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10/7/2015

Terminal Evaluation

Strengthening Women's
Representation in National
Leadership Project

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Table of Contents

Acronyms	2
I. Executive Summary	3
II. Introduction: Background and Context	5
A. General Overview of Final Project Evaluation	5
B. Project Background and Description	5
C. Purpose of the evaluation	8
D. Methodology Employed	8
1. <i>Overall Methodological Approach</i>	8
2. <i>Specific Methodology</i>	9
3. <i>Data Collection Tools</i>	9
III. Presentation of Evaluation Findings	10
A. Evaluation of Project Relevance	10
1. <i>Evaluating the Project’s ‘Theory of Change’</i>	10
2. <i>Assessing Project Design and Formulation</i>	12
B. Evaluation of Project Effectiveness	15
1. <i>Assessing Technical Quality of Project Deliverables</i>	15
2. <i>Evaluating Project Outputs</i>	18
C. Evaluation of Project Efficiency	24
1. <i>Evaluating Project Governance</i>	24
2. <i>Assessing Project Expenditure Delivery</i>	26
3. <i>Assessing timeliness of project activities</i>	28
D. Evaluation of Project Impact	28
E. Evaluation of Project Sustainability.....	29
IV. Key Lessons Learned, Conclusion and Recommendations	31
A. Key Lessons Learned.....	32
B. Conclusions & Recommendations.....	36
1. <i>Project Relevance</i>	36
2. <i>Project Effectiveness</i>	36
3. <i>Project Efficiency</i>	37
4. <i>Project Sustainability</i>	37
Annexes	38
Annex 1: Success Stories	38
Annex 2: Persons Interviewed.....	42
Annex 3: Sample Donor Prescribed Project Governance Framework	43
Annex 4: Data Collection Guide.....	44
Annex 5: List Of Documents Reviewed.....	50

Acronyms

AEC	Australian Electoral Commission
BRIDGE	Building Resources in Democracy, Governance and Elections
CSOs	Civil Society Organizations
GOB	Government of Belize
IFES	International Foundation for Electoral Systems
MDG	Millennium Development Goals
NWC	National Women's Commission
PEB	Project Executive Board
PUP	People's United Party
ROPA	Representation of the People Act
TMWC	Toledo Maya Women's Council
TOR	Terms of Reference
TWG	Technical Working Group
UB	University of Belize
UDP	United Democratic Party
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
UNEAD	United Nations Electoral Assistance Division
WIN	Women's Issues Network
WIP	Women In Politics

I. Executive Summary

The *Strengthening Women's Representation in National Leadership in Belize* project was carried out from June 2012 to June 2015 (including a one-year extension), with a total grant of USD 225,000.00. It was intended to be implemented by Women's Issues Network Belize (WIN Belize) in all six districts of Belize, in partnership with the National Women's Commission (NWC) and the Toledo Maya Women's Council (TMWC). The targets were women and civil society organizations (CSOs), to strengthen their capacity to foster and contribute to the development of an inclusive, human-rights oriented political platform to institutionalize equal participation of women as constituent representatives in national elections. Consequently, the expected outcomes were:

1. Improved public awareness and support of women's political participation and political leadership, and gender equality in national decision-making.
2. Improved capacities of civil society and women's organizations to actively advocate for equal participation and representation of women in electoral and national leadership.

Conceptually, the design of the project's strategy was appropriate to build public support and advocacy for gender equality in national decision-making and bring visibility to women's political representation. The implementation design, however, was undermined by inadequate consideration of funding and time requirements. The primary strategy of the project was to build awareness and capacity at three levels:

1. National sensitization and awareness on the rights of women to political participation and representation;
2. Building the capacities of women and civil society organizations to strengthen civic engagement and promote women's participation in democratic processes;
3. And, supporting a cadre of women to bring visibility to women in leadership positions and those aspiring for political office.

The public awareness and support outcome was partially successful in sensitizing civil society and women's organizations and to create awareness of women's rights to political participation and representation. While the National Gender and Democracy Forum effectively addressed the issue/problem of socio-cultural barriers that are imposed upon women and preclude them from entering politics, the advocacy and communication campaign was not fully realized, primarily due to a

shortfall in funding and use of a visibility strategy versus advocacy strategy. Public awareness activities that took place used multiple media opportunities to promote messages of inclusive governance in the wider population; and communication and outreach materials developed included flyers, brochures, radio and TV spots, and promotional items such as tee shirts, coffee cups, bumper stickers and fridge magnets.

The outcome to build capacity and train key civil society and women's organizations to collectively develop a platform on which to advocate for women's representation in national leadership was also partially achieved. While trainers received training in skilled dialogue and advocacy mechanisms, skills to interface with national authorities and how to effectively present the women's agenda from a legitimate position of strength, expected replications were not carried out in all the target areas. This was due mainly to poor cooperation from the same trainers which speaks to the sustainability of actions. A comprehensive legislative review of the Representation of the People Act (ROPA) was undertaken. National consultations and proposed revisions to the Act to facilitate greater participation and representation of women in electoral politics were done. Amendments to the ROPA to effect the quota system as a temporary special measure was drafted, as well as a Cabinet Paper, but endorsement and acceptance by the national government is pending. A National Governance Framework that promoted women in political leadership through the implementation of temporary special measures was adequately developed but needs to be socialized and presented to national government as well. The cadre of 75 national women leaders were trained and intellectually prepared to contest the 2017 national elections.

While the Project Implementing Agency's (PIA) efforts faced a number of challenges, in some respects the targets for the expected outputs were met. The National Gender and Democracy Forum was successfully conducted, and involved about 100 participants from throughout the country; and all 75 of the national women leaders that were trained and prepared for electoral politics were satisfied with the results and praised the trainings for delivering the essential skills and for providing them with the courage and development they needed.

The overall rating for the evaluative factors of relevance and effectiveness is Moderately Satisfactory and efficiency is Moderately Unsatisfactory. For project sustainability, the overall likelihood of

sustainability is Moderately Likely. While for impact, the overall rating is Minimal. The terminal evaluation concludes with identification of lessons learned and recommendations for future projects.

II. Introduction: Background and Context

This section provides information on the project's background and context and describes the methodology for conducting the external end of project evaluation.

A. General Overview of Final Project Evaluation

This report is the terminal evaluation of the United Nations Democracy Fund (UNDEF) funded project: *Strengthening Women's Representation in National Leadership in Belize*. The project's duration was from June 2012 to June 2015 (including a one-year extension), with a total grant of USD \$225,000.00. The project was planned to be carried out in all six districts of Belize, and implemented by the Women's Issues Network (WIN) Belize, in collaboration with the National Women's Commission (NWC) and the Toledo Maya Women's Council (TMWC). The overall development objective of this project was *to promote women's rights to representation and participation in national leadership as a prerequisite to improve their economic and social status in Belize*. Specifically, the project's objective was *to strengthen the capacity of women and civil society organizations to foster and contribute to the development of an inclusive, human-rights oriented political platform to institutionalize equal participation of women as constituent representatives in national elections*.

The objectives of this terminal evaluation are consistent with the United Nations Development Programme's (UNDP) evaluation policies, and include: to monitor and evaluate results and impacts, including an assessment of sustainability; to provide a basis for decision making on actions to be taken post-project; to assess the effectiveness and efficiency of resource use; and, to document, provide feedback on, and disseminate lessons learned.

B. Project Background and Description

There has been a growing acknowledgement in Belize that women must be better represented at the national decision-making level in order to improve their economic and social status. Historically, women's representation in politics and achieving gender parity at the highest levels of leadership positions have been impeded by cultural, structural and social barriers. There is also a prevailing societal perception that women have no place in political leadership and that they are not capable of being in leadership positions. As a result, women continue to face discrimination in politics, lack

political leverage, and struggle to gain the support of their families and political parties to endorse their candidacy for political office.

As at the start of this project in 2012, only one (1) of the thirty one (31) seats in the House of Representatives and two (2) of the twenty two (22) Cabinet posts are held by a woman, and the House of Representatives has had only three women since Belize's Independence in 1981. This slow and regressive status of women's representation in national leadership has placed Belize in last position (131st) on the Global Gender Gap Index in the area of political empowerment of women, and thus in the company of countries like Saudi Arabia, Qatar and Brunei.

