

SUMMARY CASE STUDY REPORT

Joint Programme for Support to the Implementation of the National Strategy for Gender Equality and Domestic Violence



ADVANCING DEMOCRATIC GOVERNANCE IN ALBANIA



in partnership with



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The full evaluation report can be found at:
<http://gate.unwomen.org>

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Summary Case Study Report

**Joint Programme for Support
to the Implementation of the
National Strategy for Gender
Equality and Domestic Violence**

ADVANCING DEMOCRATIC GOVERNANCE IN ALBANIA



Acronyms

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSO	Civil Society Organization
DaO	Delivering As One
GBV	Gender-Based Violence
GEEW	Gender Equality and the Empowerment of Women
GWG	Gender Working Group
HRBAP	Human-Rights Based Approach to Programming
MDG	Millennium Development Goal
MDG-F	Millennium Development Goal Achievement Fund
MOLSAEO	Ministry of Labour, Social Affairs and Equal Opportunities
NGO	Non-Governmental Organization
NSDI	National Strategy for Development and Integration
NSGE-DV	National Strategy for Gender Equality and Domestic Violence
PoC	Programme of Cooperation
PSC	Programme Steering Committee
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
VAW	Violence Against Women

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1. INTRODUCTION AND BACKGROUND

Rationale/role within the evaluation

This summary report is based on a case study of the *United Nations' Joint Programme for Support to the Implementation of the National Strategy for Gender Equality and Domestic Violence (NSGE-DV) – Advancing Democratic Governance in Albania, 2008-2011*. It is one of five case studies¹ that form part of the global Joint Evaluation of Joint Gender Programmes in the United Nations System, which was launched in May 2012.² It is the only case study to take place in a Delivering As One (DaO) context.

The overall purpose of the joint evaluation is 'to provide evaluative information for the strategic direction and use of joint gender programmes within the United Nations system reform process and support future policy and guidance on their design, implementation, monitoring and evaluation for a more coordinated and effective United Nations system contribution to advance gender equality at the country level'.

The evaluation's unit of analysis is joint gender programmes operating at national level, established between 2006 and 2010, and which encompass a range of geographical and thematic areas. The study is explicitly not a full external evaluation of the Albania joint gender programme, for which a wholly different approach, design and methodology would be required. This report is the summary of a fuller version of the original case study, which was developed

for use by the evaluation team, country stakeholders and the evaluation's governance structures.

Case studies are intended to deepen the evaluation evidence base; to increase understanding of how joint gender programmes operate in different contexts including opportunities and barriers experienced; to learn what results were being generated how, why and through which pathways; and to channel this information into a form accessible to United Nations country teams, those who design future joint gender programmes, and those engaged in the ongoing case study joint gender programmes. The case study encompassed five overarching areas of enquiry centred on relevance; ownership; coherence, synergies and efficiency; accountability and sustainable results.

Method³

The case study applied a set of structured evaluative tools, which included an evaluation matrix, aligned with that for the global evaluation, a pre-defined set of 'models' of joint gender programmes and the indicative theory of change for the global study;⁴ stakeholder analysis and budget mapping tools;⁵ and a semi-structured interview guide.⁶ Findings were generated through systematic analysis of documentation supplemented by an initial round of telephone interviews; budgetary and financial analysis; a focus group with civil society organizations (CSOs); a seven-day field mission to Tirana from 12-16 November 2012 and subsequent telephone, skype and face-to-face interviews with interlocutors whom it had not been

1 The others are case studies of joint gender programmes in Kenya, Liberia, Nicaragua and the State of Palestine.

2 The evaluation was commissioned by the Millennium Development Goal Achievement Fund (MDG-F), the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), and the Governments of Norway and Spain.

3 See Annex 1 for the methodology description applied to the five case studies.

4 See Annexes to the Evaluation Synthesis report for these tools.

5 See Annexes 2 (Stakeholder analysis) and 3 (Budget analysis) respectively.

6 See Annex 4.

possible to meet whilst in-country.⁷ In total, 50 interlocutors⁸ were interviewed, including:

- 13 Partner United Nations agency representatives;
- 10 Government of Albania/municipal representatives/Members of Parliament;
- 19 civil society/implementing partner representatives; and
- 9 donor and other international representatives.

Validation of findings was conducted in Tirana with the heads of relevant United Nations agencies and through circulating the draft report to national stake

holders for comment. Limitations to the case study included the relatively short field time available; the absence of any final evaluation report for the programme, or detailed monitoring data/final financial analysis after 2010; and the unfeasibility of robust comparison with the four other joint programmes operating in Albania at the time, given differing thematic areas, timescales, sectors, activities, target areas and partnerships. Despite these caveats, the joint gender programme provided a useful contribution to the evaluation and a valuable case study from which others can learn.

7 Four telephone, two Skype and three face-to-face interviews were conducted subsequent to the field mission.

8 See Annex 5 for the list of people consulted.

2. OPERATIONAL AND POLICY CONTEXT FOR THE JOINT GENDER PROGRAMME

Political and socio-economic dimensions

At the time of joint gender programme design, Albania was a country in transition. The last 20 years of democratization follow 600 years of successive Turkish, Greek and Italian Occupation, and the period of isolation under the communist regime of Enver Hoxha. It is now a lower-middle-income ranking country in 2012,⁹ with indicators placing it in the category of 'high' human development countries as rated by the United Nations.¹⁰

Albania's only recent democratization and emergence from isolation mean that the country remains early in its process of state-building.¹¹ The development of its institutions and national policy frameworks, as well as its state-society relationships, are not yet fully mature and the country's stability is delicately balanced.¹² Much of the country's development planning – including its 2007-2013 National Development Strategy

– is geared to European Union accession. Accession criteria have not yet been satisfied, particularly those around good governance and social inclusion.¹³

The aid environment

Albania is far from aid-dependent, with net official development assistance (ODA) as a percentage of gross national income per capita ranging between 2.8 per cent and 3 per cent since 1998.¹⁴ Aid inflows have remained relatively constant, at around 3 per cent, since the late 1990s.¹⁵ Less significant than aid are geopolitical relationships, with the supremacy of European Union accession ambitions dominating national, donor and United Nations objectives in the country.¹⁶ A revision in 2009 of the Millennium Development Goals (MDGs) in the country resulted in a proactive and ambitious MDG agenda which focused, beyond

9 World Bank Country Income Classifications 2012 <http://data.worldbank.org/country/albania?display=default>, accessed 7 December 2012.

10 Albania occupied 70th position out of 187 countries in 2011 in the United Nations Human Development Index (HDI) rankings, with an HDI of 0.804.

11 Defined as 'purposeful action to develop the capacity, institutions and legitimacy of the state in relation to an effective political process for negotiating the mutual demands between state and societal groups'. Concepts and Dilemmas of Statebuilding in Fragile Situations; From Fragility to Resilience (Organisation for Economic Co-operation and Development [OECD] Development Assistance Committee [DAC], 2009).

12 See <http://www.crisisgroup.org/en/regions/europe/balkans/albania/op-eds/the-dangers-of-albanias-disputed-election.aspx>, accessed 10 December 2012.

13 Country-led Evaluation – Delivering As One Albania (2010). The enactment of the Stabilization and Association Agreement (SAA) between Albania and the European Union in April 2009 provides a framework of mutual commitments on a wide range of political, trade and economic issues. See also European Union Progress Reports for Albania (2009-2012).

14 <http://data.worldbank.org/indicator/DT.ODA.ODAT.GN.ZS>, accessed 14 February 2013.

15 Ibid.

16 Though the country-led evaluation of DaO in Albania points out that 'one could argue that "European Union accession" implicates on Albania's development but its purpose is approximation (of Albania to the European Union's legal system) and not "(sustainable human) development" of the welfare of the people of Albania per se. Whether the European Union accession process can be turned into a benefit for sustainable and equitable human development in Albania depends on how Albania manages the process, and for this purpose the Government seems to see value in the support and advice of the United Nations'. Op. cit. 13. P. 87.

economic growth, on governance and equity reforms, all geared to European Union accession.¹⁷ Albania was also the first country in the world to develop sub-national MDG goals and targets.

Gender

Albania's gender inequality index (GII) was 0.545 in 2012, ranking the country 61 out of 135 countries globally.¹⁸ Key gender issues include:

- Women's economic participation, which remains low, with just 55 per cent of women active in the labour market in 2011, compared to 76 per cent of men.¹⁹
- Access to education – Just 33 per cent of those enrolled in secondary professional education are women.
- Gender-based violence (GBV), which remains a widespread problem in families and communities throughout the country.²⁰
- Political participation – Despite the 2008 introduction of a quota of 30 per cent for women in Parliamentary and municipal elections, this remained at 16.4 per cent in 2009.²¹

The women's movement in Albania has gained strength since the advent of democracy, experiencing a gradual growth towards maturity and creating networks of cooperation among individual organizations. Yet challenges remain. A major constraint is declining funding, as donors gradually withdraw in the transition to middle-income status and as European Union accession grows closer.

Albania does, however, present a relatively conducive and enabling environment for gender equality and women's empowerment. Normative and policy frameworks have been strengthened in recent years, with the Convention on the Elimination of All Forms

of Discrimination against Women (CEDAW) ratified in 1993 and the Optional Protocol on Violence against Women ratified in 2004. The European Convention on Human Rights was ratified in 1996. Legal reforms have included the 2004 National Law on Gender Equality in Society, revised in December 2008, and a new Anti-Discrimination law in 2010. In 2011, a new National Strategy on Gender Equality and the Prevention of Domestic Violence (NSGE-DV) (2011-2015) was adopted, following work by the joint gender programme under review. To support the institutionalization of gender issues, and with the path to European Union accession clearly in view,²² UN Women²³ were formally invited into the country in 2007.

The main institutional mechanism tasked with the implementation of these changes is the Ministry of Labour, Social Affairs and Equal Opportunities (MOLSAEO), who also chair the Gender Equality Council, Albania's highest inter-ministerial coordinating and policy body. MOLSAEO – who are the main partner in the joint gender programme – lacks resources of its own for implementation of the NSGE-DV.

The United Nations system in Albania is marked by being one of the original eight pilot countries for the DaO initiative which began in 2007. Fourteen agencies,

17 Ibid.

18 <http://hdr.undp.org/en/statistics/gii/>, accessed 12 January 2012.

19 UNDP (2011). *Human Development Report, Albania*.

20 Half of Albanian women reporting that they have suffered some form of abuse in 2008, with at least 31 per cent reporting physical and 13 per cent sexual abuse. See <http://genderindex.org/country/albania>, accessed 8 December 2012.

21 <http://www.un.org.al/subindex.php?faq=news&newsid=217>

22 The 2009 European Union Progress Report for Albania found that 'the implementation of the existing legal framework and policies [for gender equality and women's empowerment] is insufficient'. Albania 2009 Progress Report, European Union, Brussels, 2009. p12.

23 UN Women was created by General Assembly resolution 64/289 in 2010 and became operational in 2011. It is a new organization that combines and expands the mandate of its four predecessor entities (the Division for the Advancement of Women [DAW] the International Research and Training Institute for the Advancement of Women [INSTRAW], the Office of the Special Adviser on Gender Issues and Advancement of Women [OSAGI] and the United Nations Development Fund for Women [UNIFEM]). UNIFEM was the predecessor entity engaged in this joint gender programme prior to 2011.

funds and programmes²⁴ participated in the pilot, whose aim was to ‘enhance development results and impact in support of national priorities including the country’s European Union accession goals’.²⁵

The DaO pilot programme framework aligned and supported Albania’s development and European Union integration goals as per the policy framework of the country, the Stabilization and Association Agreement Action Plan, the National Strategy for Development and Integration (NSDI), and its sector and cross-cutting strategies. It built on the previous United Nations Development Assistance Framework (UNDAF) (2006–2010) – which was only signed by four United Nations agencies - as well as prior partner agency commitments and agreements. United Nations development assistance was focused on five priority areas, also known as the outcome areas or pillars. These were:

- More transparent and accountable governance;
- Greater participation in public policy and decision-making;
- Increased and more equitable access to quality basic services;
- Regional development to reduce regional disparities; and
- Environmentally sustainable development.

Gender and capacity development were cross-cutting principles in the programme.

The DaO programme was costed through the One UN Fund for a total delivery of \$75.8 million²⁶ for 2007-2010, and subsequently extended with an overall funding envelope of \$99.6 million until 2011. The

joint gender programme was funded through this mechanism.

Currently, 19 United Nations agencies are present in Albania²⁷ and have signed up to the new Programme of Cooperation (PoC) 2012-2016, which supersedes the first One United Nations programme. The PoC’s priority areas also reflect European Union accession and the state-building agenda, with four priority areas of governance and the rule of law; economy and environment; regional and local development; and inclusive social policy. The PoC is comprehensively gender-mainstreamed. To support implementation, the UN Coherence Fund will apply performance-based criteria for resource allocation.²⁸

Other United Nations Joint Programmes

In addition to the joint gender programme, the United Nations country team benefitted from four other joint programmes in the country during the period under review, which were all funded through the Government of Spain’s MDG-F. The thematic areas of these were: economic governance, regulatory reform and pro-poor development (\$2.2 million, 2010-2012); reducing malnutrition in children (started 2012: \$4 million); youth employment and migration (2009-2012, \$3.3 million) and culture and heritage for social and economic development (2009-2011, \$3.26 million). Annex 6 provides more detail on these programmes. They did not, as stated, provide robust comparator data for the joint gender programme, but they did enable some limited comparison to take place.

