UNDP
49	Director	Director	DoWA Jalalabad
50	Beneficiaries	Beneficiaries of AFAD	Jalalabad
51	Beneficiaries	Beneficiaries AWEC	Jalalabad
52	Ma Gul	Beneficiaries	Jalalabad City
53	Samin	Beneficiaries	Jalalabad city
54	Zainab	Participant in FGD	Jewellery Makers
55	Nadia	Participant in FGD	Jewellery Makers
56	Shima	Participant in FGD	Jewellery Makers
57	Torpaika	Participant in FGD	Jewellery Makers
58	Shafiq	Participant in FGD	Jewellery Makers
59	Sonita	Participant in FGD	Jewellery Makers
60	Shafiq	Participant in FGD	Jewellery Makers
61	Shukria	Participant in FGD	Jewellery Makers
62	Banafsha	Participant in FGD	Jewellery Makers
63	Najiba	Participant in FGD	Jewellery Makers
64	Farzana	Participant in FGD	Jewellery Makers
65	Jamila	Participant in FGD	Jewellery Makers
66	Sadiqqa	Participant in FGD	Jewellery Makers
67	Sima Gul	Participant in FGD	Jewellery Makers
68	Afsana	Participant in FGD	Jewellery Makers
69	Parisa	Participant in FGD	Jewellery Makers
70	Mumtaz	Participant in FGD	Jewellery Makers
71	Sima Gula	Participant in FGD	Jewellery Makers
72	Afsana	Participant in FGD	Jewellery Makers
73	Setara	Participant in FGD	Jewellery Makers
74	Raihana Popalzai	Deputy Chancellor	Kabul University
75	Fouzia	Beneficiaries	Koz Kunar, Jalalabad
76	Jamila	Beneficiaries	Koz Kunar, Jalalabad
77	Nasira	Manager	LHC, Mazar
78	Javid Qaem	DG, Program and Policy	MAIL
79	Faiba	Gender Coordinator	MAIL
80	Mohammad Yar Sahibzada	Head of Cooperative Department	MAIL Herat
81	Naweed Miakhel	Project Associate	MAZAR-E-SHARIF

82	Abdul Hadi Arghand	Admin/ Finance Associate	MAZAR-E-SHARIF
83	Hukum Khan Habibi	Deputy Minister	MoEc
84	Mohammad Ismail Rahimi	DG, Policy, ANDS M&E	MoEc
85	Mohammad Adam Akbari	Budget Policy, Coordination and Reporting Unit managert	MoF
86	Aminullah Amini	Budget Policy, and Reporting Officer	MoF
87	Dr. Hamrah Khan	Gender Director	MoHE
88	Mr. Murtaza Hamid	Director	MoHRA
89	Sayed Mohammad Hashmi	Deputy Minister	MoJ
90	Mr. Hamra Khan	Head of Gender unit	MoPH
91	Fawzia Habibi	Deputy Minister	MoWA (Fianace and Admin)
92	Muzghan Mustafwai	Deputy Minister	MoWA (Technical)
93	Rahema Zarifi	Director	MoWA M&E Directorate & MoWA Plan and Policy unit
94	Tariq Esmati	Deputy Minister	MRRD
95	Diljan Farhat	Gender Focal Person	MRRD
96	Mr. Qudratullah Musazada	Specialist M&E unit	MRRD
97	Musazada	M&E Specialist	MRRD
98	Wajma Kazemi	Gender Officer	MRRD
99	Abdul Saboor	Audit and Financial Oversight Analyst	OCU, UNDP
100	Kamal ul din	President	Pushte Koh Mula Yasin Women Cooperative
101	Shakiba Shakib	PWDC Chair	PWDC, Mazar
102	Haseeb Homayoon	Director	QARA
103	Nazir Ahmad Shah	Sr. Program officer (governance)	Royal Danish Embassy
104	Mohammad Daad Serweri	National political Affairs Officer	Royal Danish Embassy
105	Dawn Del Rio	Unit Head	Rule of Law Unit, UNDP
106	Marije van Kempen	Coordinator	Rule of Law, UNDP
107	Nuha Abdelgadir	Research Management Specialist	SMSU, UNDP
108	Toorpekai	Beneficiaries	Sorkhrod, Jalalabad
109	Sharifa	Beneficiaries	Sorkhrod, Jalalabad
110	Sabar Gul	Beneficiaries	Sorkhrod, Jalalabad
111	Taj Bibi	Beneficiaries	Sorkhrod, Jalalabad
112	Nafas Gul	Beneficiaries	Sorkhrod, Jalalabad
113	Bibi Gul	Beneficiaries	Sorkhrod, Jalalabad
114	Nafisa Noorzai	Participant in FGD	SSPO Beneficiaries
115	Nazifa Shirzoi	Participant in FGD	SSPO Beneficiaries

116	Naima Jami	Participant in FGD	SSPO Beneficiaries
117	Setara Karimi	Participant in FGD	SSPO Beneficiaries
118	Shah Bibi Hakimi	Participant in FGD	SSPO Beneficiaries
119	Zahra Ismailzai	Participant in FGD	SSPO Beneficiaries
120	Nasrin Anbari	Participant in FGD	SSPO Beneficiaries
121	Marjan	Participant in FGD	SSPO Beneficiaries
122	Zainab Shafizada	Participant in FGD	SSPO Beneficiaries
123	Yalda Sharafzada	Participant in FGD	SSPO Beneficiaries
124	Mozhgan Rahmani	Participant in FGD	SSPO Beneficiaries
125	Malalai Qazizada	Participant in FGD	SSPO Beneficiaries
126	Manella Hakimi	Representative	SSSPO
127	Zahara	Coordinator	SSSPO, Mazar
128	Shoaib Timory	Unit Head	Sub-National Government Unit, UNDP
129	Mamunul Hoque Khan	Unit Head	Sustainable Development Unit, UNDP
130	Faisal	Admin/Finance Director	Towfiq Women Cooperative
131	Pamela Fatima Husain	DCRep	UN Women
132	Zainab	Provincial Coordinator	UN Women
133	Yuxue Xue	DCD	UNDP
134	Mr.Khesrow	Regional Coordinator	UNDP
135	Sagipa Djusaeva	Gender Specialist	UNDP
136	Suraya Noori	Idmat Handicraft Co	Owner of company

Annex 6: Formula for Calculation of Weightage Value of Physical Progress

Column 6 = (column 5/ column 6) * 100

Column 7 (Average % of activity result) = Average of column 6 of all indicators (column 3) under the related activity (column 2)

Column 8 (Activity budget% of the pillar) = % of budget allocated to the specific activity (column 2) under the related pillar of the project

Column 9 (Weighted Progress of activity result) = Column 7 * column 8

Overall Weighted Progress of Pillar = Summation of all weighted progress of activity result under the related pillar