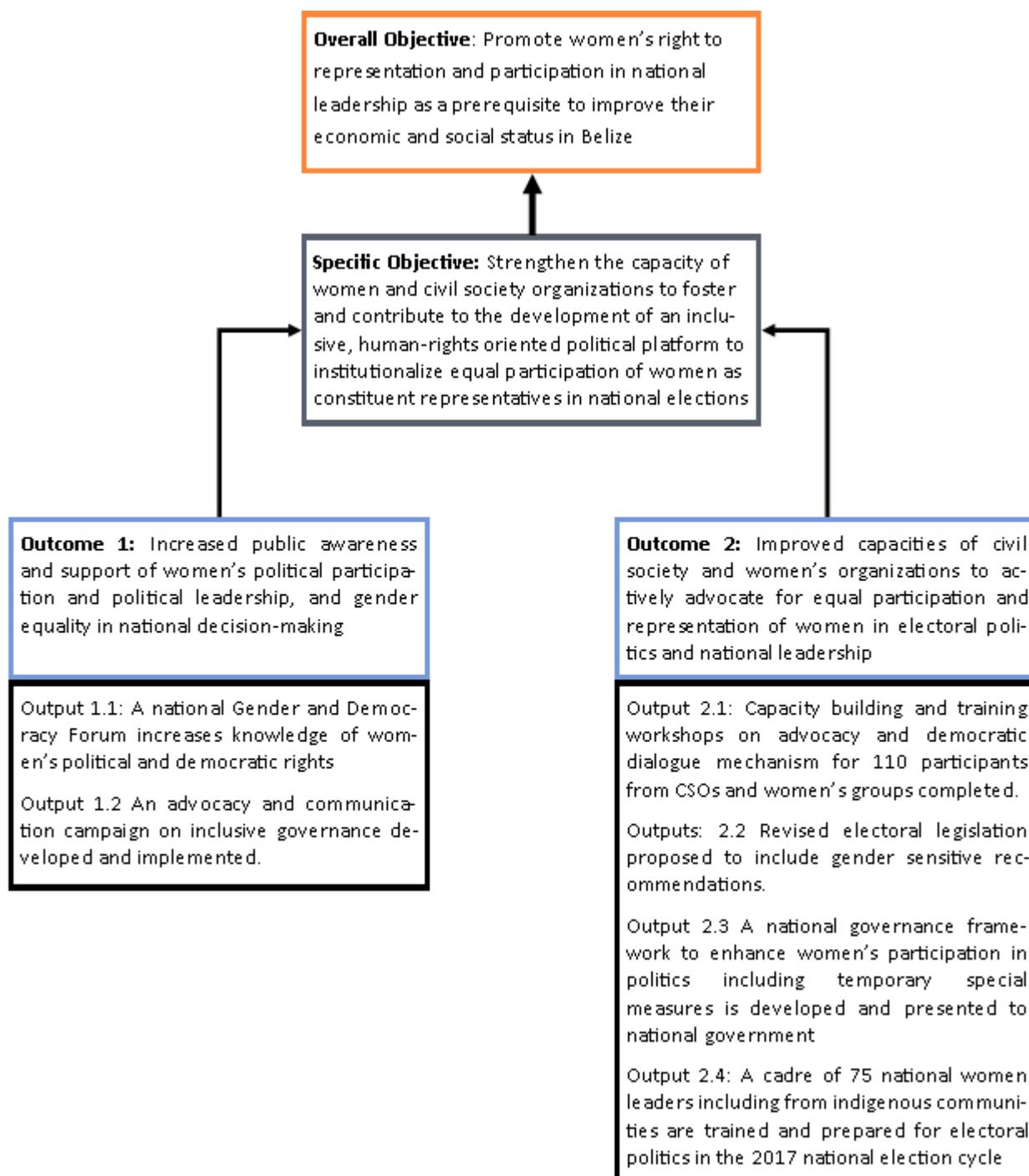
Although Belize is a vibrant electoral democracy, there is a notable social divide. The national census data shows that 75.7% of women compared to 70% of men don't know or are not sure if women should occupy leadership positions; there is no women's agenda that informs and guides national political participation and representation; there is no legal framework to regulate political parties that are not gender sensitive; and there is no temporary special measures to enable women's increased participation and representation in electoral politics in Belize.

While women have made some social advances in recent years, the MDG3 political participation indicators show that women as a group continue to occupy a subordinate position in Belize's democratic process. This absence of women from political leadership significantly reduces the likelihood that issues of critical importance to women and their families will be addressed as priorities for national development.

The overall objective of the project is to improve women's representation at the highest level of leadership as a prerequisite to improve their economic and social status in Belize. The specific objective is to strengthen the capacity of women and civil society organizations to foster and contribute to the development of an inclusive, human rights oriented political platform to institutionalize equal participation of women as constituent representatives in national elections. The expected outcomes are:

- 1. Increased public awareness and support of women's political participation and political leadership, and gender equality in national decision-making and*

2. *Improved capacities of civil society and women’s organizations to actively advocate for equal participation and representation of women in electoral politics and national leadership.*



The project was designed to promote and build public support and advocacy for gender equality in national leadership and contribute to institutionalizing equal participation of women as constituent representatives in national elections. The primary strategy of the project was to build awareness and capacity at three levels: national sensitization and awareness on the right of women to political participation and representation; building the capacities of women and civil society organizations to strengthen civic engagement and promote women's participation in democratic processes; and supporting a cadre of women to bring visibility to women in leadership positions and those aspiring for political office. This focus on the three levels would allow the project to have a broad reach to influence stakeholders who can address the distinct barriers that women face to achieve gender parity in national decision-making.

C. Purpose of the evaluation

This terminal evaluation is intended to be a systematic learning exercise for project partners, and is therefore structured so as to generate and share experiences and practical knowledge. It has been conducted in a consultative manner, and identifies and documents lessons learned, and make recommendations for the improvement of design and implementation of similar projects, or maximize the impact of the project going forward.

D. Methodology Employed

The evaluation was conducted by a national consultant under the terms of an agreement with UNDP. The evaluation took place from August – September 2015. All available project documentation and contextual/background materials on issues that women aspiring for political office in Belize face were reviewed by the consultant. Interviews were conducted with key project stakeholders involved with the implementation and management of the project. Other meetings focused on interviews and discussions with project partners and beneficiaries of the training carried out.

1. Overall Methodological Approach

The methodological approach chosen for this project evaluation originates from the family of assessment methodologies known as “improvement/accountability-oriented” evaluations which aims to be comprehensive in scope by incorporating the full range of questions and criteria necessary to assess a project's true value. Such evaluations strive to examine a wide gamut of technical and resource allocation criteria to judge a project's worth. Importantly, they also look to identify all relevant outcomes. Following this methodological thread, the evaluation integrates both summative and

formative evaluative types as respective components essentially measure progress against planned objectives/results in the former while the latter measures current and projected development impact. It contains elements and aspects of both types as basic evaluative objectives of this exercise included: (1) the identification of what has been working and what has not been so effective so that the necessary programmatic and operational adjustments can be made in any follow-up project phase and (2) the ascertaining if project goals, objectives, results and outcomes have been achieved.

2. Specific Methodology

The evaluation was conducted in a participatory manner working on the basis that the primary purpose of the evaluation is to assess the results (outcomes), impacts, performance (on the basis of the indicators identified in the Results Framework) and sustainability of the project. For this to happen, the consultancy started with a review of the key project documents, notably Minutes of the Project Executive Board, Technical Working Group and Communications Committee; Quarterly and Annual Reports; Donor Reports and other relevant reports and correspondence.

The evaluation approach combined methods such as documentation study (desk review) and interviews. After studying the documentation, the Consultant conducted interviews with relevant partners including beneficiaries. In addition, a survey of participants in the “Women leaders in training on electoral politics” was conducted to help ascertain the effectiveness and results of the training. Throughout the period of the evaluation, the Consultant liaised with UNDP and WIN Belize officials.

3. Data Collection Tools

The consultant utilized a combination of interviews and a survey instrument to collect data for assessing the project’s results. For each data collection method, a guide was developed (See Annex 3: Data Collection Guide). Interviews were conducted with key stakeholder participants including personnel from WIN Belize, UNDP, NWC, and TMWC. The survey was sent to all participants of the “Women in electoral politics training.”

III. Presentation of Evaluation Findings

Table 1 below provides overall ratings for the assessment of project outcomes based on the criteria of 1) Relevance, Effectiveness and Efficiency. An overall project outcome rating is also provided. The legend for the ratings for this section and others addressing sustainability and impact, is provided in the succeeding table. In summary, the project is found to be relevant. In terms of effectiveness, the project has been given a rating of 4 (Moderately Satisfactory) and for Efficiency, a rating of 3 (Moderately Unsatisfactory). Overall project outcome rating given is 4 (Moderately Satisfactory) as the project did face several shortcomings. This is further explained below.