²⁴ Resident agencies included: UN Women, UNDP, UNFPA, the Office of the United Nations High Commissioner for Refugees (UNHCR), UNICEF, United Nations Volunteers (UNV) and the World Health Organization (WHO). Six non-resident agencies included the Food and Agricultural Organization (FAO), the International Fund for Agricultural Development (IFAD), the International Labour Organization (ILO), the United Nations Environment Programme (UNEP), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Industrial Development Organization (UNIDO).

²⁵ Op. cit. 13.

²⁶ Unless otherwise stated, currency refers to United States dollars.

²⁷ For the full list of 19 United Nations agencies signed up to the PoC in Albania, see <http://www.un.org.al/subindex.php?faq=details&id=3&mnu=7>.

²⁸ See <http://www.un.org.al/subindex.php?faq=details&id=3&mnu=7> for more information on the PoC.

3. PROGRAMME DESCRIPTION

Rationale

The Joint Programme for Support to the Implementation of NSGE-DV – Advancing Democratic Governance in Albania was the first joint programme designed in Albania under the DaO initiative. Its rationale was a joint, collaborative and coordinated response to support the implementation of the NSGE-DV and, by extension, to support the process of European Union integration, given the NSGE-DV's heavy rooting in accession criteria on human rights.²⁹ The programme also provided an opportunity for the United Nations to demonstrate programmatic implementation of the DaO approach on the ground, and if not to spearhead, to at least inform, the DaO pilot model.

At the time that joint programmes within the DaO process were being considered, UN Women were also invited into the country. UN Women was supportive of joint programmes and willing to invest in them as part of an intensified United Nations response to gender equality and the empowerment of women (GEEW) in the country. The entity was well placed to leverage national commitment, under the key driver of European Union accession criteria, and reflected in a nationally-owned but under-resourced strategic plan for GEEW. It also had the technical capacity and experience to generate a cross-cutting joint programme which could endorse, support and progress the national agenda for GEEW.

In being the first joint programme funded through the Coherence Fund, and with high profile agencies and partners on board, the joint gender programme came to be seen as a flagship joint programme for Albania, not only by the United Nations but also for its national partners.³⁰

Implementation and timeline

The joint gender programme was conceived at a fortuitous time. United Nations reform was underway; the United Nations system in the country was embarking on a DaO pilot; the newly-formed UN Women had been invited into the country; and the Government of Albania had commenced implementation of its national planning framework geared to European Union accession and supported by a specific national plan for Gender Equality and tackling Domestic Violence. The international community was aligning behind the NSDI, and also behind United Nations reform.

Critically, the joint gender programme emerged from an initially failed funding submission to the MDG-F programme. Following its rejection, an intensive re-design process took place and implementation finally began in 2008. The main period of activity was from 2009-2011. The programme closed at the end of 2012, having been granted a six-month no-cost extension to align with the One UN cycle and to allow implementation to be completed. Following completion, the joint gender programme has been succeeded by gender mainstreaming across the PoC 2012-16. The timeline in Annex 7 sets out specific events and milestones.

Budget

The programme had a total approved budget of \$3.86 million, sourced from the One UN Coherence Fund in the country. In effect, therefore, it operated via a pooled funding modality.³¹ The joint gender programme represented 5.5 per cent of the total One UN programme and 27 per cent of the total One UN Coherence Fund allocation to the One UN programme,³² making it a programme of considerable significance to the United Nations system in the country.

29 See European Union accession reports for 2009 to 2012.

30 Op. cit. 13..

31 For further information on funding modalities under joint programmes see <http://mptf.undp.org/overview/funds/jp>.

32 Mid-term evaluation, 2009.

Partner agencies

The partner United Nations agencies involved in the programme were UN Women, designated as programme facilitator, UNDP, UNICEF and UNFPA. Its four

main outcomes, lead agencies and main activity areas were as follows:

Table 1: Outcome areas, lead agencies and activities

Outcome areas	Lead agencies	Activities
1. National Government has capacity to more effectively monitor and implement the NSGE-DV.	UNDP and UN Women	Development of the legal framework for GEEW. Capacity development of the mechanisms responsible for gender equality in the country. Improving the national monitoring capacity for GEEW.
2. Improved public sector response to women's needs and priorities at the local level.	Overall lead: UNDP; Regional leads: UNDP/ UNICEF	Developing a coordinated local-level response to combat violence against women (VAW). Gender-Responsive Budgeting pilots.
3. Women participating in the accountability processes which impact the advancement of gender equality.	UN Women	Improving the capacity and coordination of non-governmental organizations (NGOs) on women's political participation at national and local level. Supporting women's political participation through revisions to the Electoral Code and amendments to the Gender Equality Law and through support to women candidates.
4. Improved coordination of external support to government and civil society in advancing gender equality.	UN Women	Increasing coordination within the United Nations country team on GEEW through capacity development and coordinated work planning. Dialoguing with government and international partners on GEEW.

Key national partners included the MOLSAEO (lead partner); the Ministries of Health and Education; local government authorities in the priority target regions of Kukes, Shkoder, Elbasan, Lezhe, Korca, Durres, and Tirana; the National Institute for Statistics (INSTAT); the Parliamentary Sub-Committee on Equal Opportunities and Juvenile Issues; the state police; the School of Magistrates; the media and a wide range of civil society organizations (CSOs).

Management and coordination structures were as follows:

- The Programme Steering Committee provided oversight and strategic direction. Membership comprised representatives from the United Nations Resident Coordinator's Office, the four participating United Nations agencies, two representatives from MOLSAEO, including the Directorate for Equal Opportunities, a representative from the Council of Ministers' Department for Strategy and Donor

Coordination and three ex-officio members from civil society;

- The United Nations Gender Working Group (GWG), comprised of United Nations agency representatives, led on implementation and monitoring on a day to day basis;
- UN Women was the coordinating agency for the programme, providing a dedicated joint programme coordinator;
- The United Nations country team had overall responsibility for ensuring the accountability and harmonization of the joint gender programme, with the Resident Coordinator taking ultimate responsibility; and
- UNDP acted as the administrative agent for the joint gender programme, although each participating agency assumed programmatic and financial responsibility for the funds disbursed to it by UNDP.

4. THEORY OF CHANGE

Conceptual model

No separate theory of change exists for the joint gender programme, although an implicit logic for how change was intended to happen is present within the programme document. This identifies the overall goal of the joint gender programme as ‘to support the coordinated implementation of Albania’s National Strategy for Gender Equality and Domestic Violence (2007-2010)’. It identifies four joint gender programme outcomes and nine outputs intended to support the achievement of this objective.

The model overleaf was developed by the case study team, based on the evidence arising from this study. It was developed ex post, once all the evidence gathered by the study had been analysed. Accordingly, it constitutes an analytical output of the study, rather than an ex ante framework for analysis. The analysis in the ‘findings’ section below has applied the evaluation matrix for the study, rather than the theory of change presented here.

The developed theory of change however sets out the strategies and features of this particular joint gender programme and the pathways from these towards the process-level changes created (in the ways the United Nations and partners work on the issue of GEEW in Albania), and the interim results generated on the trajectory towards objectives. It attempts to make explicit what is currently implicit in the design and implementation experience of the joint gender programme in Albania.

The crux of the theory of change for the joint gender programme in Albania was that improved development results for GEEW and human rights – the conditions which are a step on the journey towards European Union accession - could be achieved through coordinated United Nations support to the NSGE-DV. This in turn rested on: the building of national capacities (duty bearers and rights holders) to address GEEW issues including domestic violence; the creation of a joined-up and committed

national partnership focused on removing barriers and maximizing efficiency and effectiveness of activity; improving national systems, structures, processes and accountability for GEEW as part of state-building; increasing the political and economic participation for women; and by improving United Nations agencies’ influence and reach in supporting national priorities and needs.

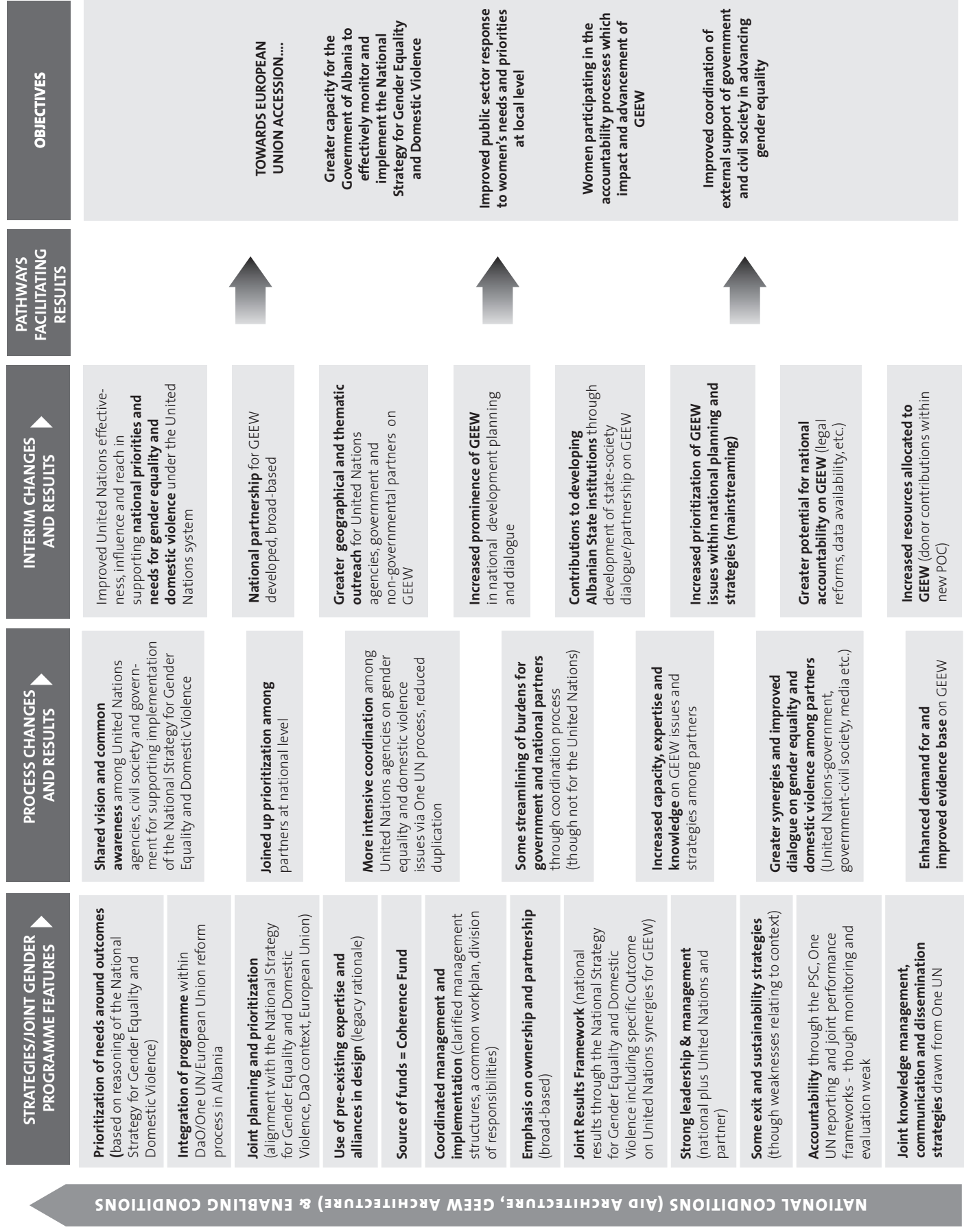
Assumptions

The joint gender programme also contained some assumptions underlying its design. These were few, and did not impede implementation or the achievement of results, but they did transpire to be flawed in some cases, as the analysis presented here indicates. As follows:

1. Common modalities for supporting programme implementation existed within United Nations agencies, or could be developed;
2. Headquarter approaches would not affect programme implementation at national level;
3. Coherent policy messages from the United Nations on GEEW would automatically follow from joint implementation;
4. Partnering with CSOs in relation to target populations provides for sufficiently broad representation of rights holders; and
5. The inclusion of the main Ministry partner, MOLSAEO, in design and implementation would automatically result in strong national ownership.

These assumptions related to the programme theory are further unpacked in the findings and conclusions that follow.

Figure 1: Theory of Change



5. KEY FINDINGS

a) Relevance

This section of the case study discusses the relevance of the joint gender programme's design to national gender needs and priorities, and to the capacities of the operating context.

The joint gender programme is explicit on the key normative frameworks which underlie its design, including CEDAW and related protocols and the Beijing Platform for Action, as well as the MDGs. Its objectives and strategies are geared towards the realization of these normative frameworks in broad terms. The key issues it sought to address – political participation of women; building the capacity of national machinery for gender; enhancing national accountability for gender; and addressing violence against women – reflect its alignment with them.

Alignment with national gender needs

The programme was aligned with, and responded to, national needs and commitments in a number of ways:

- Support to European Union accession through support to the NSGE-DV, which responds to social inclusion accession criteria;
- Support to the European Commission's Roadmap for Equality between women and men for the period 2006-2010, endorsed by the Government of Albania;
- Support to the coordinated implementation of the NSGE-DV, through the implementation of four of the eight objectives of the NSDI; and
- Support to the national partnership to address gender equality and domestic violence issues, including a focus on developing the policy framework and institutional capacity.