Table 1: Ratings

Assessment of Outcomes	rating
Relevance	R
Effectiveness	4
Efficiency	3
Overall Project Outcome Rating	4

Table 2: Legend for Ratings of Project Results

<p>Ratings for Outcomes, Effectiveness, Efficiency</p> <p>6. Highly Satisfactory (HS): no shortcomings 5. Satisfactory (S): minor shortcomings 4. Moderately Satisfactory (MS) 3. Moderately Unsatisfactory (MU): significant shortcomings 2. Unsatisfactory (U): major problems 1. Highly Unsatisfactory (HU): severe problems</p>	<p>Sustainability ratings:</p> <p>4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks</p>	<p>Relevance ratings</p> <p>2. Relevant (R) 1.. Not relevant (NR)</p> <p>Impact Ratings:</p> <p>3. Significant (S) 2. Minimal (M) 1. Negligible (N)</p>
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A. Evaluation of Project Relevance

With the aim of assessing project relevance¹, this sub-section reviews evaluative evidence that project stakeholders engaged in an effective project preparation process that would have included the clear identification of the intervention’s intended “theory of change” and the undertaking of a technically robust project design initiative such as a logic modeling exercise that links project goals to objectives.

1. Evaluating the Project’s ‘Theory of Change’

Evaluating the project’s intended ‘theory of change’ essentially entails identifying and assessing what actual concrete positive change the project was designed to achieve or significantly contribute toward. This assessment, in this instance, was done by reviewing the stated project goals and objectives within

¹The RELEVANCE dimension is about the context and the relative importance of the development issues being addressed by the intervention

the project document and evaluating their overall relevance and alignment. As stated previously, the overall development objective of this project is “to improve women’s representation at the highest level of leadership as a prerequisite to improve their economic and social status in Belize”. The explicit causal chain in this goal statement is that the “improved women’s representation at the highest level of leadership” will “improve their economic and social status”. There is ample evidence from various strands of the social science literature (e.g. education, sociology, economics) to broadly support these causal linkages and so this overall intervention logic is deemed to be conceptually sound overall.

According to the UN, democracy requires that citizens’ interests be heard, deliberated and legislated on. Given that women are half of the world’s population, as such their voice should be heard in the democratic process. Democracy needs women in order to be truly democratic, and women need democracy if they are to change the systems and laws that preclude them and preclude societies as a whole, from attaining equality. In this respect, the project maintains relevance in the global context and it is in line with the UN’s view of addressing the need for women’s political participation and representation from a right’s based perspective.

The project proposal also states that the project objective “is to strengthen the capacity of women and civil society organizations to foster and contribute to the development of an inclusive, human rights oriented political platform to institutionalize equal participation of women as constituent representatives in national elections”. In this instance it is assumed that there is causal link between the strengthening of women’s and civil society organizations capacity and the equal participation of women as constituent representatives in national elections. According to Lewis (2012), this has not always been the case as *“training and other support to potential women candidates will not necessarily lead to more women in the legislature....The experience of civil society organizations demonstrates that women will respond to training and support programmes and offer themselves for political office. However, actions to promote gender balance must move beyond individual women and women’s groups and into political parties and government institutions that sustain many of the barriers to women’s representation².”* Despite this, there are some literature that support causal linkages between institutional strengthening and women’s

² A Situation Analysis of Gender and Politics in Belize “Toward Equality of Opportunity for Equality of Results. (2012). Page 36.

representation in national elections. Therefore, the intervention logic is deemed to be conceptually sound to some extent as the project was not relying solely on training though it is a part of the overall project strategy.

2. Assessing Project Design and Formulation

The assessment for this component focused on the technical effectiveness of the Logical Framework Analysis (LFA) matrix used by the project for implementation guidance. The assessment approach used to determine design effectiveness is twofold and largely based on the standard logic model development framework. Firstly, a process assessment is made of whether there is evidence in the available project documents that the project's LFA development followed the framework in terms of usual analytical steps and components (see Box 1). Secondly, a technical effectiveness assessment of the LFA in terms of the chosen intervention logic, indicators, and assumptions will be undertaken.

Box 1: The Standard Logic Model Development Template

A standard logic model development process for a project and/or programme should incorporate and integrate the following components and phases:

- ❖ A substantive description of the change strategy that the project intervention aims to support, contribute toward and/or execute;
- ❖ Comprehensive definition of the problem that the intervention aims to address;
- ❖ Attempted quantification of the scope and scale of the needs and assets that justify the selection of the chosen development problem/dilemma being addressed;
- ❖ Acknowledgement of the key influencing factors that will negatively and positively affect the intended 'theory of change' for the intervention;
- ❖ Identification and application of highly relevant and 'best practice' research conclusions and related data that support and justify the plausible solution strategies for identified problem/s being addressed by the intervention and
- ❖ Statement of critical assumptions being held about the environment and context within which the intervention is being executed and which indicates why selected strategies will work in the way described in the logic model.

Logic Modeling Process Development Assessment

A review of the project proposal reveals that there was an adequately substantive description of the intended change strategy for the project and a relatively comprehensive description of the problems the intervention aimed to address contained within the document. The key issues that the project identified were: 1) the lack of political representation in National Government, 2) cultural, structural, and social impediments to women in leadership, 3) success in politics often stems from the connections made through male networks, 4) no national development priority on the issue of gender and governance, and 5) limited attention to critical issues affecting women and their families in the development context. These issues continue to remain relevant even as the project is complete.

According to the Global Gender Gap Index 2014, Belize has failed to close the gap on political empowerment and ranks 133 out of 142 countries as opposed to 131 out of 133 countries in 2012 at the onset of the project. This indicates that the key issues identified within the project continue to remain very relevant. However, it can be argued that there was a design flaw in that after such an effective assessment of issues which acted as barriers, the proposed interventions failed to adequately alleviate the issues. Understanding this, seems that the best use of resources would have been to get the gender political gap onto the national agenda.

On the other hand, there was inadequate quantification of the scope and scale of the needs for the intervention laid out in the project proposal. While the identified outcomes, outputs, and activities are all relevant to the identified issues, the budgeting and project implementation timeframe are inadequate.

Several influencing factors that are likely to affect the project intervention are mentioned in the project proposal and particularly in the assumptions and risk section of the LFA. However, there are some key factors that were inadequately analyzed. One such example was stakeholder partnerships; in particular the key project implementation partners, NWC and TMWC, that ended up having minimal to non-existent roles in the project and thus increased the risk of the project not meeting its desired results.

The intervention logic value of the capacity building approach for effecting change is introduced and treated in the project document as widely understood and effective. However, there is little or no explanation and research evidence cited as to why this strategy has been chosen. While this intervention model has been used continuously and undoubtedly do has technical merit, the lack of cited research evidence resulted in the absence of systemic and corollary drivers and obstacles related to this strategy which if identified and analyzed, might have been able to improve project execution and pinpoint implementation obstacles and solutions in advance of their emergence.

Finally, standard operational, environmental, policy and logistically related project assumptions were listed in the LFA which were useful in nature however could have been improved by the inclusion of deeper analytically oriented assumptions that could have also helped with identifying solutions to

inevitable project execution challenges. For example, in one instance, a major issue identified informs that “success in politics often stems from the connections made through male networks” and an assumption is that “government has the political will to honor its international commitment with CEDAW, MDG and Human Rights instrument”; the latter opposes the stated issue. If Government is comprised of primarily men whose positions are a result from male networks then it stands to reason that these men would not have the political will to upset the status quo. In this regards, not substantively analyzing the relevant influencing factors may have some impact on the project’s ‘theory of change’ and results framework.

Table 3 below provides a summarized overview of the completion status for this logic modeling process completion assessment.

Table 3 Logic Modeling Process Completion Assessment Summary for Project

Standard Logic Modeling Process Component	Completion Status of Component
Description of change strategy	Completed
Comprehensive problem definition	Completed
Quantification of scope and scale of needs and assets for intervention	Partially completed
Acknowledgement of key influencing factors	Partially completed
Application of ‘best practice’ research	Not completed
Statement of critical assumptions	Partially completed

Technical Effectiveness Assessment of LFA

This sub-section focuses primarily on the expected results, project activities, listed verifiable indicators and sources of verification found within the LFA as assessments of the other aspects of the LFA are covered in the preceding sub-section. It is concluded that the two main expected project outcomes and associated outputs listed in the LFA are simple, comprehensive and well thought out based on the project’s overall goal and objectives. The project’s identified activities in the LFA certainly covered and captured the main operational and programmatic responsibilities and tasks and tended to be akin to a project work plan. It is asserted that more highly strategic activities such as planning, monitoring and evaluative type functions, and specific activities to contribute to project sustainability should have been incorporated here which would have strengthened the ‘theory of change’ underpinnings of the LFA. The verifiable indicators are linear in nature and directly correspond with the respective outputs and activities. Success thresholds for the indicators appear very reasonable and well thought out which is affirmed by evaluative evidence that there was limited modification made to the numerical targets within the LFA during project implementation. This however, may have been as a result of limited project monitoring. Means of verification sources identified were limited and only the results of post

surveys were mentioned. There is no evidence that action was taken in this regard to gather data and evidence as to the success and effectiveness of the intervention. Overall the project is found to be relevant to women development issues in Belize.