However, the design was not explicit on its intentions to contribute towards the wider state-building aims in Albania articulated within the NSDI, although many of the elements of this – supporting the development of policy frameworks and building-up state structures,

developing implementation capacity and building on political will - are prominent in the design.

In terms of alignment with national gender priorities, both the first and second iterations of the NSGE-DV, towards which the joint gender programme's design was geared, were based on a comprehensive analytical process. The second iteration (2007-2010) in particular, whose development was supported as part of the joint gender programme, contains a detailed situation analysis of women in different regions of the country along a wide range of dimensions, including poverty, economic inclusion, health, education and empowerment, and a detailed analysis of the legal framework. Other analyses were also commissioned as part of programme implementation.³³

To further support the prioritization of gender needs, NSGE-DV was itself also developed through a participatory approach, including engagement from civil society in Albania. The 2010/2011 revision of the strategy, which the programme supported, was also conducted consensually, with CSOs actively participating according to stakeholders in Tirana (though the case study encountered some questions over the representativeness of these).

The joint gender programme design was itself based on a highly consultative approach. Whilst the first design process – which resulted in the fortuitously rejected MDG-F proposal – had been relatively rapid and light-touch, the second process was more intensive, extended and substantive. It responded to the high levels of demand for the joint gender programme by inviting partners at national, regional and municipal level to participate in design, with civil society playing

³³ These include: a human rights analysis in the second year of implementation, and a full analysis of the legislative framework for GEEW as part of supporting its reform. Other work included a study on the situation of women leaders at the local level, an analysis of the unpaid care work of women and an analysis of the monitoring and implementation of the gender quota and women's participation in elections, funded by the joint gender programme and produced by NGO partners.

a particularly active role. Such intensive partnership working during design enabled a solid approach to ensuring relevance, providing the main mechanism for identifying and prioritizing national needs, and ensuring that programme design was fully grounded in nationally-articulated priorities, including those of the women's movement in Albania.

More broadly, this inclusive approach allowed for the seeds of a national partnership for GEEW to be sown, involving civil society partners and a range of other key actors in the country.

In terms of areas targeted, the programme was designed for implementation at the national level, but for activity in the areas of gender-responsive budgeting and combating VAW, the regions of Kukes, Shkoder, Elbasan, Lezhe, Korca, Durres, and Tirana were prioritized. The rationale for selection was legitimate, based on a combination of: priority areas requested by government partners in the light of the extensive data available from the analytical process underlying the development of the NSGE-DV; areas where participating agencies had an existing presence; and areas where prior good governance interventions had been carried out.

Operational relevance was further secured through the concurrence between the joint gender programme design process and the implementation of the One UN programme in Albania. The latter provided the joint gender programme with the benefit of analysis leading up to DaO implementation which included ministerial capacity assessments, including of MOLSAEO. The NSGE-DV itself was also based on a detailed joint study of the situation in 12 municipalities across the country by governmental institutions, civil society, and gender and domestic violence experts, which included a focus on capacity constraints.

The application of these assessments are clearly reflected within the programme document, with strategies designed to address weaknesses and gaps. Their availability meant that the programme had the advantage of setting out with a clear-sighted view of the capacity levels and limitations of its main national partner, although wider issues in the sense of the capacity of the State to build a dialogue and relationship with its citizens around GEEW issues, and of the

programme to support the building of this contract, were not explicitly undertaken.

The extended design process also allowed for the mapping of comparative advantage of United Nations partner agencies involved, and aligning this to envisaged delivery roles. All partner agencies involved were already active in gender and/or inclusion issues in Albania; had experience of working at national and municipal level on gender issues; and had relationships with key government and civil society interlocutors in the field. The design process invested in a mapping of skills, capacities, geographical experience, resources and partnerships of each agency, with the resulting knowledge base of experience and expertise applied to ensure the appropriate tailoring of programme strategies and allocation of activity areas. It also allowed for a more focused programme model than had been envisaged under the original MDG-F submission — something not shared by other joint programmes in the country.³⁴

The extended design phase also allowed for a growing realization of what the joint programme model would imply for day-to-day working or business practices. Consequently, at implementation stage, agencies already possessed an awareness — worked out through design discussions — of the implications for their day-to-day working.

One area lacking sustained attention was however risk identification and mitigation. The joint gender programme's programme document contains a brief and very limited risk assessment. The five key risks identified are largely technical/instrumental in nature,³⁵ though United Nations agency coordination is cited as the first risk. Mitigation strategies are weak. Those for risk v) on potentially limited civil society

34 For example, the final evaluations of the Culture and Heritage programme in Albania and the Economic Governance, Regulatory Reform and Pro-Poor Development programme both found the designs to be overambitious compared to time frame and resources.

35 Risks identified are: i) United Nations agency coordination; ii) a lack of resources and technical expertise; iii) a lack of 'sound, relevant and sustainable' initiative planning; iv) a lack of government commitment; and v) constrained involvement from civil society due to weak capacity or government interference.

involvement, for example, state vaguely that ‘the programme will provide technical and financial support to civil society organizations’ and ‘policy dialogue’.

Wider risks relating to the broader issues of the political climate in Albania, state stability and vulnerability to conflict and political economy issues also went unassessed. This had later effects on implementation — for instance, a risk analysis associated with the forthcoming 2009 elections was not conducted. In the event, these were contested, causing paralysis within national systems for a period and resulting in implementation delays.

Similarly, risks associated with the limited experience of United Nations agencies in joint approaches plus the potential complexities of different operating procedures are also not included within the analysis. Yet these could well have proven significant hurdles to successful implementation.

In terms of the integration of human rights, the joint gender programme undertook a Human Rights Review in 2009, which confirmed the programme design’s adherence to the human rights-based approach to programming (HRBAP).³⁶ This was reconfirmed by the mid-term evaluation, which also pointed out that the programme covers many of the issues raised most recently by the CEDAW Committee.

The integration of a human rights-based approach within the joint gender programme was supported by the provision of a Human Rights Advisor by the Office of the High Commissioner for Human Rights (OHCHR) to the DaO process, to facilitate the One UN’s normative focus, particularly with regard to social inclusion.³⁷ This provides a good example of coherence broadening out beyond the joint gender programme to the wider United Nations system, facilitated by DaO.

The programme document is explicit in its addressing of a HRBAP in the joint gender programme; and the Human Rights Review and the mid-term evaluation both confirm that the programme addressed and responded to the needs of the particular rights holders

it targeted. The mid-term evaluation concludes that ‘the JPG’s conception is firmly based in a women’s human rights perspective, particularly focusing on the rights to freedom from violence and to participate in decision-making which affects their lives’.

The case study confirms these findings, with the design integrating a range of measures to address the HRBAP, and specifically the priorities of rights holders. These include mutual accountability; the inclusion of national stakeholders in joint planning; a focus on building the capacity of rights holders; political inclusion for women and access to justice; and supporting awareness raising and advocacy on domestic violence. Capacity development strategies for rights holders were well-developed, with the beneficiaries of the joint gender programme being both duty bearers - government officials at national and local level, and service providers – and rights holders - either CSOs working on gender issues or who conduct advocacy work, as well as women and girls themselves, e.g. through the direct outreach on political participation and gender budgeting. The weight of capacity development support is balanced between duty bearers and rights holders across the three substantive outcome areas.

Overall, therefore, the joint gender programme’s relevance was shaped by two main factors. Firstly, a set of conducive circumstances in Albania at the time, with gender and inclusion constituting major national priorities and strong external and internal drivers for reform. Secondly, the extended and intensive design phase. This adopted a commendably participatory and responsive approach, identifying the GEEW priorities and needs of rights holders in the country, as well as supporting duty bearers to fulfil their obligations. It also ensured that the programme’s relevance was not only substantive, in terms of responding to gender priorities and needs, but also operational, in being commensurate with national and United Nations capacities at the time. The extended design phase also allowed for the implications of the joint programme model to be discussed, meaning that partners entered implementation with a clear line of sight towards, and preparations underway for, changed ways of working.

³⁶ United Nations Country Team (2009). Human Rights Review of the Joint Programme on Gender Equality, Draft for Discussion. 17 November 2009.

³⁷ Op. cit. 13.

b) Ownership

The principle of ownership adopted in the global evaluation, and therefore this case study, is a broad-based one, encompassing citizens as well as government. It incorporates national-level leadership and support from development partners to strengthen capacity to deliver this.³⁸ It is accordingly embedded in the theory of change above. Building and sustaining ownership for gender results has proven to be a particular challenge for nations and for agencies and one to which a joint gender programme might be expected to pay particular attention.³⁹ In its ratification of the CEDAW and Beijing Platform for Action normative frameworks, and particularly in its drive towards European Union accession, Albania has a strong rationale for the ownership of the programme.

Ownership as a development effectiveness principle is broad-based,⁴⁰ and a mainly internal dynamic arising from domestic political drivers and incentives, bound up in localized political economy features. In Albania, many of the key conditions and incentives for ownership of a joint gender programme were present, including key policy frameworks (the NSDI and NSGE-DV); political drivers (European Union accession and DaO); partnerships (those related to DaO and those surrounding gender in Albania); and high level political traction and championship.

Understanding of ownership

The design documentation for the joint gender programme does not set out a clear understanding or definition of ownership within the joint gender programme beyond a broad reference that one of the programme's main approaches will be 'the institutionalization and national ownership of technical support in the area of gender equality'.⁴¹ There is no definition of how the term is interpreted in the con-

text of Albania's democratization and state-building processes. The documentation contains a strong underlying assumption that the 'involvement' of MOLSAEO in programme structures and the design process constitutes ownership by default.

That said, the programme design does contain a range of strategies for ownership, all of which were subsequently taken forward into implementation. Firstly, the joint gender programme formed a major part of NSGE-DV implementation – indeed the second iteration of the NSGE-DV, issued in 2011 following a change of government, was developed as part of the joint gender programme. The joint gender programme was therefore fully integrated into the national effort on GEEW.

Ownership was also enhanced by the joint gender programme's integration into national reports against MDG targets. The 2010 report for example, referenced many of the activity areas and results of the joint gender programme, such as the achievements in political participation, reforms to the legislative framework and work on domestic violence.⁴²

To embed ownership in national structures, gender focal points, after some delays, were placed in line ministries as a result of the programme, although concerns persisted about both the capacity of this personnel, and the commitment of Ministries to work with them. Three new staff were however, at the time of the case study being conducted, being recruited as civil servants in Department of Legal Opportunities and Domestic Violence as part of a Ministry restructuring. These salaries were new and will be paid by Government after Year One, representing a financial commitment on the Government's part.

A further means of securing ownership was the coordination and decision-making structures of the programme, which were designed to bring the voice of national stakeholders to the table. The Programme Steering Committee's (PSC) membership, as set out above, included national representatives, including those from civil society. MOLSAEO took a strong lead in the programme, assuming the responsibility for engaging with and coordinating the roles of the different national-level policy makers, line ministries and agencies and the different levels of local government.

38 Derived from the Paris Declaration Aid Effectiveness Principle - <http://www.oecd.org/development/aideffectiveness/34428351.pdf>

39 Supported by numerous evaluations and syntheses, such as African Development Bank (2011) Mainstreaming gender equality: A road to results of a road to nowhere? An evaluation synthesis and Wood, B; Betts, J; Etta, F; Gayfer, J; Kabell, D; Ngwira, N; Sagasti, F; Samaranayake, M. The Evaluation of the Paris Declaration, Final Report, Copenhagen (May 2011)

40 <http://www.aideffectiveness.org/The-Paris-Principles-Ownership.html>

41 Programme design document (p.8).

42 Annual reporting against the NSDI was however only available up to 2009, and there is no mention of the joint gender programme within it.

Participation by both government and civil society in the PSC was widely considered successful, with minutes from PSC meetings showing that national partners had a strong voice in decisions. Resource allocation decisions at implementation stage were made by the PSC, which as stated, did involve national voices, enabling them to influence prioritization. Municipal authorities in particular voiced satisfaction with the role that they were able to play in deciding on resource allocation locally. Civil society participants also universally expressed satisfaction with the scope for participation provided by the PSC (though they commented also on the variance between the partner agencies involved in the programme, with UN Women consistently cited as the most open to treating CSOs as strategic partners rather than as 'sub-contractors').

The programme also allocated significant levels of resources to national partners, rather than retaining delivery in the hands of the United Nations. Examples include allocations to MOLSAEO under Outcome 1, to municipalities for gender-budgeting pilots within Outcome 2, and to the work with youth parliaments under Outcome 3, with a relatively small proportion allocated to direct agency implementation.

United Nations procedures have, however, also played a role in constraining national stakeholder input to decision-making and consequently undermined ownership. For example, government stakeholders indicated their preference to play a larger role in decision-making regarding the selection of CSOs which were engaged in the programme. Unfortunately, this contradicts UNDP and UN Women procurement regulations, by which government counterparts are only allowed to be 'observers' but could not select CSO partners.⁴³ This aims to secure independence of selection, and reduce the possibility of CSOs who are only aligned with Government priorities being involved in implementation, but does locate the power of partner selection fully in the hands of the United Nations. A mitigating effort was made in that the Gender Working Group provided MOLSAEO with a short list of national partners for information, but this did not sufficiently satisfy government stakeholders, who felt that their own ownership of implementation was being undermined.⁴⁴

43 The programme document is explicit that for any activity over a ceiling of \$30,000, partner selection rests with the United Nations.

44 Interviews and mid-term evaluation.

Ownership of the programme was therefore very strong at a strategic level. However, some barriers to ownership remained at operational level. This mainly related to national capacity constraints, including staffing and, in particular, partner Ministry budgetary concerns. Lacking resources of their own, MOLSAEO was almost entirely dependent on the resources of the programme to implement the commitments of the NSGE-DV. This led to mixed feelings regarding national ownership during programme implementation.⁴⁵

While no separate overarching capacity development strategy was developed as part of the joint gender programme per se, the programme itself effectively takes this form, being geared to developing broad-based national capacity for the implementation of the NSGE-DV. Outcome 1 encapsulates this - 'National Government of Albania has the capacity to more effectively implement and monitor the NSGE-DV' but Outcomes 2 and 3 also prioritize capacity development in their efforts to improve the public sector response to women's needs and priorities at the local level and improve women's participation in the accountability processes surrounding GEEW respectively.

The mid-term evaluation found the capacity development efforts of the programme to be 'impressive', a finding supported by the case study. Both design and implementation reflected a concentrated focus on institutional strengthening at both national and local levels. Efforts included:

- Work to establish the national gender machinery, with the National Council led by MOLSAEO including Permanent Secretaries from nine Line Ministries, responsible for planning and providing oversight on GEEW;
- Developing and implementing a policy framework for GEEW;
- Setting in place the legal basis for equality;
- Revising and updating the NSGE-DV;
- Broadening out the conceptual framework of GEEW in Albania beyond domestic violence; and
- Extending the responsibility for gender beyond MOLSAEO.

45 Also reflected in the mid-term evaluation (2009) which observed that 'real' ownership will only occur when the Government are allocating the funds to implement their own strategy and legal commitments to GEEW.

Efforts on capacity development are, as per the programme design above, equitably balanced between duty bearers and rights holders, moving beyond the capacity of CSOs to deliver programme components, and into their ability to network, lobby and advocate. In this way, the arrangements described have gone some way to broadening out the national partnership and dialogue on gender within Albania – a significant gain in a country where little concept of the issue existed beyond a recognition of domestic violence prior to the joint gender programme.

Overall, therefore, despite the absence of a clear vision of ownership at design stage, the joint gender programme embedded many strategies geared towards creating ownership – applying capacity development as the major mechanism. While it could not seek to fully overcome systemic weaknesses in Albania relating to gender, it did try to work around these, e.g. through its governance structures and efforts to embed reform in national frameworks and systems.

c) Coherence, synergies and efficiency

Coherence

Coherence, synergies and efficiency⁴⁶ are interlinked within the core premise for a joint modality, as the theory of change above reflects. With European Union accession and DaO as the major backdrop, as well as the only partial maturity in Albania of the national gender architecture, the joint gender programme was explicitly designed and funded to bring a degree of coherence to United Nations gender work in the country. In this sense, coherence was an end, as well as means, of the joint gender programme.

Surrounding context

The location of the joint gender programme as a ‘flagship’ within a DaO pilot enabled it to take advantage of maturing structures and mechanisms for harmonization. The DaO pilot provided the joint gender programme with potential incentives, frameworks and guidance to strategize within, and critically, with engagement and oversight from the Resident Coordinator. The use of One UN Coherence Funds, which were located in-country, also provided a mechanism for intensified country-level oversight. The joint gender programme was consequently able to both benefit from, and support, wider processes of United Nations harmonization.

The design process was also a major factor in supporting coherence. The extended (if unintended) design period, with its major emphasis participation, placed coherence and harmonization at the centre. It enabled work to begin (if not to be fully realized) on the development of a common vision, commonalities and comparative advantages to be identified and, critically, differences aired.

Considerable emphasis was placed on embedding coherence into the programme design. Under the One UN approach, the design and results framework also had to comply with the principles of harmonization. Accordingly, the programme framework presents a unified approach in the sense of coordinated activities under each output area. Table 2 below provides an example:

Table 2: Coordination in output areas

Output 2.1.4	Activities	Partners
‘Coordinated local-level public awareness campaigns on VAW focusing on prevalence, prevention and available support for victims action to tackle domestic violence’	A survey on the prevalence of VAW in Albania; the development of harmonized advocacy messages to combat VAW at the national level and raise awareness about referral services; coordinated awareness raising activities at national and local level; and a study on the ‘cost’ of domestic violence to the state	UNDP, UNFPA, UNICEF, MOLSAEO, Ministry of Health, Ministry of Education, municipalities, law enforcement, health care workers, CSOs, women’s organizations, youth, media, UN Trust Fund Grantees on eliminating VAW.

⁴⁶ See the Glossary in Annex 5 of the main Synthesis Report for definitions of these terms.

The presence of an entire outcome area (Outcome 4) focused on United Nations coordination, as an explicit objective of the programme, has also supported the structures underlying the 'unified framework'. The presence of the UN Women-managed coordination function, appropriate in the context of a new DaO pilot and a first Coherent Fund financed joint programme, also helped take unity from documentation into action.

Synchronized implementation plans in the form of annual workplans for delivery were developed jointly through the Gender Working Group. These were essentially participatory planning processes, which were based on an ongoing review of progress, and plotted activities against outputs and outcomes. Examples of coordinated implementation include:

- Agreement on a coordinated approach to geographical coverage;
- Joint implementation of specific initiatives e.g. the domestic violence referral system;
- A joint calendar on policy advocacy opportunities;
- The coordinated advocacy on 16 Days of Activism and International Women's Day in 2010 and 2011 led by UN Women in coordination with MOLSAEO, the Gender Working Group and other actors;
- Support to the revision of the existing strategy on gender equality; and
- The institution of the Gender Working Group, populated by technical staff, and tasked to coordinate gender issues across agencies.

The assigning of particular outputs and activities to individual agencies did necessarily imply some division of labour, with some activities⁴⁷ being implemented separately. The framework of coherence surrounding these, however, as well as the coordination structures in place and the combining of efforts within particular activities, meant that overall, a good degree of coherence in implementation was achieved.

Joint performance monitoring and measurement

As part of its aims on United Nations coordination, the programme adopted a joint approach to monitoring, handled by the UN Women coordination function.

47 For example, UNFPA's work training primary healthcare providers.

A joint performance monitoring framework, which functioned at activity/output level, was developed by the Gender Working Group. This reflected the One UN Programme Framework and its indicators. Each agency was responsible for monitoring its own activities and submitting reports to the Results-Based Management Unit of the Resident Coordinator's office.

The joint performance monitoring framework required the production of joint Annual Progress Reports, which focused on achievement against indicators and outputs, and Annual Strategic Reviews. Yet, in 2011 and 2012, performance reporting appears to have lost its momentum for coherence, with individual agencies reverting to their own systems (UNICEF, for example, conducted an independent evaluation of the Child and Family Protection Units component in Kukes municipality in 2011). This was attributed by stakeholders in country to the planning time required for the new PoC, but had significant implications for accountability, below.

Finally, the generally coordinated approach was highly valued by partners, including donors. For the government in particular, working jointly was welcomed, with both national and local government interlocutors citing a 'sea change' in the way the United Nations has worked in Albania since the advent of DaO.

Synergies

The joint gender programme had an apparently powerful effect in terms of creating synergies between partners working on GEEW issues in Albania. Lines of communication were improved between and among United Nations and national partners, including government and civil society. Specifically:

- The joint gender programme intensified dialogue between the United Nations and national partners, as part of contributing to a broadened dialogue on gender in Albania. This created a positive reputational shift for the United Nations, allowing it to extend and deepen its own political relationships, meaning access to higher level policy-making levels within government. The development of a joint United Nations communication and advocacy strategy as part of the One UN approach was a major contributor here;
- Synergies were improved among national partners. Despite a generally fragmented national

architecture in Albania, the programme demonstrably improved dialogue between line ministries in Tirana, especially between MOLSAEO and municipal authorities, where communication and linkages are commonly weak;⁴⁸ and

- There has been a very significant increase in coordination and collaboration within the United Nations system in Albania on GEEW, as also noted by the mid-term evaluation and country-led evaluation of DaO. The systematic and comprehensive mainstreaming of gender into the successor PoC is a direct result of the joint gender programme.

The programme therefore managed, through its emphasis on coordination, to bring together a wide range of stakeholders – international and national – in an inclusive partnership around the rallying-point of the joint gender programme, forming a collective national effort to realize results for GEEW. As well as creating a clear framework and set of activities which partners in the country can align, the joint gender programme – and particularly the Gender Working Group – made significant contributions in bringing partners together in pursuit of a common cause and a common ‘spirit’. In effect, the programme created a catalytic effect around GEEW within the national context, much of which is continuing forward.

In part, such effects arose as a function of context. Albania is a small enough operating environment to accommodate close partnerships and regular interaction, particularly where the programme involves just four key United Nations partners. Much of the development effort is also localized in the country, particularly at technical level. Nonetheless, the efforts placed by the programme team and the Gender Working Group on developing synergies, and on extending the dialogue where feasible to other interlocutors and partners – and the active involvement of the media – were major contributions to these effects.

Efficiency

Increasing efficiency on the ‘road to gender equality results’ is core to the premise of joint gender programmes. The case study sought evidence on whether the United Nations’ efficiency in gender

work had improved through the use of the joint modality in Albania. This was particularly important since the joint gender programme was implemented within favourable contextual factors for efficiency, namely: the DaO environment; strong leadership from the Resident Coordinator; a lead agency dedicated to GEEW; a nationally-located single funding source; and a supportive national environment.

The case study found:

- Some limited (though not conclusive) evidence on the effects of the joint gender programme in terms of burden reduction for partners, e.g. reduced time investment required for coordination for national partners, reduced overlap and duplication in GEEW-related initiatives and more streamlined policy dialogue;
- No evidence of efficiency gains for partner United Nations agencies. Indeed an underestimation of the time investments required for multi-stakeholder coordinated delivery, for example in planning and implementing activities, frequently labelled as ‘the costs of coordination’ (though these costs were commonly perceived as an ‘investment’ which would deliver returns in the future in terms of swifter and less unwieldy coordination); and
- No change for CSO partners, who were subject to the same procurement and contracting process as if they were operating under bilateral agreements.

In terms of efficiency in financial management, the sourcing of funds from the One UN Coherence Fund provided a major advantage for the joint gender programme. The fact that funding was single-sourced and located in-country, in the form of a pooled funding modality maximized the efficiency of the financial management procedures in that agencies did not have to face the frequent delays and complexities of pass-through and parallel modalities. They also did not face the common difficulty of gaps between the planned and realized budget.⁴⁹

However, each United Nations agency managed its own activities within the programme’s annual workplan and related budget, according to their own procedures. This did cause some difficulties, with UN

48 A finding also cited by the mid-term evaluation.

49 See, for example, the Kenya case study in this series.

Women having to work through UNDP procurement procedures, as the Administrative Agent, for example.

The human resources dedicated to the programme applied existing workplans and with low percentages of time allocation,⁵⁰ with the exception of the UN Women programme coordination function, and the national Project Assistant for gender-responsive budgeting and monitoring statistics. No staff were allocated full time to what was a demanding programme of work – perhaps a lessons to be borne in mind for future joint gender programmes.

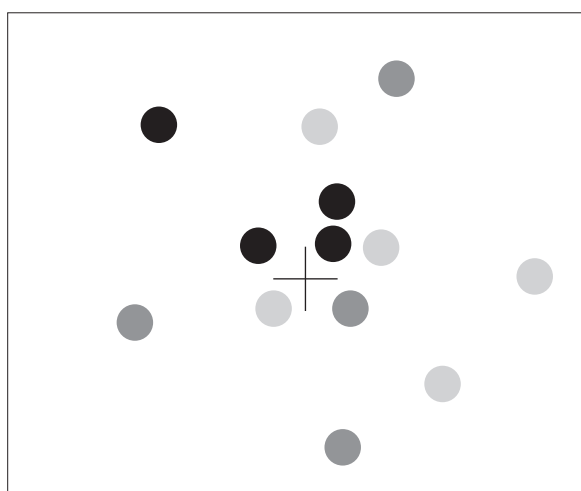
The joint gender programme therefore did not reduce burdens for partners overall, but did streamline these, other than for the United Nations, and generated improved efficiency in the management of resources. Whilst the case study could not quantify contributions of efficiency to the achievement of results, it seems feasible that concentrating efforts and resources in defined areas which represented shared priorities for all has led at least to a clearer vision of results, and at best to swifter pathways towards these.

Overall, therefore, the joint gender programme, during its lifetime, provided a good model of a coordinated process during the first experiment with a One UN approach. Favourable contextual factors; a pooled funding modality; a participatory approach to implementation and an intensified effort at coordination culminated in a strong model of coherence. By placing coordination front and centre; in resourcing this; in taking a high-profile stance towards GEEW; in building structures for national as well as programme accountability on GEEW; and in maximizing the incentives available from wider forces (such as DaO and European Union accession), the joint gender programme ensured that its vision, although ambitious, was able to be implemented.