B. Evaluation of Project Effectiveness

This section assesses the extent to which the project was effective³ in achieving the intended results. This pre-supposes that the goals are sufficiently well defined in terms of objectives, that they are cohesive and consistent, and that they are in fact appropriate and achievable (Specific, Measurable, Achievable, Realistic, and Time bound). It also presumes that there are no overriding "hidden" goals, or that if there are, they can be identified and factored into the assessment. In order to ascertain whether the project reached and was effective in meeting the needs of its beneficiaries, the consultant examined the technical quality of project deliverables, project outputs, and the overall project achievement.

1. Assessing Technical Quality of Project Deliverables

I. National Gender and Democracy Forum

This forum was designed to focus on engaging the public on the rights of women to political participation and representation in national decision-making. An international professional consultant developed the methodology for conducting and facilitating the forum, and produced a final report. The two-day National Gender and Democracy Forum, that was originally scheduled to be held in July 2012 was not held until October (3rd and 4th), presumably because of insufficient timeline considerations. Participants of the forum included formal and informal male and female community leaders (identified from among political parties, academia, indigenous representatives, Women's Department, alumni from the Women in Politics Project, and CSO representatives) from rural and urban communities within the six Belize districts. Activities of the gender and democracy forum included presentations and discussions on rights of women to political participation and representation; presentation of structural, social and cultural impediments that prevent women from successfully engaging in electoral politics; discussion on the social and economic benefits of women's contribution to the democratic processes and governance; and the formation of an advocacy body for women as a legitimate political base.

³ The degree to which objectives are achieved and the extent to which targeted problems are solved.

There is no evidence that a pre- and post-survey was conducted to measure the effectiveness of the forum in increasing awareness of the issues among participants. A video documentary was produced highlighting key challenges and recommendations from the forum, but this was done towards the end of the project and as a result affected consistency in video quality and interviews of performers. Some radio ads were also produced and aired live. Some initial issues that the PEB noted with the radio ads development included confusing ads, the realistic-ness of the ads, and who the ads should highlight. An advocacy body was formed near the end of the forum to address identified priority barriers.

II. Advocacy and Communication Campaign on Inclusive Governance

This campaign was designed to influence local attitude through active, ongoing outreach and sensitization campaigns, and these were to be built on the findings of three critical research documents (A Situational Analysis of Gender and Politics in Belize; Belize Gender Assessment and MDG Scorecard) that identified challenges and barriers that preclude women from actively participating in national leadership and democratic processes in Belize. The advocacy campaign, in particular, was not fully developed, primarily because of insufficient funds available to adequately cover the cost of this activity. A consultant was hired to provide advocacy training and develop a final report. The training (designed to respond to more than the deficit in dialogue and advocacy capacities) was scheduled for the fourth quarter (April-June, 2013) of the project, but was not conducted until April 18th and 25th, 2015. Procurement of a facilitator was cited as the primary reason why the date for the training was pushed back. Participants of the training comprised those from women's groups and civil society, including from rural and indigenous backgrounds. Some public awareness took place, and promotional items in the form of flyers, banners, key rings, fridge magnets, calendars, tee shirts, etc. were developed.

III. Capacity Building and Training Workshops on Advocacy and Democratic Dialogue Mechanism

These workshops were meant to respond to the deficit in dialogue and advocacy capacities and incorporated advocacy, leadership and management skills within mostly female led CSO and community groups. An international consultant trainer was engaged to develop and facilitate the trainings based on the BRIDGE⁴ Gender and Elections Curriculum, and produce a training report. The

⁴ BRIDGE is a specialized gender and development research and information service based in the Gender and Sexuality Cluster at the Institute of Development Studies (IDS), in the UK. As part of a global network of individuals and organizations working to advance gender equality, women's rights, dignity and empowerment in development, BRIDGE

BRIDGE Training (Building Resources in Democracy, Governance and Elections) was developed by the UNDP in partnership with the AEC, International IDEA, IFES, and UNEAD. It is a modular professional development program on electoral processes with a comprehensive curriculum and workshop package, designed to be used as a tool within a broader capacity development framework. BRIDGE comprises 24 modules on all aspects of election administration (Electoral Architecture, Electoral Stakeholders and Electoral Operations), and one of these module is dedicated to “Gender & Elections”.

The TMWC was contracted to work with the consultant as translators. 25 core women leaders (identified from national CSOs and women’s groups from the six districts) were trained as trainers and equipped with the skills needed to build confidence and capacity to effectively advocate for appropriate space, voice and visibility in national decision making processes. Participants of the training were then to replicate the training for representatives (from among political parties, academia, indigenous representatives, Women’s Department, alumni from the Women in Politics Project, and CSO representatives) in their respective districts.

IV. Revised Electoral Legislation

This aspect of the project included a comprehensive legislative review of the Representation of the People Act (ROPA) by a legal professional and in collaboration with a Technical Working Group (TWG), to make recommendations for revision to reflect amendments to address gender equality in elections and political processes. The revision was garnered through national consultations with CSOs and other stakeholder groups from rural communities in each of the six districts, and the results presented to women and national leaders through focus group discussions, school presentations, and meetings with representatives of political parties at the district level. Results of feedback and contributions were provided to the legal review expert to be included in the proposed revised legislation. The final draft document was to be submitted to national cabinet for approval and passage into law. Some media and community based advocacy activities (including DVDs, CDs, pamphlets, brochures, radio and TV ads) were developed and implemented to sensitize the public on the proposed legislation.

V. National Governance Framework

advocates for the crucial importance of a gender perspective in efforts to reduce poverty and promote social justice. BRIDGE is committed to making multilingual gender knowledge accessible outside the research community and to building bridges and dialogue between researchers, policy-makers and practitioners.

This framework was developed to promote women in political leadership through the implementation of temporary special measures. These measures were developed in conjunction with political parties, women and civil society organizations, academia, indigenous groups, and national government. A legal consultant supported by a technical committee led the process, and leaders of women and civil society organizations in the six districts were to be mobilized to present the agenda for inclusive governance in political fora. This governance framework included the development of an inclusive agenda, and together with the proposed temporary measures/quota constituted the national governance framework, and was included in the previously proposed amendments to the ROPA. This framework specified Government's commitment to MDG 3 (promote gender equality and empower women), and also articulated specific actions that will be taken to facilitate women's political participation.

VI. A Cadre of 75 National Women Leaders

Seventy-five national women leaders, including from indigenous communities, were prepared to contest local and national elections through higher level training in practical implementation of campaign management, messaging, public presentations, policy development, and gender-budgeting. These women leaders received training in topics such as: how the political system works, advancing within the parties, dealing with political rallies, dealing with the media, etc. Trainees and women in CSOs in the six districts were also mobilized to participate in community outreach activities and public forums to build on public presentation skills and gain first-hand exposure to public speaking. The community outreach activities included sensitization sessions on women's political participation in mock campaigning. The training program was to be implemented in collaboration with the National Women's Commission in an effort to build on its introductory level training program.

2. Evaluating Project Outputs

The project had two expected results that based on the intervention logic, would lead to improved women's representation at the highest level of leadership as a pre-requisite to improve their economic and social status in Belize. These are:

1. Increased public awareness and support of women's political participation and political leadership, and gender equality in national decision making and
2. Improved capacities of civil society and women's organizations to actively advocate for equal participation and representation of women in electoral politics.

Under these two outcomes are several outputs which are listed and assessed below in terms of Intended Changes and Effects (Positive-Negative and Direct-Indirect)

I. Output 1

National Gender and Democracy Forum

A total of 125 formal and informal male and female community leaders were targeted for participation in the forum of which, according to the forum report, 100 women and men were present on day one and 70 on day two, from all areas of the country, including the political parties, academia, indigenous representatives and key CSO representatives. The forum achieved its two objectives. The first was to increase knowledge of women's political and democratic rights and the obstacles that constraints the full access to these rights. This was done through direct presentation to participants and through national exposure on the subject matter from the presence of the media (television, radio, and print). It should be noted however that the indicator for this output of having at least a 50% increase among men and women who accept that women should occupy political leadership roles and positions cannot be determined as no measurement in this respect was done.

The other major result of the forum was the formation of an advocacy group comprising 60 persons to address priority barriers identified at the forum, including societal views and attitudes; political practices; absence of support and alliances/partnerships for and among women; and resource barriers. The advocacy group was to be active throughout the life of the project. This however did not occur (Sees Result 2 below for further details).