The results delivered provide a good indication of what is possible in a favourable environment and where partners are committed to, and measured on, coherence. This is captured in the case study team's assessment of the joint gender programme model as a 'close cluster' model for its duration, below, where the common vision took time to develop, and where some implementation happened in a harmonized way and

some through a division of labour. Nonetheless, most of the aspects of the programme – namely the successful development of a common vision, aims and discourse, not to mention the successful achievement of the partnership for GEEW – present good examples of a highly harmonized approach. This assessment was validated with interlocutors in Tirana.

Core Cluster Model



A few key agencies and partners cluster around a (partly) common vision of intended results, and implementation takes place in a partly harmonised and partly bilateralised model

d) Accountability

Accountability for the joint gender programme has various dimensions: mutual, downwards and horizontal. It implies a reciprocal commitment, with national actors and development partners presumed to hold each other to account.

Mechanisms for mutual accountability in the joint gender programme included: the PSC as oversight body; the reporting process for DaO and the One UN Coherence Fund; the active engagement of the Resident Coordinator; and the role of the United Nations country team, namely Heads of Agencies. MOLSAEO, as the key national partner, was the main national site for mutual accountability, though mainly through the forum of the PSC. These relationships functioned smoothly, with the lines of accountability within them clear, and with mutual dimensions prominent. The mutual dimensions of accountability at national level were considered by stakeholders in Tirana to have functioned well.

⁵⁰ See Annex 10 on human resource allocations.

Downwards accountability

In the shape and form of reporting to Albanian citizens, downwards accountability was however not embedded within design or implementation. The partnerships and balance of power developed with CSOs did provide a degree of this, although the relationship was not one of equals, with CSOs articulating a concern that their relationship with the United Nations generally was 'initiative-based' rather than strategic.⁵¹

The joint gender programme made considerable efforts to ensure horizontal accountability, particularly in terms of United Nations agency coordination. The inclusion of Outcome 4 was intended to provide this mechanism, constituting an inbuilt accountability function as both an incentive for collaboration and a direct link to the DaO process.

At individual agency level, each United Nations agency was accountable for its own work plan and for the management of resources. The PSC provided oversight, and results were collated by the Results-Based Management Unit within the Resident Coordinator's office. Reporting lines for budgets had the advantage of being located in-country to the One UN Coherence Fund, rather than outwards to headquarters in New York, facilitating in-country accountability and leading to strong engagement, interest and oversight by the Resident Coordinator.

Significant efforts were also made to develop a 'culture of accountability' through the development of horizontal accountability mechanisms, in the form of peer pressure to deliver. These were embedded in the programme's structures and reporting functions, particularly the regular meetings and engagement of the Gender Working Group, whose members all demonstrated a shared commitment to the 'cause' of the joint gender programme. The role of the UN Women-hosted coordination function was critical here. Combined with the active oversight and engagement of the PSC, the United Nations country team and the Resident Coordinator, as well as the demands for coherence within the DaO environment itself, this sought to move accountability beyond individual agencies and into the collective partnership.

However, in the absence of clear sanctions for poor delivery, achievements and efforts relied on agency commitment. Staff were also responsible, and rewarded for, individual achievements rather than collective/joint ones. These challenges go beyond the joint gender programme, being United Nations system-wide, and grounded in a system which promotes accountability primarily to agencies at headquarter level, rather than to national stakeholders.

Similarly, the role of UN Women in relation to accountability for the technical aspects of GEEW was also unclear in the early stages. The agency provided the coordination function, and took responsibility for their own workstreams within the programme, but their role as the global standard-bearer for GEEW, and consequent technical adviser/quality assurer on programme components, was not clearly set out. This issue is not uncommon within joint gender programmes, and has to do with global roles and mandates. It was managed in Albania through the close cooperation of the technical Gender Working Group and the PSC. Much, however, relied on staff relationships and goodwill rather than any more systematic or formalized agreement.

Performance reporting mechanisms were intended to be major foundations of horizontal (and downwards/upwards/mutual) accountability, with Annual Strategic Reviews, mid-term and final evaluations providing stakeholders - including national partners - with an accountability record of the programme's delivery in Albania over the period.

In this respect, however, the joint gender programme underwent a weakening in its accountability systems in the latter period of implementation. Several key performance monitoring components were not carried through. The joint gender programme lacks any Annual Reviews after 2010, a final evaluation or any final financial analysis. There is no evidence of the recommendations of the mid-term evaluation being conducted. There was no formal Management Response to the mid-term findings for the joint gender programme. In particular, the absence of a final evaluation left national stakeholders, who invested considerably in terms of effort and support for the joint gender programme, with no comprehensive

51 CSO focus group held in Tirana.

report of joint gender programme performance in the country beyond this case study report.

Overall, therefore, accountability, and particularly monitoring and evaluation, were weaknesses of the joint gender programme, with a lack of strong downwards accountability, and limited institutional incentives, leading to a reliance on the demands of the DaO environment, peer pressure, and partner commitment and goodwill. The ‘culture of accountability’ successfully developed at technical level did not carry through to formal reporting in the latter period of implementation. Neither senior United Nations nor national stakeholders called the joint gender programme to account for this failing.

e) Sustainable results

This case study does not constitute a full examination of the Albania joint gender programme’s effectiveness. Moreover, comprehensive results information, as stated, is limited for the joint gender programme after 2010. Nonetheless, the documentation available did allow for a solid collation of results within the different Outcome areas of the joint gender programme. Validation of the results reported here took place through comment on the report by national reference group representatives.

The joint gender programme successfully delivered some major results for the GEEW agenda in Albania, as reflected in the theory of change above, leading to transformational change. Such results have benefited both duty bearers and rights holders, and reflect a trajectory of enhanced coherence supporting the execution of broader and deeper GEEW results. They also demonstrate clear progress in helping the Government of Albania meet its CEDAW and Beijing Platform for Action commitments and are recognized in wider reporting than the United Nations, for example in European Union accession progress reports.

Annex 8 and 9 set out the higher-level and interim results achieved. It is clear from documentary evidence, triangulated by interviews with a wide range of stakeholders that, over and above individual agency contributions, the joint gender programme contributed to:

Reformed policy and legal frameworks to build greater national capacity for NSGE-DV implementation, and consequently for GEEW, as evidenced in:

- NSGE-DV revised and reissued in 2011 to ensure compliance with CEDAW, European Union legal framework and harmonized indicators;
- Adoption of amendments to the Law on Measures Against Violence in Family Relations (October 2010); and
- Development of secondary legislation to the Gender Equality Law (2008) and package of amendments to ensure compliance with gender equality.

An improved national framework for accountability on GEEW, and the integration of GEEW issues into the national planning and reporting framework;

- Harmonized indicators on gender equality formalized and metadata developed. First National Status of Women Report issued (2011);
- Gender-budgeting pilots applied in MOLSAEO and the Ministry of Agriculture in 2012;⁵² and
- 2010 Concluding Observations to the CEDAW Committee reflected the harmonized recommendations brought forward as part of programme efforts with CSO networks.

Some of the thematic development results achieved for rights holders, for which there is evidence of joint gender programme addition to individual agency contributions, include:

An improved national framework for GBV/VAW, as evidenced by:

- Domestic violence and stalking introduced in the Criminal Code (March 2012);
- Legal duty of confidentiality to the domestic violence counsellors passed as part of reforms to the Law on Measures Against Violence in Family Relations; and
- Increased numbers of VAW-related cases reported and brought forward for action.

⁵² Indirect result of the programme.

An improved framework for women's economic empowerment, as evidenced by:

- Gender integrated into the revised Social Assistance/Economic Aid Law - Categories eligible for economic aid expanded to include: victims of domestic violence, separated women, elderly women who are abandoned and trafficked women; and
- Women's participation in participatory budgeting processes increased by 40 per cent during 2010 compared to 2008 (significant increase in vulnerable women from the Roma community and informal zones of Elbasan city).

Increased political participation for women, as evidenced by:

- Highest participation of female voters in 2009 elections during democratic times (linked to joint gender programme nationwide advocacy campaign on women's political participation as voters, candidates and commissioners); and
- Double the number of women Members of Parliament elected, from 7 per cent in 2005 to 16.4 per cent in 2009 (linked to dialogue initiated on women's needs and priorities with political parties/candidates).

There is tangible evidence that such results have arisen through the added value of the joint modality, for example in the raising of gender on the political and policy agenda; the stimulation of legislative and governance reforms; and the combined efforts to improve the accountability environment. As a result, the 'radar screen' for gender has shifted in Albania, and the comparative advantage of the United Nations as a development actor for gender been shown.

Sustainability of results

The programme document lacks any clear statement of, and/or strategies for, sustainability. The section in the programme design document titled 'Feasibility, Risk Management and Sustainability' actually contains the limited risk assessment described, with no mention of sustainability at all.

Yet despite the lack of explicit conceptualizations or strategies for sustainability, programme design and implementation prioritized this, with emphasis on capacity development, policy and legal reforms and ownership providing the major mechanisms. The legal reforms to support GEEW; the strengthening of policy frameworks and institutional mechanisms for implementing NSGE-DV; the joined-up accountability through the development of harmonized indicators; and the broadening out of the concept of GEEW and the agenda to progress it, represent highly sustainable gains which are now embedded in the process of State reform.

Underscoring the chances of sustainability, the United Nations' new PoC is very comprehensively gender mainstreamed,⁵³ a result which interlocutors in Tirana cited as a direct effort of the joint gender programme – and an effort which provides some optimism regarding securing and sustaining the gains made to date. The Gender Working Group will continue into the Gender Theme Group under the PoC.

Yet risks remain. The fragility of Albania's current policy and institutional environment mean that no progress can be fully guaranteed not to backslide. Government commitment and capacity to actually implement legal reforms is also uncertain. Going forward, it will be important that the gains made are capitalized upon, and that the reforms embedded are followed through into implementation. The conclusions, lessons learned and implications below seek to support this process.

⁵³ This has 11 outcomes and 41 outputs, at least ten of which are explicitly focused on gender, and a further six focus on exclusion/discrimination.

6. CONCLUSIONS AND LESSONS LEARNED

This short report concludes by drawing together the key findings on this case study, their implications for future United Nations joint programming on gender in Albania through the PoC and for wider learning on joint gender programmes.

The Joint Programme for Support to the Implementation of NSGE-DV – Advancing Democratic Governance in Albania was developed at a time when conditions presented a highly conducive environment. The driver of European Union accession placed good governance and inclusion at the heart of national development planning; the Government had developed and fully owned the NSGE-DV; UN Women were invited into the country, with the creation of the new entity adding profile to GEEW issues within the United Nations system; and the DaO pilot was underway, which provided both a rationale and a mechanism for joint work.

Further momentum was added by the international dialogue on aid effectiveness reform, in the shape of the Paris Declaration Principles and the Accra Agenda for Action, and the Government of Albania's decision to harmonize all its international assistance. Conditions, incentives, opportunities and people were therefore highly enabling – being all in the right place at the right time.

The joint gender programme that emerged prioritized the twin tracks of building national capacity for the implementation of its guiding strategy for GEEW, and United Nations coherence and coordination. It delivered some transformational change for Albania. Hard results were delivered in terms of an improved policy and legal environment for GEEW; better national capacities in key areas; a powerful, nationally-owned and catalytic partnership around the issue; greater accountability within national development planning and a set of concrete tools to apply; newly tested modalities and approaches; and better access for rights holders to their rights in specific areas.

These results effectively altered the national development framework on GEEW, and helped take the country forward in its meeting of national and international commitments on GEEW. They supported Albania in achieving its stated aim of meeting European Union accession goals; the creation of a shared national discourse and understanding; the broadening of a nationally-led development partnership around a common agenda; the generation of a common momentum and the endorsement of the national vision through a joint United Nations approach; and the shared approach to results represent systemic change for Albania. The joint gender programme has, in effect, acted as a catalyst, galvanizing the 'GEEW effort' in Albania.

Specific joint gender programme design characteristics that can be linked to the successful achievement of results include: the leverage of the strong and high-level national commitment, including high level of demand from government; a programme approach and team that placed a major emphasis on developing the wider partnership – with United Nations coordination at the heart of this; inclusive management and governance structures that gave national interlocutors a voice; an accountability framework and dedicated resource for coordination; and the source of the funding from the pooled One UN Coherence Fund, which as well as reducing administrative barriers, focused attention, including that of the United Nations country team, Resident Coordinator and staff, and resourcing on gender as an issue.

Moreover, the 'spirit of jointness' redolent in the programme has also provided a good exemplar for future harmonized planning, policymaking and implementation in the country – though the sense of 'cause' surrounding gender equality as an issue may not prove easy to replicate. These were not characteristics shared by other joint programmes operating in the country at the time.

Accountability, including monitoring and evaluation, was a notable weakness. A more systematic and robust approach, which depended less of programme funding sources, profile and individual commitment, and which was less United Nations-centric in nature, was needed. Similarly, a stronger focus on accountability to citizens would have benefited programme delivery and enhanced accountability. The lack of any formal reporting from 2010 onwards left national partners, who invested considerable time, effort and in-kind resources to the joint gender programme, without any comprehensive account of the results delivered for their country. This lack of a final narrative for the joint gender programme is a failing by any standards.

Some wider lessons for joint gender programmes have been learned from this case study, particularly arising from the assumptions embedded in design and resulting in gaps in the theory of change above. These include:

- That differences among agencies in intentions and approach could be identified and resolved at an early stage. In practice, this took time, communication, the airing of disagreements and a genuine commitment to resolve issues;
- That common modalities for supporting programme implementation existed within United Nations agencies, or could be developed. In fact, these were often either a gap or a barrier, and took considerable groundwork, flexibility and adjustment to overcome;
- That headquarter approaches would not affect programme implementation at national level. In practice, these determined the lenses or approaches applied by agencies to their implementation modalities, and as above, had to be either worked around or adjusted;
- That coherent policy messages from the United Nations on GEEW would automatically follow from joint implementation. As above, these were not self-generating, but took time and effort to develop. Once this was realized, such messages were developed and applied, which had a significant effect on coherence from the perspective of government; and
- That the inclusion of the main Ministry partner, MOLSAEO, in design and implementation would

automatically result in strong national ownership.

In practice, the wider weaknesses faced by State institutions in Albania overrode this and ownership was eventually generated through a broader-based approach, including engagement beyond Tirana and with municipal authorities and CSOs.

The joint gender programme's results, whilst powerful, were naturally confined to the areas of operation originally reflected in the programme design. Arguably, the joint gender programme was a modality for its time. Sustained effort, policy coherence and continued results for GEEW depend in the long-term on more than an exemplar programme. A clear vision, defined pathways and willingness to commit resources to delivery are needed to ensure that the concern remains central, and policy reforms followed through. The progress made and the partnerships built by the joint gender programme have set such effective groundwork for a more strategic approach, but doing 'more of the same' will not be enough in the future. The systematic and intensive mainstreaming of gender within the United Nations' new PoC is a logical next step, given the growing maturity of the operating context and the experience garnered from the DaO pilot.

7. IMPLICATIONS FOR DESIGN AND IMPLEMENTATION OF JOINT GENDER PROGRAMMES NATIONALLY

For the United Nations, the PoC 2012-2016, including its gender analysis, statements of programmatic intent and results framework, provides an appropriate next step in the continued integration of gender within its activities in Albania. To ensure the continued prominence of gender equality within the national dialogue, within development programming, and within United Nations activities in Albania, we suggest the following implications, based on the evidence arising from this case study.

- Within the United Nations' new PoC, invest the time and resources needed to ensure a common vision for GEEW among all partners, building on the dialogue and discourse developed to date. This needs to be underpinned by a clear and explicit theory of change – the version developed within this study may prove a useful starting point – which is recognized and validated by an expanded range of partners to include wider CSO representation who represent populations beyond those covered to date. Arising from this, define and agree coherent joint policy messages which set out the United Nations' position on GEEW in Albania.
- Conduct capacity assessments, in the design of any new initiatives, of both national partners and United Nations agencies themselves – in terms of their capacity and experience in GEEW; their substantive experience and knowledge in the relevant areas; and their ability, experience and willingness to work jointly, as part of a coherent and coordinated process.

Agencies and national partners should be required to demonstrate appropriate capacity, experience and willingness as part of the 'contract' of joining any new initiative.

- Align the vision and theory of change for GEEW in Albania to a clear results framework, geared to that for the PoC, which both locates responsibility for delivery with national stakeholders and clearly identifies the United Nations' role, both strategically and programmatically, in supporting national systems and institutions to deliver these results.
- Locate the monitoring and accountability systems for the United Nations' joint work on supporting national results for GEEW within the Gender Theme Group and extend this to involve national stakeholders' voices. Ensure that lines and sights of accountability, which rest with the United Nations country team and Resident Coordinator, are clear and recognized by those responsible and are matched with an associated workplan and clear reporting lines, which should be direct to the United Nations country team and Resident Coordinator's office, and to national authorities in the form of MOLSAEO. Increase the emphasis on downwards accountability to citizens, with United Nations agencies prioritizing the perspective of service to Albanian beneficiaries, rather than a United Nations-centric vision of upwards accountability to their own headquarters. Commit to producing, as part of accountability to Albanian stakeholders, a final narrative of GEEW activities in

Albania by the end of the PoC period – possibly in the form of a thematic evaluation.

- Specifically apply a state-building lens within programmatic activities for GEEW embedded in the PoC, focusing particularly on a) building up the capacity of the State, at both central and local level, to deliver on the commitments of the NSGE-DV, for example via continued gender-budgeting pilots and work with municipal authorities; b) enhancing the contract between State and citizens through the continuation and expansion of the broader partnership and ensuring an inclusive approach within activities; and c) continuing to build up the legitimacy and representativeness of the State through continued effort on political participation for women.
- Define and articulate a clear role for UN Women in terms of leading the strategic dialogue on gender within the PoC, and ensure clear parameters for their role in providing high-level technical advice to programmes or initiatives where they are not directly involved, but have the capacity to provide expert advice on approaches and strategies.
- Conduct a full and comprehensive risk assessment of gender activities designed within the PoC, taking into account not only technical or operational risks but wider risk issues of the political and institutional environment, governance weaknesses, and the dynamics of the political economy in the trajectory towards European Union accession. Include within this risks related to United Nations agencies themselves – including the discrete processes and procedures which can impede and undermine successful joint working.

ANNEX 1: METHODOLOGY

OUTLINE

Joint Evaluation of Joint Gender Programmes in the UN System

Case Study of Joint Gender Programmes: Methodology Outline

1. BACKGROUND AND PURPOSE

Field studies of five joint gender programmes in five different operating contexts will take place during November 2012. This short note sets out the generic methodological approach to be adopted during each field study. Specific methods for field study and general data sources are set out in the evaluation matrix template, attached. This will be tailored for specific contexts, depending on contextual factors, data availability and key lines of enquiry brought up by the desk study.

2. METHODS TO BE APPLIED

The main operational tool for field study is the evaluation matrix. This provides a template geared to indicators against the evaluation questions. It provides a systematic way of mapping data against indicators, in a transparent way, so that clear chains of evidence can be developed for analysis.

The evaluation matrix will be applied throughout the study process. A partly-populated version will be developed, based on the data gathered during desk review stage, as part of the preparatory stage. Field study will interrogate, triangulate and deepen this enquiry, with gaps being filled where they inevitably exist, and some of the specific lines of enquiry relevant to the individual joint gender programme being followed up.

The methodological approach to be adopted will operate within this common framework, to be adapted to context as required. However, the core elements will remain constant, in order to ensure that findings are

generated in a systematic way, and therefore facilitate robust analysis at synthesis level. Below the evaluation matrix, the specific methods to be applied are:

i) Context and stakeholder mapping

For each joint gender programme, it will be important to develop a timeline of context, stakeholders and events during the programme's lifetime. For the design stage, for instance, it will be important to understand not just the role of civil society and women's groups in design, but how this relates to the wider environment of socio-political relationships, including the role of national women's machineries. This is critical both for the importance the evaluation places on context and for responding to the full set of evaluation questions.

Two main tools will be used for this purpose:

- A stakeholder analysis tool, in Annex 2, to analyse the functions, relative influence and power of different stakeholders as they relate to the joint gender programme; and
- A timeline, template in Annex 7, to map out the events in the programme's lifetime. This will be developed by teams ex ante as part of the preparatory process and used as a discussion point during the mission.

ii) Development of a specific programme theory

An indicative generic programme theory for joint gender programmes was developed during the inception phase of the study, and subsequently developed further by evidence generated during the desk review stage. Field studies will develop individual programme theories for the joint gender programmes under study. These will be developed with programme staff, applying the generic model developed and adapting this to the specific joint gender programme. Specific focus will be placed on:

- How the joint gender programme has contributed to expected GEEW outcomes;
- What interconnections arise between joint gender programmes and the different levels of results observed (pathways to results – this will be particularly important, and a separate template has been developed for the purpose);
- What conditions have facilitated results (applying the generic set of conditions already developed and attached); and
- What assumptions are evident, as well as whether and how these have been managed (applying generic set of assumptions pre-developed and also attached).

The programme theory template provided will be populated/refined/made specific to the joint gender programme by the field study team. The distinct programme theories developed will then be analysed and collated to develop an overarching programme theory for joint gender programmes at synthesis level, which has both emerged from desk review data and been tested in the field.

iii) Models of joint gender programmes

From desk analysis, several potential ‘models’ of joint gender programmes emerged, which are indicatively only at this stage. These have been applied, in a light sense, to the selection of joint gender programmes for field study, to ensure diversity. It is recognized that they are likely to be fluid, with joint gender programmes moving through them at different stages, from conceptualization and design through to implementation.

For each joint gender programme, a specific schematic will be developed based on the models provided. This will take place through discussion and validation with stakeholders. The assumptions embedded in the design stage as described above, can also be assessed at this stage. At synthesis level, therefore, as for the individual programme theories, these can be synthesized and analysed to demonstrate the range of possible options for joint gender programmes ‘models’.

iv) Secondary data analysis

Analysis will take place of national datasets, where these are relevant to either context mapping or programme performance. This is particularly relevant to results, where data from desk review stage will benefit from intensification.

Similarly, analysis will also take place of secondary data unavailable to the team previously (though much data has already been supplied by programme teams). This will apply the systematic analytical tool developed at desk study stage, which is geared to the indicators and sub-questions of the evaluation matrix. Data will be plotted in to the evaluation matrix, with sources being clearly specified.

v) Financial and budgetary analysis

Financial and budgetary analysis of the programme will also need to take place, particularly since the desk review stage found disbursement delays to be a very prominent feature of all sample joint gender programmes. Budgets will be analysed using the standard and very simple format attached: anticipated contributions/actual contributions per year; anticipated expenditure/actual expenditure per year; and position at project end-date.

Reasons for any disbursement delays will need to be explored, particularly as these relate to the JP mechanism used (parallel, pooled, pass-through) and to issues such as procurement requirements and the MDG-F requirement for 70 per cent of funds to be disbursed before the release of the next tranche of funding.

vi) Interviews

Interviews are likely to absorb a prominent part of the actual methods applied at field study level. These will apply a semi-structured interview format – again geared to the evaluation matrix but also pursuing specific lines of enquiry that have arisen for sample joint gender programmes during desk study. The interview format will be adapted as appropriate by individual teams to the specific joint gender programmes for different groups of interlocutors. Interview data, as for all other data, will serve both as primary data in itself and to validate/triangulate all other data streams. It will also be recorded

onto the partly-populated evaluation matrix against the relevant indicator or question. The generic semi-structured interview guide will also provide the basis for developing specific focus group guides.

vii) Participatory tools

Participatory approaches – such as focus groups and process tracing - will be used where the field teams consider that their use will enhance the quality and accessibility of information. These are most likely to take place with groups of stakeholders involved in programme delivery rather than with primary beneficiaries themselves, which would require a wholly different methodological approach. Such approaches may be particularly valuable when seeking to understand the context within which joint gender programmes have operated over time or the ‘added value’ of working jointly for results on GEEW.

Tools which will be applied are mainly those above, including the timeline and stakeholder mapping tool, and standard interview and focus group guide. As above, all data will be plotted onto the evaluation matrix.

3. VALIDATION AND TRIANGULATION.

To support triangulation/complementarity/interrogation, findings from the desk review will be plotted onto the relevant evaluation matrix template in advance of the field study, and areas where enquiry needs to be deepened/validated and tested/interrogated identified. All pieces of data arising from the desk review will be triangulated during the field study, to ensure that internal validity is maximized, for example by applying any independent data from civil society which reflects on the joint gender programme performance, the partnerships and synergies it has supported or otherwise, etc. Minimum thresholds will be applied, e.g. a report from a single interviewee does not ‘count’ as reliable data, but a consistent set of reports will do so (though be explicitly reported as arising from interview data only).

4. ANALYSIS AND REPORTING

Analysis for field study reports will apply the evaluation matrix as the main analytical tool across data streams, grouping evidence around the indicators within it, including those on human rights and gender

equality, and proving summary evidenced progress assessments. Reporting will take place to the agreed structure and length, to ensure comparability of findings and maximum contribution to the final report. Reports will be written in clear and concise language, without the use of jargon or acronyms. Content will focus on analysis and progress assessments, rather than description. The report structure will be that reflected in the evaluation matrix (i.e. oriented around the evaluation strategic priority questions).