Based on feedback from the participants, the forum was effective in meeting its objectives. 91% of the participants thought that the facilitators were well versed, experienced, focused and very informative, and met the forum's objectives. 78% of the participants thought that the objectives and issues of the forum were clearly defined and 98% liked the forum.

II. Output 2

Advocacy and Communication Campaign on Inclusive Governance

The target of this advocacy and communication campaign was primarily to change the attitudes of local people about women in politics. The advocacy group formed during the gender and democracy

forum was tasked with the oversight of the advocacy campaign, but meetings of this group were not well attended. The implementing organization followed-up with group members to encourage better participation but there is no evidence that attendance was improved. Based on minutes of the PEB meetings, it was recognized that the advocacy campaign needed strengthening and buy-in from other individuals. In this regard, it was suggested that CEO in the Ministry of Local Government responsible for the Elections and Boundaries Department be contacted to give support, but there was no evidence to indicate that this was done. The PIA believes that this advocacy and communication campaign would have been stronger had there been greater support from government and the NWC. Likewise, there is no evidence to indicate that such support was sought. In addition, the implementing agency did not have sufficient funds to complete all of the activities of this output, including a pre- and post-survey of activities to measure their results.

Some promotional items (such as tee shirts, coffee cups, bumper stickers, fridge magnets, and educational advertisements) were developed and these contributed to the public awareness/visibility. The production of the documentary was done later in the timeframe of the project and the PIA believes that this affected its quality and effectiveness as the documentary was done using footage compiled from various sources; these were inconsistent in quality. It can be argued that the funding for this component was misdirected to fund promotional items and create visibility rather than contributing to the substance of an advocacy campaign. In hindsight, this was recognized at a late stage in the project, so corrections were late in coming. By that time a large amount of project budget was already spent on visibility items which promoted the project and not inclusive governance. The target for this output was partially met.

III. Output 3

Capacity Building and Training Workshops on Advocacy and Democratic Dialogue Mechanisms

The target for this output was for at least 60% of women's organizations to be actively engaged in the formulation of a national women's agenda for inclusive governance. Twenty five (25) core women leaders from CSOs and women's groups across the six Belize districts were initially trained using the

BRIDGE training module. Due to internal challenges and eventual closure and resignations of the TMWC, participation of indigenous women was hindered. The 25 core women leaders were to replicate the same training that they received for representatives of women's and civil society organizations in each of their respective district for an additional 15 women in the four districts (Orange Walk and Corozal combined as one, plus Cayo, Stann Creek, and Toledo) and 25 in the Belize District (to bring the total women trained to the 110 targeted).

According to the PIA, the 25 core women did not cooperate fully in this regard, and cited reasons such as lack of adequate telephone service and shortage of funds needed for travel to conduct training. It appears, in addition to these issues, there was a lack of clear incentive or reason for the women trained to conduct expected training in their respective communities. As a result, replications were slow to take place and not carried out in all targeted areas as planned (no replications were done in the Stann Creek District and Belize City). The PIA reached out to these 25 core women and informed about their obligations in this matter, but this effort was not very successful. The implementing agency in the end, had to facilitate the remainder of the replications by itself.

There is no evidence that shows that the 110 women who received training were all persons of influence or how many of these women trained were actively involved in the framework development or in the advocacy campaign for changes regarding female representation. There seemed to be a misunderstanding as to what the objective of the BRIDGE training was i.e. to build confidence and capacity to effectively advocate for appropriate space, voice and visibility in national decision making processes. Thus while there were 110 women trained, it did not necessarily translate into the expected outcome of support to the legislative review and the development and implementation of the advocacy campaign. The target for this output was only partially met.

IV. Output 4

Revised Electoral Legislation proposed to include gender sensitive recommendations, and a National Governance Framework to enhance women's political participation, including temporary special measures

The target for the revised electoral legislation was for endorsement from at least 60% of civil society, women's organizations, rural women and political parties. The national governance framework target was that by the end of the project, national government and political parties would have endorsed and adopted temporary special measures to enable and increase women's participation and representation in national leadership. A legal professional consultant (supported by the Technical Working Group) conducted a comprehensive review of the ROPA, based on national consultations (with CSOs and other stakeholder groups including national and local government, political parties, and NGOs, in the six Belize districts), and produced a report. The report made proposed amendments to the Act from a gender perspective, especially to assess inherent gender imbalances that pose challenges to women's national political participation and representation. Two of the main recommendations for amendments include: amendments to the language to specifically include the female gender, and to provide for a quota system as a temporary special measure. The amendments were drafted along with an accompanying Cabinet Paper. In addition, a governance framework was developed to address the non-legislative issues required to be addressed to make the suggested legislative amendments operative as a pathway and tool for the attainment of gender equality in the National Assembly.

Both the proposed amendments to the ROPA and governance framework are yet to be forwarded to the national government for endorsement and adoption. It was however presented to the NWC and a forum of invited stakeholders. Proper budgeting, scheduling, and underestimation of the timeframe all affected the realization of these two outputs. In addition, the National Women's Commission, as a key stakeholder, was not intimately involved in these activities and the implementing agency believes that this lack of additional credibility and support may have affected buy-in from government and other groups. Coordination of these two outputs are ongoing and yet to be determined. The minimal progress of this particular activity is compounded by a seeming lack of appreciation of the national policy making process. It appears that critical public institutions in this instance were not fully and properly engaged from the outset.

It can be argued that the project preparers did not understand national processes associated with legislation amendments and strategic partnerships were not fully employed to facilitate this process. Changes in national legislation cannot be effectively led by an NGO. The NGO is instrumental in the advocacy however changes are driven from Ministries of Governments. This was a flaw in project

design as designers did not show an appreciation for the intricacies which goes along with legislation review, amendment and government endorsement.

The targets for these two outputs were partially met.

V. Output 5

A Cadre of 75 National Women Leaders

The target for this output was to have at least 75% of women trained for political leadership to enter the 2017 National Elections. The target for this output was partially met. A two-member consulting team was hired to facilitate the training and produced a report. A cadre of 75 national women leaders, including from indigenous communities were trained.

The results of a survey conducted on the women that participated in the training show that 65% are members of a CSO or Women's group that advocate for gender equality. Only 35% had previously ran for electoral politics prior to the training, however this number decreased to 29% running for electoral politics after the training. This may be because the participants selected for the training were not the most appropriate individuals. As noted, the two top reasons for participation in the training was to improve leadership skills and to increase understanding of electoral politics; while, to prepare for participation in electoral politics was the fourth of five reasons to participate in the training. A major criteria for participation in the training should have been willing or want for participation in electoral politics. It should be noted that the initial intent was for this training to be a follow up to Women in Politics (WIP) training conducted by the NWC by enrolling the participants from that training however, this did not occur. It appears that participants to this training were selected without giving much consideration to the political structure of the country and the path for women to actually become candidates.

The topics covered by the training were 1) how the political system works and 2) how to be a leader followed by 3) how to conduct a campaign. Overall, 94% of those surveyed indicated that the training programme met their needs. There were overall improvements after the training in terms of participants' understanding of electoral politics, confidence in offering oneself as a candidate, capacity to deal with the media, capacity to manage a campaign, willingness to run for electoral politics, and

willingness to advocate for women’s participation in politics. In this regard, the training was very effective. There were however, some challenges experienced by participants and in the implementation of this output that included the following:

- There was need for more participation from other members of civil society and other political parties as majority of the participants were from one political party.
- One of the facilitators associated with a political party was not perceived to be objective .
- The National Women’s Commission did not fully endorse the training because they felt that this was a duplication of what they had already done and that the training should have been more advanced.

While most activities were completed, overall, deficiencies in and partial completion of some planned outputs led to a limitation in their contributions to the overall effectiveness of the project.

C. Evaluation of Project Efficiency

This section assesses the extent to which the project was efficient in achieving the intended results. Efficiency measures how economic resources/inputs are converted into results. It examines how the project was governed and assesses the quantity of inputs, financial or otherwise, needed to produce a given unit of output. The focus of this section will therefore be based on how well input/means had been converted into results, in terms of quality, quantity and time, and the quality of the results achieved.

1. Evaluating Project Governance

A critical component of project management is governance. Box 2 provides a definition of project governance.

Box 2: Definition of Project Governance

Project governance is a decision-making framework supported by a set of structures, roles, processes, and accountabilities which require collaboration across a set of widely dispersed constituents and stakeholders in order to optimize project performance. An effective governance framework leads to: decision taking and agreed trade-offs; management of two-way information flows (project delivery team to stakeholders and the reverse) and other consultation, reporting and formal disclosure activities; high level ownership and advocacy functions; access to best practices and expert advice to support working level problem solving and to provide neutral challenge, oversight of project management functions, and instigating and dealing with reports.