ANNEX 2: STAKEHOLDER ANALYSIS

Sector	Organization	Position	Influence on joint gender programme design, implementation and achievement of results (Low/Medium/High)	Importance in joint gender programme design implementation and achievement of results (Low/Medium/High)
1	Government Labour, Social Affairs and Equal Opportunities	Lead partner and co-Chair of programme Steering Committee	High	High
2	Government Equal Opportunities	Implementing and strategic partner	High	High
3	Government Health	Implementing and strategic partner	Medium	Medium
4	Government Justice	Implementing and strategic Partner	Medium	Medium
5	Government Equal Opportunities and Juvenile Issues	Implementing and strategic partner	Medium	Low
6	Institute of Statistics	Implementing partner	Medium	High
7	Institute of Public Health	Implementing partner	Medium	Medium
8	Other implementing partners Various including: State Police; School of Magistrates; Training Institute for Public Administration; Youth Parliament and others	Implementing partners	Medium	High
9	Municipal authorities – multiple	Implementing partners	High	High
10	United Nations Resident Coordinators Office	Steering Committee co-Chair	High	Medium
11	UN Women	Member of Steering Committee and Gender Working Group; Host to Co-ordination function and Output 4 Lead; Outputs 1 and 3 Co-lead	High	High
12	UNFPA	Member of Steering Committee and Gender Working Group; Output 2 lead on training healthcare workers	Medium	Medium
13	UNDP	Member of Steering Committee and Gender Working Group Output 1 and 3 Co-lead; also output 2 overall lead	High	High

Sector	Organization	Position	Influence on joint gender programme design, implementation and achievement of results (Low/Medium/High)	Importance in joint gender programme design implementation and achievement of results (Low/Medium/High)
14	UNICEF	Member of Steering Committee and Gender Working Group; Output 2 lead in Kukës	Medium	Medium
15	Gender mainstreaming; GBV, governance & economic empowerment	Implementing agency	Medium	High
16	Multiple	Advocacy partner	Low	Medium
17	Sweden	Support provided through the One UN Coherence Fund; participated in design and in the Gender Working Group	Medium	Medium
18	Dutch Ministry of Foreign Affairs	Member of Gender Working Group; provided funding through One UN	Medium	Medium
19	Austria	Funding directed through the One UN programme	Medium	Medium
20	Swiss Cooperation	Funding directed through the One UN Coherence fund	Medium	Medium

ANNEX 3: BUDGET BREAKDOWN

The standard model for reporting budget data in the evaluation case studies was not relevant here. The joint gender programme was funded through the One UN Coherence Fund, as well as from core resources and on some occasions via separate donor contributions. Financial reporting was conducted post-2010 at

an intra-agency level. It prove unfeasible for the case study to collect from partner agencies their exact budgetary breakdown over the three years. No final financial analysis was conducted, in the absence of a final evaluation. The latest data available is presented below:

Total budget per Outcome	Agency	Core contribution	Agency- cost share contribution including One UN Coherence Fund
Outcome 1	UNFPA	50,000	245,000
	UNICEF	0	0
	UNDP	0	560,240
	UN Women ⁵⁴	122,259	650,413
Outcome 2	UNFPA	140,000	138,990
	UNICEF	177,800	74,985
	UNDP	0	657,922
	UN Women	50,000	361,080
Outcome 3	UNFPA	0	0
	UNICEF	35,000	68,843
	UNDP	0	298,530
	UN Women	318,760	397,504
Outcome 4	UN Women		68,981
TOTAL		893,819	3,522,488
Additional contributions from Dutch Cooperation – EUR900,000			Approximately \$4.5 million ⁵⁵

⁵⁴ UN Women was created by General Assembly resolution 64/289 in 2010 and became operational in 2011. It is a new organization that combines and expands the mandate of its four predecessor entities (the Division for the Advancement of Women [DAW] the International Research and Training Institute for the Advancement of Women [INSTRAW], the Office of the Special Adviser on Gender Issues and Advancement of Women [OSAGI] and the United Nations Development Fund for Women [UNIFEM]). UNIFEM was the predecessor entity engaged in this joint gender programme prior to 2011.

⁵⁵ Final figure available (2010 internal Programme Annual Report).

ANNEX 4: SEMI-STRUCTURED INTERVIEW GUIDE

Joint Evaluation of Joint Gender Programmes in the United Nations System: Case Study Tools and Methods Semi-structured interview guide: GENERIC

Introduction

Brief description of evaluation/purpose of interview/ confidentiality and anonymity

1. DESIGN

a. What were the main drivers for design of the joint gender programme in the country at the time? How did it respond to national need?

b. How did the main features of the operating context (Delivering as One, fragile situation, middle-income, the aid architecture and the policy context for GEEW etc.) influence the design process?

c. To what extent were national partners (government and civil society) involved in the design process? Would you say that the design process was a truly collaborative one?

d. To what extent were issues of capacity, including the capacity of the aid architecture, national stakeholders and the United Nations itself, addressed?

e. What has been the role of donors as drivers of joint gender programmes?

f. What efforts were made to develop a common vision and understanding among stakeholders? Who led the visioning process?

g. What efforts were made to develop a common terminology and discourse among stakeholders? Who led this?

h. How were roles of individual agencies and partners decided?

i. What incentives and barriers were found to conducting the design process jointly?

j. Did any tensions and difficulties arise? How were these resolved?

k. How was gender expertise deployed within the design process?

l. Was the design process for the joint gender programme perceived as different from a single-agency approach? How?

m. Was the design process sufficiently robust in your view or would you suggest anything different from hindsight?

2. DELIVERING RESULTS AND VALUE ADDED

a. Which staff were assigned to work on the joint gender programme by different agencies, at which level, and with what expertise on GEEW? Was dedicated staff time built into implementation?

b. What was the role of gender expertise in implementation? Advisory or other?

c. What factors – if any - bound agencies together in joint delivery? (shared vision, coordination function, accountability etc.). How did this work and why?

d. What were any barriers to joint implementation? What effects did these have on the achievement of results?

e. How effective was the joint gender programme in achieving development outcomes in terms of benefits for girls and women/reduction in gender inequalities?

f. What were some of the specific pathways/facilitating factors towards results?

g. What tangible changes have occurred in terms of United Nations and partner coordination? [Beyond

‘improved relationships’]. How have these affected the delivery of results?

h. What effects on normative commitments can be seen?

i. What was it about the joint gender programme which helped and hindered the achievement of results?

j. Did you observe any difference in (a) the types of result aimed for by the joint programme and (b) how results are achieved (compared with other/prior single agency programmes)?

k. Was the time frame realistic for the expected results?

l. How did performance reporting work? Was this a joint responsibility, or did each agency report separately on results? What was its quality, and was it cohesive?

m. Were the accountability measures/strategies for performance on results adequate to ensure full responsibility by all partners (United Nations agencies, national partners)?

i. Where does/did accountability rest?

ii. What is/was the role of the Regional Coordinator and Gender Theme Groups?

n. Did any areas of poor performance by specific agencies arise, and how were these addressed?

o. What do you feel was/is most needed to ensure increased joint gender programme focus on and reporting on results?

p. Did the joint approach, in your view, lead to a programme which was ‘more than the sum of its parts’? Or was the approach more of ‘business in parallel’?

3. NATIONAL OWNERSHIP AND SUSTAINABILITY

a. What measures did you observe within the joint gender programme to strengthen national ownership and sustainability (capacity-building, cost sharing, decision-making etc.) and how effective were these?

b. Did the implementation and monitoring of the joint gender programme support meaningful participation of different categories of duty bearers and rights holders and promote social inclusion? What helped to ensure this and what were the main challenges?

c. What voice did national partner groups (including civil society and women’s organizations) have in

implementation? Were they perceived as strategic partners?

d. What has been the influence of the joint gender programme on national practices and approaches for GEEW, and institutional strengths? Is there any evidence of strengthened capacity and momentum of partner institutions to deliver GEEW results?

e. Has the introduction of GEEW tools and approaches in government agencies and ministries had any effect on increased government resource allocation to GEEW?

f. Have government of other national partners made any budgetary or other in-kind commitments to the joint gender programme?

g. Do you have any examples or suggestions about how the joint gender programme can help overcome challenges to national ownership?

h. Any there examples of new innovation in the joint gender programme, leading to strategic entry points for mainstreaming GEEW in government, with potential impact nationally?

4. SYNERGIES

a. To what extent has the joint gender programme contributed to synergies with other national (or regional) initiatives in relation to GEEW:

i. Within the United Nations family (e.g. United Nations country team, Gender Team, United Nations theme groups, mainstreaming of GEEW within other thematic joint gender programmes);

ii. With national partners (e.g. strengthened partnerships, wider engagement of non-traditional gender partners, more effective networking and collaboration between government and civil society on GEEW); and

iii. With other development partners (e.g. Development Partners Gender Group; gender in accountability frameworks; gender on the agenda of Joint Assistance Strategy/equivalent priorities)

b. What are the incentives and barriers (administrative, procedural, structural and cultural) to working jointly on GEEW issues?

c. Has the joint gender programme been able to attract any new resources (including in-kind contributions, human and financial), beyond those in the original design? What are the sources of these resources.

ANNEX 5: LIST OF PERSONS CONSULTED

United Nations Agencies

- Coordinator of the JPG (2008-2011) and National Programme Co-ordinator Gender Mainstreaming and VAW
- UN Women Country Representative
- UN Women Programme Officer
- UN Women New York Chief, Asia Pacific Section
- UNDP Country Director
- UNDP Cluster Manager, Participation and Environment
- UNDP/MDG-F Project Manager, Economic Governance Joint Programme
- UNFPA Officer in Charge
- UNFPA National Programme Analyst
- UNICEF Programme Officer
- UNICEF Child Protection Officer
- UNICEF Representative
- United Nations Resident Coordinator

Government of Albania/municipal representatives/Members of Parliament

- Deputy Minister of Labour, Social Affairs and Equal Opportunities
- Member of Parliament and Member of the Parliamentary Committee on Social and Health issues
- Deputy Director, National Institute for Statistics (INSTAT)
- Local government representative, Durres
- Local government representative, Elbasan
- Director/Directory of Policies for Equal Opportunities and Families, MOLSAEO
- Chief of Sector, Gender Equality and Measures against Domestic Violence, MOLSAEO
- Specialist, Gender Equality and Measures against Domestic Violence, MOLSAEO
- Consultant for monitoring the strategy for gender equality, MOLSAEO
- Head of the Continuous Training Sector, General Directorate of State Police, Ministry of the Interior

Civil society/implementing partner representatives

- Director, Center for Legal Civic Initiatives
- Director, National Shelter for Women Victims
- Head, School of Magistrates
- Director, Training Institute of Public Administration
- Training Coordinator, Training Institute of Public Administration
- Head, Balkans Youth Link
- Representative, Advanced Study Center
- Representative, Association for the Integration of Informal Areas
- Representative, National Center for Social Studies
- Representative, Gender Alliance for Development Center
- Representative, Albanian Center for Population and Development
- Representative, ALB-AID
- Representative, Women's Network for Equality in Decision-Making
- Representative, Center for Legal Civic Initiatives (CLCI)
- Representative, Community Center
- Representative, Children's Human Rights Centre of Albania (CRCA/DCI)
- Representative, Association 'Reflection'
- Representative, Youth Parliament of Albania

Donor and other international representatives

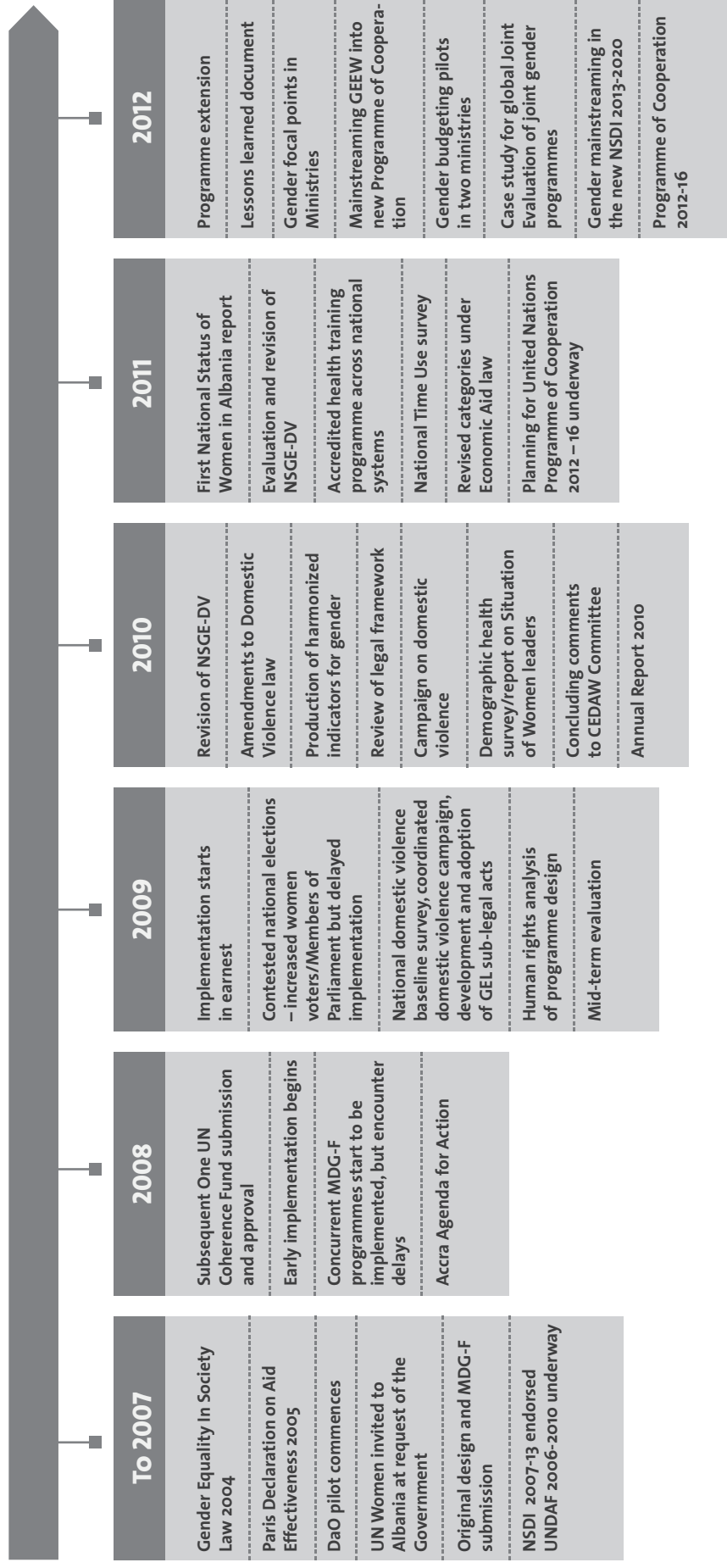
- Human Rights Officer, European Union Delegation to Albania (email correspondence)
- Programme Officer, Embassy of Sweden
- Counsellor & Head of the Coordination Office for Technical Cooperation, Austrian Cooperation
- Deputy Ambassador, Spanish Embassy
- Policy Officer, Dutch Embassy
- Consultant, Austrian Cooperation
- Programme Officer, Embassy of Sweden
- National Programme Officer, Swiss Development Cooperation
- Deputy Country Director, Swiss Development Cooperation

ANNEX 6: OTHER UNITED NATIONS JOINT PROGRAMMES IN ALBANIA

Joint programme	Duration	Partner agencies involved	Budget	Evaluative information available
Economic Governance, Regulatory Reform and Pro-Poor Development	2010-2012 (actually implemented in an 18 month period up to 2012.)	UNDP and World Bank	\$2.1 million	Final evaluation available.
Reducing Malnutrition in Children	Main implementation phase started 2012.	FAO, UNICEF and WHO	\$4 million	Mid-term evaluation available.
Youth Employment and Migration	Planned duration 2008-2011, actually implemented late 2009-2012.	International Organization for Migration (IOM), ILO, UNDP and UNICEF	\$3.3 million	Final evaluation available.
Culture and Heritage for Social and Economic Development	Planned duration 2008-2011, actually implemented 2009-2011.	UNDP, UNESCO	\$3.26 million	Final evaluation available.

ANNEX 7: TIMELINE

Joint Programme for Support to the Implementation of NSGE-DV – Advancing Democratic Governance in Albania (key events)



ANNEX 8: HIGHER LEVEL RESULTS IDENTIFIED

HIGHER LEVEL RESULTS FOR RIGHTS HOLDERS		HIGHER LEVEL RESULTS FOR DUTY BEARERS	
Results area	Specific results/examples	Results area	Specific results/Examples
GBV	<p>Increased numbers of VAW- related cases reported and brought forward for action.</p> <p>Legal duty of confidentiality to the domestic violence counsellors passed as part of reforms to the Law on Measures Against Violence in Family Relations.</p>	Improvements in the policy and accountability environment for GEEW	<p>Harmonized indicators on gender equality formalized and metadata developed. First National Status of Women Report issued (2011).</p> <p>NSGE-DV revised and reissued in 2011 to ensure compliance with CEDAW, European Union legal framework and harmonized indicators.</p> <p>Cooperation Framework between Union of Journalists and CSOs to promote gender equality and equality, particularly in relation to political participation (2011).</p>
Economic empowerment	<p>Gender integrated into the revised Social Assistance/Economic Aid Law - Categories eligible for economic aid expanded to include: victims of domestic violence; separated women; elderly women who are abandoned; and trafficked women.</p>	Enhanced gender mainstreaming across other ministries or departments	<p>Two full-time gender equality employees now in place, with focal points in other Ministries and municipalities, (terms of references developed and approved); gender budgeting pilots being conducted in MOLSAEO and the Ministry of Agriculture in 2012.³</p>
Political or civil participation	<p>Highest participation of female voters in 2009 elections during democratic times (linked to joint gender programme nationwide advocacy campaign on women's political participation as voters, candidates and commissioners).</p> <p>Double the number of women Members of Parliament elected, from 7% in 2005 to 16.4% in 2009 (linked to dialogue initiated on women's needs and priorities with political parties/ candidates).</p>	Gender budgeting	<p>Women's participation in participatory budgeting processes increased by 40% during 2010 compared to 2008 (significant increase in vulnerable women from the Roma community and informal zones of Elbasan city).</p>
Normative environment	<p>2010 Concluding Observations to the CEDAW Committee reflected the harmonized recommendations brought forward as part of programme efforts with CSO networks.</p>	Legislative changes or legal reforms	<p>Adoption of amendments to the Law on Measures Against Violence in Family Relations (October 2010).</p> <p>Development of secondary legislation to the Gender Equality Law (2008) and package of amendments to ensure compliance with gender equality commitments developed (2010).</p> <p>Council of Ministers decision adopted to set up the referral mechanism against domestic violence (February 2011).</p> <p>Domestic violence and stalking introduced in the Criminal Code (March 2012).</p>

A good example of the direct effects of programme for rights holders in the area of GBV is available in Table 6 below:⁵⁶

Table 6: Results in GBV

Year	2005	2006	2007	2008	2009	2010
Linkage to United Nations interventions.	No domestic violence legislation in place.	UNDP starts awareness campaign.	Domestic Violence Law enters into force; health professionals and journalists trained.	Secondary legislation comes into force: UNDP trains police under the joint gender programme.	Police and magistrates trained by UNDP; UNFPA trains health professionals.	UNDP trains social services, education professionals and civil servants.
Cases brought to police	94	208	274	822	1217	1423
Protection order requests presented to the courts				377	841	859

⁵⁶ Source: Joint Gender Programme (2010) Annual Report.

ANNEX 9: INTERIM RESULTS IDENTIFIED

INTERIM LEVEL RESULTS FOR RIGHTS HOLDERS		INTERIM LEVEL RESULTS FOR DUTY BEARERS	
Results area	Specific results/Examples	Results area	Specific results/Examples
Improved access to services	<p>Establishing and functioning of Child and Family Protection Unit in Kukes under the ultimate authority of the Municipality.</p> <p>National government-run shelter available to support victims of domestic violence.</p> <p>Community referral system against domestic violence plus regulatory system set in place in four municipalities (Korce, Durres, Kukes and Tirana).</p>	Improvements in the capacity of national machinery/structures	<p>Full analysis of the compliance of Albanian legislation with European Union directives, CEDAW and conflicts of domestic legislation with the Domestic Violence Law and Gender Equality Law conducted.</p> <p>Proposed Amendments on the Labour Code to ensure compliance with Gender Equality Law, CEDAW and the European Union.</p> <p>Nationally-accredited training programme for health professionals on GBV established. Replicated across other health system structures from 2011.</p>
Improved awareness of GEEW-related rights	<p>Public awareness campaign conducted on VAW contribution to increased case reporting.</p> <p>Increased knowledge and awareness among poor women, of the participatory budgeting process in Elbasan.</p> <p>Three documentaries produced and nationally aired on women politicians from different political wings.</p> <p>Translation and dissemination of the 2010 Concluding Observations on CEDAW.</p> <p>Development of gender equality scorecards in seven regions.</p>	Improvements in the national knowledge base for GEEW issues	<p>Application of harmonized indicators at local level to map local data in Kukes and Lezhe municipalities. Resulted in sex-disaggregated data on demography, education, employment, social services, health and domestic violence. The data served as a baseline for the Municipality level planning and as an accountability tool.</p> <p>Increased media coverage and public debate on the issue of gender equality and women's engagement as candidates/voters.</p> <p>Increased sensitization, through training, of civil servants, public administrators, medico-legal personnel and social service providers on non-discrimination, gender equality and GBV, as well as key normative frameworks.</p>

<p>Improvements in the capacity of rights holder groups</p>	<p>Networks on electoral quota and domestic violence set up/capacity built.</p>	<p>Availability of tools and standards for GEEW-sensitive policymaking/ gender mainstreaming</p>	<p>Development and piloting different models for tackling GEEW issues.</p> <p>Capacity of local authorities (Kukes and Lezhe) built to monitor the integration of gender equality priorities into local-level budgets.</p> <p>Use of community-based scorecards in seven municipalities.</p>
<p>Improved capacity of CSOs, women's organizations for networking or advocacy</p>	<p>Coordinated shadow reports to CEDAW: as a result of support to CSO networks, harmonization of recommendations in the reporting to the 46th session of the CEDAW Committee.</p>	<p>Legal reforms</p>	<p>Ensuring the capacity of judges and prosecutors to implement the legal reforms on GEEW though, e.g. development of gender-sensitive curriculum for the School of Magistrates and Law Faculty.</p>
<p>Improved knowledge on the status of women in Albania</p>	<p>National gender-focused time use survey, demographic health survey, baseline analysis of the situation of women leaders at the local level all completed 2010/11.</p> <p>Beneficiary analysis on economic aid carried out in Kukes and Elbasan 2009.</p> <p>Baseline national survey on domestic violence against women and children (2009).</p> <p>Monitoring report on implementation of Domestic Violence Law (2010).</p>	<p>Capacity of national structures</p>	<p>Instigation of national gender-responsive budgeting expert's roster, providing technical advice and support on gender-responsive budgeting pilots across the country.</p>

ANNEX 10: HUMAN RESOURCE ALLOCATIONS

[Note: information from UNDP not available]

United Nations Agency	Human Resource Allocations 2010 and 2011		
	Title	% time 2011 in practice	% time 2012 in practice
Outcome 1	National Programme Coordinator – JPG Coordinator (UN Women)	50	40
	National Project Coordinator – Gender-Responsive Budgeting and Monitoring Statistics (UN Women)	25	25
	National Project Assistant – Gender-Responsive Budgeting and monitoring statistics (UN Women)	50	50
	Gender Focal Point (UNFPA)	25	30
	Gender Focal Point (UNICEF)	15-2	10-15
Outcome 2	National Project Coordinator – Gender-Responsive Budgeting and Monitoring Statistics (UN Women)	25	25
	National Project Assistant – Gender-Responsive Budgeting and monitoring statistics (UN Women)	50	50
	Gender Focal Point (UNFPA)	25	30
	Deputy Representative (UNICEF)	5	3
	Representative (UNICEF)	4	2
Outcome 3	National Project Coordinator – Women in Elections (UN Women)	100	100
	Deputy Representative (UNICEF)	5	3
	Representative (UNICEF)	4	2
Outcome 4	National Programme Coordinator – JPG (UN Women)	50	20

ANNEX 11: LIST OF DOCUMENTS REVIEWED

United Nations documentation

- Joint Programme for Support to the Implementation of the National Strategy for Gender Equality and Domestic Violence – Advancing Democratic Governance in Albania (2008) Programme Document, internal unpublished document
- Joint Programme for Support to the Implementation of the National Strategy for Gender Equality and Domestic Violence – Advancing Democratic Governance in Albania (2008-10) Annual Progress Reports 2008, 2009 and 2010
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- Joint Programme for Support to the Implementation of the National Strategy for Gender Equality and Domestic Violence – Advancing Democratic Governance in Albania (2008) Mid-Term Evaluation Methodology (2008) internal unpublished document
- Joint Programme for Support to the Implementation of the National Strategy for Gender Equality and Domestic Violence – Advancing Democratic Governance in Albania (2008) Evaluation Report (2009) mid term evaluation report, internal unpublished document
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- UNIFEM, Albania Centre for Economic Research and Albania Socio-Economic Think Tank (2009) Albania Elections Monitoring Report, 2009
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- Government of Albania (2011) The Situation of Women Leaders at the Local Level in Albania. A Baseline Analysis
- Government of Albania (2011) Time Use Survey, internal unpublished document
- Government of Albania (2010) Domestic Violence in Albania: A national population-based survey
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- Government of Albania (2010) Reference Guide on legal standards and in national and international jurisprudence in Albania
- Government of Albania (2010 and 2011) Training manuals on the Gender Equality Law and on CEDAW for civil servants, internal unpublished document
- Government of Albania / United Nations (2011) Harmonized Indicators on gender equality and status of women in Albania, internal unpublished document

Other documentation

- African Development Bank (2011) Mainstreaming gender equality: A road to results of a road to nowhere? An evaluation synthesis and
- UNDP (2010) MDG report for Albania
- UNDP (2011) MDG report for Albania
- UNDP (2012) MDG report for Albania
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- CEDAW Report 2008, List of Issues and Questions with regard to the consideration of periodic reports, 2009 and Concluding Comments 2003 and 2010
- Gentle, Trisha, and Monika Kocaqi (2009). Final Report, Drafting a Strategic Platform for Community Coordination against Domestic Violence in Albania, December.
- MDG-F Economic Governance, Regulatory Reform and Pro-Poor Development in Albania, Programme Document (2008) and Final Evaluation (2012)
- MDG-F Youth Employment and Migration Joint Programme Document (2008), Mid Term Evaluation (2010) and Final Evaluation (2012)
- MDG-F Culture and Heritage Programme for Social and Economic Development in the Republic of Albania, Programme Document, Mid Term Evaluation (2010) and Final Evaluation (2011)
- MDG-F Reducing Malnutrition in Children Programme, Mid-Term Evaluation, (2011)
- European Union Progress Reports on Albania, 2009, 2010 and 2012
- Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) (2010). Do No Harm: International Support for Statebuilding.
- Wood, B; Betts, J; Etta, F; Gayfer, J; Kabell, D; Ngwira, N; Sagasti, F; Samaranayake, M (2011). The Evaluation of the Paris Declaration, Final Report, Copenhagen .