The project adopted a typical structure for project execution which is shown in Annex 3. As the Executing Agency, UNDP provided coordination support and was responsible for ensuring that all financial, monitoring, reports, and evaluation requirements were met. A Project Execution Board (PEB) was established to function as the project's Board and acted in an advisory capacity and provided on the ground support and monitoring of the Project Implementation Agency (PIA). The PEB comprised twelve (12) members that include the Chairperson WIN's Board of Directors, alumni of Women In Politics training and the Caribbean Institute for Women In Leadership (CIWIL) training, Chairperson of Toledo Maya Women's Council, Chairperson of the National Women's Commission, Male Indigenous Advocate, President of the National Women's Political Caucus, a lawyer, UNDP as Executing Agency and WIN-Belize as Implementing Agency. As the PIA, WIN Belize was responsible for delivering on the outputs of the project. The PIA was comprised of WIN Belize's Executive Director, who was responsible for managing the project, and two Programme Officers responsible for coordinating the forum, capacity building workshops and training of national women leaders and for the coordinating the review of legislation and advocacy outreach and media campaign respectively. The NWC and TMCWC were viewed as key project partners with responsibilities for supporting the development of the training programme, recruitment of women, liaison with government, and the mobilization of indigenous women.

The governance structure of the project is theoretically feasible, however there were some challenges in its application. Firstly, there is no evidence of the PEB having a Terms of Reference that clearly indicates what the body's roles and responsibilities were and equally important, what authority it had. The PEB, from all accounts, had no authority and really functioned in an advisory capacity. From discussions, with stakeholders, it seems that in not having any authority, the PEB did not function in a decision making capacity and there were several instances where advice provided were not adhered to by the PIA. Secondly, it appears that the several members of the Board lacked commitment to the project evidenced by a lack of participation.

Table 4 provides a basic analysis of participation at the PEB meeting and some issues. This analysis show that the PEB did not meet as scheduled and some members were consistently absent from these meetings.

Table 4: PEB Meeting

ISSUES	PROJECT EXECUTIVE BOARD
Number of meetings against what should have been done	<ul style="list-style-type: none"> • Most meetings were not held quarterly as planned. • According to documentation received by the Consultant, no meetings appeared to have been held in 2014. • Actual meetings held Aug. 15, 2012; Oct. 31, 2012; Mar. 06, 2013; June 26, 2013; Oct. 02, 2013; Feb. 20, 2015; Mar 31, 2015; July 29, 2015. No minutes for Oct. 31, 2012 and Mar. 31, 2015.
Participation/Quorum	<ul style="list-style-type: none"> • According to meeting minutes the PEB consisted of 12 members (some with alternates). • Of the 6 meetings held (excluding the 2 where documentation were not provided), 4 of them had quorum.
Who were missing?	<ul style="list-style-type: none"> • Members consistently absent from meetings included: the WIN BOD Chair; Belize National Women’s Political Caucus; a WIP and CIWIL alumna (might have been alternates); the TMWC Chair; the Legal Council; and the NWC Chair.

The PEB had representation from the most appropriate entities as the members are key players in working towards improved women’s representation in the country’s political process. Despite this, there were weaknesses in the project’s governance. Many of the characteristics that result from effective project governance were absent from this project: decision taking was generally not done through the PEB, timely meetings and proper consultation on important/sensitive matter seemed to have been overlooked. These issues negatively impacted project implementation, and constrained the relationship between the PIA and some members of the PEB including the NWC.

Overall, the project experienced significant challenges with sustaining the effectiveness of its governance structure. There is no indication of whether the implementing agency (WIN Belize) and the PEB were aware of or understood the functions and authority of the project’s Board.

2. Assessing Project Expenditure Delivery

Table 5: Budget Expenditures (July 2012 – June 2015)

Budget Category	Budget	Expenditure Incurred	Project Balance	% of Budget
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		(Cumulated)	(Variance)	Used
Staff And Other Personnel Expenses	\$53,000.00	\$59,577.13 ⁵	(\$6,577.13)	29.13%
Travel	\$19,475.00	\$24,331.18	(\$4,856.18)	11.90%
Contractual Services	\$5,000.00	\$3,000.00	\$2,000.00	1.47%
Meetings and Trainings	\$54,700.00	\$42,246.51	\$12,453.49	20.65%
Project Equipment	\$4,000.00	\$3,615.99	\$384.01	1.77%
Advocacy/Outreach	\$64,800.00	\$62,852.33	\$1,947.67	30.73%
Miscellaneous	\$3,570.00	\$4,556.51	(\$986.51)	2.23%
Total	\$204,545.00	\$200,179.65	\$4,365.35	97.87%

In an attempt to show return on investment or “value for money” for the project intervention, Table 5 shows the financial report for the period June 2012 to June 2015. The total value of the grant was US\$225,000 of which US\$20,455 (10%) was for Monitoring and Evaluation⁶; thus the PIA had access to US\$204,545 for direct project related activities. In the final analysis, the actual expenditures incurred

as an overall percentage of the budget for the different components of the project for the entire period was 97.87% of the budget. Given that all project activities were not fully completed⁷, indications are that the budget was inadequate to cover the expenses incurred during the specific time period for the project.

A closer review of the budget shows that US\$200 was allocated as a per day rate for both local and international consultants. This consulting rate is below market value for both national⁸ and international consultants. As such, several of the project activities were constrained during the procurement process. For example, the call for proposals had to be made twice for the procurement of a legal consultant that lead the legislative review and development of the national governance framework. These delays in procurement also had a negative effect on the timeliness of deliverables.

Despite the Advocacy/Outreach budget line accounted for the highest budgeted line at 31% of the budget and equivalent in expenditures, the PIA reported having difficulties delivering on the documentary within budget. More importantly though, these promotional tools were never tested before being rolled out and there was no measurement done afterwards to ascertain their

⁵ Inclusive of a terminal evaluation consultant in project costs.

⁶ EA – 7% administrative cost and UNDEF 3% retention for additional M&E.

⁷ Launch of National Governance Framework

⁸ National Consulting rates typically range from US\$250 to US\$400 depending on the qualifications and experience of the consultant.

effectiveness. Thus, it is difficult to make any conclusions in relation to the value of these expenditures. Despite some items being under budgeted, others like printing was over budgeted according the PIA and could have been reduced. However, budget amendments were not allowed by the EA based on consultations with UNDEF.

3. Assessing timeliness of project activities

As of the end of June 2014, which was the original termination period, approximately US\$122,964.18 (60%) of the project funds were expended. This is an indication that either the project timeframe was too condensed for the scope or type of project or the implementation of activities was inefficient. Given several delays in the execution of activities, it is more likely a consequence of the former. The PIA had to request an extension which was approved for twelve additional months. During this period, most of the outstanding activities were completed and an additional US\$ 77,215.47 (38%) of project funds expended. The extension provided an opportunity for additional time to coordinate, plan, add more activities (e.g. the 2-day advocacy workshop) and involve additional beneficiaries.

Table 6 below shows the number of actual direct beneficiaries based on the project’s objectives.

Table 6: Project Beneficiaries

Objectives	Target	Actual Results	Variance
Engaging public on rights of women through National Gender and Democracy Forum.	125	100	-25
Capacity building on advocacy and democratic dialogue mechanism	110	110	0
Training in electoral politics	75	75	0

From an efficiency standpoint it would stand to reason that this was a positive step, given that actual beneficiaries were pretty much in line with the target within the budget. Nonetheless, the challenges regarding the timeliness of the execution of project activities and the constraints caused by limitations of the budget negatively affected the overall efficiency of the project. Given the multiple shortcomings during the implementation of the project, it can reasonably be stated that the overall efficiency was moderately unsatisfactory.

D. Evaluation of Project Impact

Ascertaining project impact immediately after a project intervention is completed is very difficult as the achievement of intended project results and the medium term outcomes may still be unclear. Furthermore, project impact depends not only on the quantitative scope of the intervention but also on the qualitative value of the intervention’s activities as well as the conducive environment being in place for an intervention’s ‘theory of change’ to gain traction and ultimately for development impact to occur. Nevertheless, based on the evidence gathered during the terminal evaluation exercise as well as confirmed project results, the likely scope of the project’s impact can be projected and assessed.

Impact	Rating
Status Improvement for Women	Minimal
Inclusive human rights oriented political platform	Minimal
Progress Toward Status Change	Negligible

The overall impact on the status of women in Belize by the intervention at the moment is minimal. This however does not mean that it cannot positively improve over time as the outputs take hold and capacities developed begin to be deployed. The project was also intended to foster an inclusive human rights oriented political platform. This too for the time being is considered to be minimal. The messages developed during the communication campaign, the training provided to the participants and even the revised legislation drafted will contribute in the long term towards this however, the full effect cannot be recognized at this time. Progress towards status change then for now is negligible as there is still a lot to be done to increase public awareness and support for women political participation and building capacity of civil society organizations that are committed to this cause.

E. Evaluation of Project Sustainability

This section assesses the level of the project’s sustainability. There is need to determine whether the effects of the project will remain over time and if WIN Belize or any other institution can continue with the project after funds have been drawn down.

Sustainability	Rating
Financial resources:	Moderately Unlikely
Socio-political:	Moderately Likely
Institutional framework and governance:	Moderately Likely
Environmental:	---
Overall likelihood of sustainability:	Moderately Likely

Project sustainability was not addressed in the project document or the design of the project. Consequently there is no clear exit strategy in regards to the continuation of advocacy for more women participation and representation in politics after the project has concluded. There is also no clear strategy as to what to do about pending items such as the revised ROPA that is to have been presented to the government. At this point in time there is no clear evident that the amendments to the ROPA and the proposed Governance Framework will be adopted by the government. At the time of this evaluation, Belize is in the middle of General Elections campaign and there is hardly any discussion on the important role of women in Belizean politics as a national issue. On the other hand, there is an increase in the number of women currently running for office under three political parties. It is difficult however to assert a causal link between the project and this outcome. Sustainability in terms of institutional framework and governance then is ascertained to be moderately likely.

In terms of financial sustainability, it is moderately unlikely that this initiative will continue beyond the expiration of this project and withdrawal of UNDEF support. WIN-Belize as the IA is dependent on external grants for its program and it currently does not have resources to continue to pursue this issue and initiative. This however does not mean the situation cannot change positively in the future. As noted in regards to the current upcoming General Elections, there is an opening for the socio-political environment to be more inclusive of women in politics. The success of women currently putting themselves as candidates can help to reinforce the need to ensure that women can and must be a part of the electoral process beyond playing supporting roles. It is moderately like then that this will continue to improve.

Overall, sustaining projects benefits can continue if appropriate funding for training can be identified and continued. There also needs to be broader involvement of civil society organizations as well as relevant government agencies to continue to advocate for this very important socio-political change. It is unlikely that the issue of women's representation will fizzle out anytime soon. The new Sustainable Development Goals, which have now succeeded the Millennium Development Goals, continues to identify gender equality and women's empowerment as a key goal among 17 others.

Challenges and Opportunities for Similar Follow-up Interventions

(i) Identifying and Assessing Challenges

- a. Having the issue of women in politics becoming a "top of mind" development issue in the consciousness of Belizeans remains a key consideration.
- b. Matching project scope and activities with appropriate budget and timeframe is critical.
- c. Cementing good working relationships with key stakeholder organizations is vital.
- d. Active participation of the major political parties is necessary.

(ii) Identifying and Assessing Opportunities

- a. Elements of the project can continue as programmes in other entities, e.g. The University of Belize can develop a course on women in politics or as part of gender studies.
- b. Project outputs such as trainings and capacity building can continue within women's and civil society organizations in order to continue to advocate for desired change.
- c. Beneficiaries recognize their contribution to and role national democracy and development in Belize, and can be further empowered to organize and effectively claim their right to political participation and representation.

IV. Key Lessons Learned, Conclusion and Recommendations

This section is an assessment of lessons learned, the project's overall conclusions, and recommendations for improving future interventions.

A. Key Lessons Learned

Lessons learned, according to the evaluation community (OECD-DAC) is defined as “*Generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact*”. Lessons can:

- Allow other practitioners to learn from previous experience and avoid “reinventing the wheel”;
- Help stakeholders at different levels understand the relevance of other activities and achievements, thus improving collaboration and co-ordination; and
- Inform decision-makers to help avoid common mistakes and help promote a more enabling environment.

In this regard, there were several lessons learned through the implementation of the Strengthening Women’s Representation in National Leadership. Table 7 highlights the lessons.

Table 7: Lessons From Implementing The Project

Project phase	What happened while you were working on this phase?	Why did it happen that way?	What would you have done differently? The same?	Therefore... what has been learned (<i>lesson learned</i>)
1. Project Design	<ul style="list-style-type: none"> Inclusion of numerous activities in the project without careful consideration for time and budget. 	<ul style="list-style-type: none"> The scope of the project is wide-ranging and needs and assets requirements justify the identified activities. 	<ul style="list-style-type: none"> Scale down the project's scope and focus to two or three major objectives while budgeting and scheduling appropriately. 	<ul style="list-style-type: none"> The scope of a project should be based on the available budget. During project design, the strategy should be carefully analyzed and objectives identified should be contingent on time and the available budget.
2. Amending Legislation	<ul style="list-style-type: none"> The timeline and budget for consultation, amendment, and seeking endorsement for the ROPA was underestimated. 	<ul style="list-style-type: none"> Inexperience of the PIA. 	<ul style="list-style-type: none"> Identify and apply lessons from previous legislative review exercises in the country to reduce and overcome risks and challenges. 	<ul style="list-style-type: none"> Legislative amendments are lengthy and expensive processes that require the use of attorneys and a meticulous consultative process. The consultative process should have the participation of key stakeholders/influencers including Ministries of Government and be used to seek buy-in in the subject area before the amendments are presented to government. In this fashion, there is support for the amendment from a host of different stakeholders. Changes in national legislation cannot be effectively led by an NGO. The NGO is instrumental in the advocacy however changes are driven from

Project phase	What happened while you were working on this phase?	Why did it happen that way?	What would you have done differently? The same?	Therefore... what has been learned (<i>lesson learned</i>)
				Ministries of Governments.
3. Organizing National Events	<ul style="list-style-type: none"> Experienced challenges in managing the Gender Forum. 	<ul style="list-style-type: none"> Inadequate human resources to properly support facilitators and participants' needs. 	<ul style="list-style-type: none"> Would have hired extra help for the two days of the forum. 	<ul style="list-style-type: none"> To improve the operations of major events, additional assistance for logistical support should be budgeted for and used during the event.
4. Stakeholder Participation	<ul style="list-style-type: none"> Limited participation from the key partner agencies, i.e. NWC and TMWC. 	<ul style="list-style-type: none"> Perception by NWC that the trainings were a duplication of the WIP training conducted by NWC and the new training should have been more advanced. TMWC was experiencing organizational difficulties. 	<ul style="list-style-type: none"> Would have designed the project in a more consultative and participatory manner. 	<ul style="list-style-type: none"> Projects that require participation of multiple partners require a participatory/consultative exercise during the design phase of the project. This allows key partners to be involved in the project design. The opportunity allows the partners to indicate exactly what contributions they can make and how they will contribute. In addition, an MOU should be signed between the PIA and key implementing partners that informs clearly what the roles and expectations of the parties are.
5. Advocacy Campaign	<ul style="list-style-type: none"> Production of documentary was done at the back end of the project and funds were insufficient for continuing the advocacy campaign. 	<ul style="list-style-type: none"> Inexperience of the PIA. 	<ul style="list-style-type: none"> Would have contracted the activity from the early stages of the project. 	<ul style="list-style-type: none"> Marketing experts for advocacy initiatives need to be involved from the very start of the intervention in order to take advantage of information and outputs that will improve the quality and delivery of the advocacy initiative. In the case of this project, several up front

Project phase	What happened while you were working on this phase?	Why did it happen that way?	What would you have done differently? The same?	Therefore... what has been learned (<i>lesson learned</i>)
	<ul style="list-style-type: none"> Replication of training not conducted in all geographic areas. 	<ul style="list-style-type: none"> Several of the trainers trained were unable to fulfill their obligations and the PIA ended up doing the training. 	<ul style="list-style-type: none"> Budgeted a stipend for the Trainers. 	<p>activities produced key advocacy outputs that should have been captured and utilized by the marketing personnel.</p> <ul style="list-style-type: none"> For activities involving training of trainers, there should be consideration for the provision of a stipend to the trainers for conducting follow-up training.
6. M&E	<ul style="list-style-type: none"> Unable to measure achievement of the project. 	<ul style="list-style-type: none"> No monitoring of changes in the identified project baseline was done. 	<ul style="list-style-type: none"> Incorporate M&E as a strategic activity in the project and budget for it and follow through with it. 	<ul style="list-style-type: none"> Unless monitoring and evaluation is planned and budgeted in projects, it will not be done and measuring the success of the projects becomes difficult.

B. Conclusions & Recommendations

Following are conclusions and relevant, specific and realistic recommendations that are based on the evidence gathered, conclusions made and lessons learned that was developed in consultation with key stakeholders.

1. Project Relevance

1. In selecting a strategy for an intervention, adequate research should be employed and evidence used for supporting such strategy. This will allow for identification of best practices and potential risks that can be incorporated in the intervention for improved implementation.
2. The project should have incorporated strategic activities such as planning, monitoring and evaluative type functions, and specific activities to contribute to project sustainability. These would have contributed positively towards increasing the project's success.
3. Ensure that implementing agency has adequate capacity to carry out proper monitoring. Also, ensure that project monitoring responsibilities are written into the TOR of the Project Board.

2. Project Effectiveness

4. Monitoring activities such as pre and post surveys should be part of project activities and budgeted for. This ensures that the project contributions towards change can be measured and documented.
5. In designing advocacy and communication campaigns, there is need to develop a strategy that identifies the target market, where the market is located, and the means (newspaper, radio, television) to reach the market.
6. Promotional materials that are designed should be tested to ascertain effectiveness before they are finalized and used.
7. The strategy should also include realistic performance measurement indicators that informs the effectiveness and results of the campaign.
8. Training of Trainers can be an effective and economical means of building capacity. However, positive results are contingent on several factors including: 1) Capacity of Trainees 2) Commitment and availability of Trainees especially if they are volunteers and 3) Cost (travel, communication, etc.) of subsequent training. In determining how capacity building will be conducted, an analysis of the factors that may affect the training against cost should be done.
9. Legislative review, amendment, and endorsement is a lengthy process especially for legislation that deals with sensitive matters that may disrupt the status quo. Reasonable time and budget should

be allocated for such activities. Also, these activities should be scheduled upfront in the project and public agencies crucial to the process must be engaged from the outset.

10. Identification and ongoing collaboration with key influencers is necessary to obtain buy-in and subsequent endorsement for legislative amendments. For this project, this would have meant getting the NWC integrated in the process from the onset.
11. A selection criteria should be designed and developed for participation in trainings. This contribute towards objectivity in the selection process and increases the possibility of having the most appropriate persons being trained.
12. Project target audience should have been the political parties as the training of women does not equate to representation. The activity although great for capacity building and empowerment was ineffective in that the local political processes of conventions and candidate endorsement by a political party was not understood.

3. Project Efficiency

13. A terms of reference with clear roles, responsibilities, and authority should be developed for any entity/body established to assist in facilitating an intervention. This is especially important for project boards/steering committees that have a governance function and to whom the implementing agency is accountable to.
14. An assessment of both national and international consulting rates should be conducted during the project budget development process to ensure that the budget reflects the market rates.
15. A risk assessment in relation to partner participation needs to be done for projects that relies heavily on networking. A strategy for obtaining and maintaining partner relations should be incorporated in the project design.

4. Project Sustainability

16. The mandate of targeted women's and civil society organizations must be aligned with the goal and objectives of the intervention if it is expected that the organizations continue with project activities after the project's completion.
17. A greater focus need to be placed on advocacy and communication. This is key to bringing the development issue to the public consciousness. Once people understands and accepts that there is a problem, they will more willing to act on it.

Annexes

Annex 1: Success Stories

A Woman Rising Through the Challenges of Politics in Belize



Sitting at a desk in the Wave Radio station in Belize City, Mrs. Hyacinth Latchman-Cuellar is cheery. She is the Assistant General Manager of this establishment and also the current Belize City Councilor with the portfolio for Women, NGO, Community Participation and Public Relations. But holding down a public post in Belize's largest municipality is no easy task -- as Hyacinth knows all too well and has risen to the challenge – for she has been here before. She first ran successfully for her Belize City Councilor office in 2006, and again in 2015.

In Belize, if you are a woman, seeking political office can seem unsurmountable. Historically, women's representation in politics and achieving gender parity at the highest levels of leadership positions has been impeded by cultural, structural and social barriers. There is a prevailing societal perception that women have no place in political leadership and that they are not capable of being in leadership positions. As a result, women continue to face discrimination in politics, lack political leverage, and struggle to gain the support of their families and political parties to endorse their candidacy for political office.

“These issues and challenges that women who want to get into national leadership positions face in this country spoke to me directly,” says Hyacinth. *“For example, the campaign finances available to women are far less than what are available to men. Because I ran before, I had a slight advantage over those women who ran for the first time.”*

In 2012, with UNDP's support and with funding from UNDEF, the Women's Issues Network Belize, in collaboration with the National Women's Commission and the Toledo Maya Women's Council, undertook a Project to strengthen women's representation in national leadership in Belize.

This requires influencing stakeholders through building awareness and capacity: The Project included a national gender and democracy forum that brought together community leaders from rural and urban

communities in the six Belize Districts. An advocacy and communication campaign on women in political leadership sensitized the entire country via print and social media, a video documentary, and TV and radio spots. There were capacity building and training workshops for 110 participants from civil society organizations (CSOs) and women's groups from each District. A comprehensive legislative review of the Representation of the People's Act took place through national consultations with CSOs and stakeholder groups from around the country. A national governance framework was developed and presented to national government to promote women in political leadership through implementation of temporary special measures. And, a cadre of 75 women leaders were trained and prepared for electoral politics in the 2017 national election cycle.

As a result of the Project, the capacity of women's representation in national leadership has been strengthened. Women from around the country are now better educated and equipped with the tools necessary for a career in politics and national leadership.

"This Project really helped me to make up my mind to run for political office again, after 2006," said Hyacinth, whose run in the March 2015 Belize City Council Elections won her a second term in office. "It gave me the courage I never knew I had, to get into politics for a second time... I am even thinking of going further."

Gender is a critical aspect of national development and women must recognize their contribution. The results of the project can continue through women and CSOs using the technical capacities developed for advocacy and communication mechanisms. Best practices and experiences can also be shared within the Women's Issues Network, and women can be further empowered to organize and effectively claim their right to political participation and representation.

- A national gender and democracy forum brought together community leaders from rural and urban areas in the six Belize Districts
- The entire country sensitized by an advocacy and communication campaign on women in political leadership
- Capacity building and training workshops for 110 participants from civil society organizations (CSOs) and women's groups from around the country
- A comprehensive legislative review of the Representation of the People's Act
- A national governance framework to promote women in political leadership through implementation of temporary special measures developed for presentation to national government
- A cadre of 75 women leaders trained and prepared for electoral politics in the 2017 national election cycle

Fighting To Save Her Community



Family oriented and married for 23 years with four children, Mrs. Anna Banner-Guy is a Christian and entrepreneur that strongly believes in the spirit of community and giving back. Having owned a beauty salon, Anna has always been in contact with her community and has enjoyed serving on her children's school boards and participating in the neighborhood group committees. Through these experiences, Anna has heard countless stories of where the system has failed her community and in 2008 decided to formally enter politics; she contested in a party convention for the then opposition to serve as a Belmopan City Councilor but was unsuccessful. Later in the 2011 Belmopan City Council election, she was approached by the then Mayor to join his slate for re-election. She achieved success being elected to serve as a Councilor for the City of Belmopan. She was the only female on the Council and during a portion of that term, Anna also served as Deputy Mayor. Despite her business suffering, Anna recruited women candidates and decided to run again for re-election in 2015 and was successful garnering the most votes of all candidates. This time however, she had three other women serving with her.

In Belize, if you are a woman, seeking political office can seem unsurmountable. Historically, women's representation in politics and achieving gender parity at the highest levels of leadership positions has been impeded by cultural, structural and social barriers. There is a prevailing societal perception that women have no place in political leadership and that they are not capable of being in leadership positions. As a result, women continue to face discrimination in politics, lack political leverage, and struggle to gain the support of their families and political parties to endorse their candidacy for political office.

"Entering into politics, and even being very successful at the polls, for me, really does not shadow the severe underrepresentation of Women in elected political seats" says Anna. To even accept the concept of upward mobility for women like myself remains a big challenge among many groups of citizens within our communities. The political parties play a key role in these struggles through the culture they have created and nurture. "

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As a result of the Project, the capacity of women's representation in national leadership has been strengthened. Women from around the country are now better educated and equipped with the tools necessary for a career in politics and national leadership.

"Opening the door to start what could be a vigorous lengthy fight for gender-equality in Belize, especially relating to politics, is one of several benefits I see coming from the project. The training also thought me the value and importance of advocacy", said Anna.

Gender is a critical aspect of national development and women must recognize their contribution. The results of the project can continue through women and CSOs using the technical capacities developed for advocacy and communication mechanisms. Best practices and experiences can also be shared within the Women's Issues Network, and women can be further empowered to organize and effectively claim their right to political participation and representation.

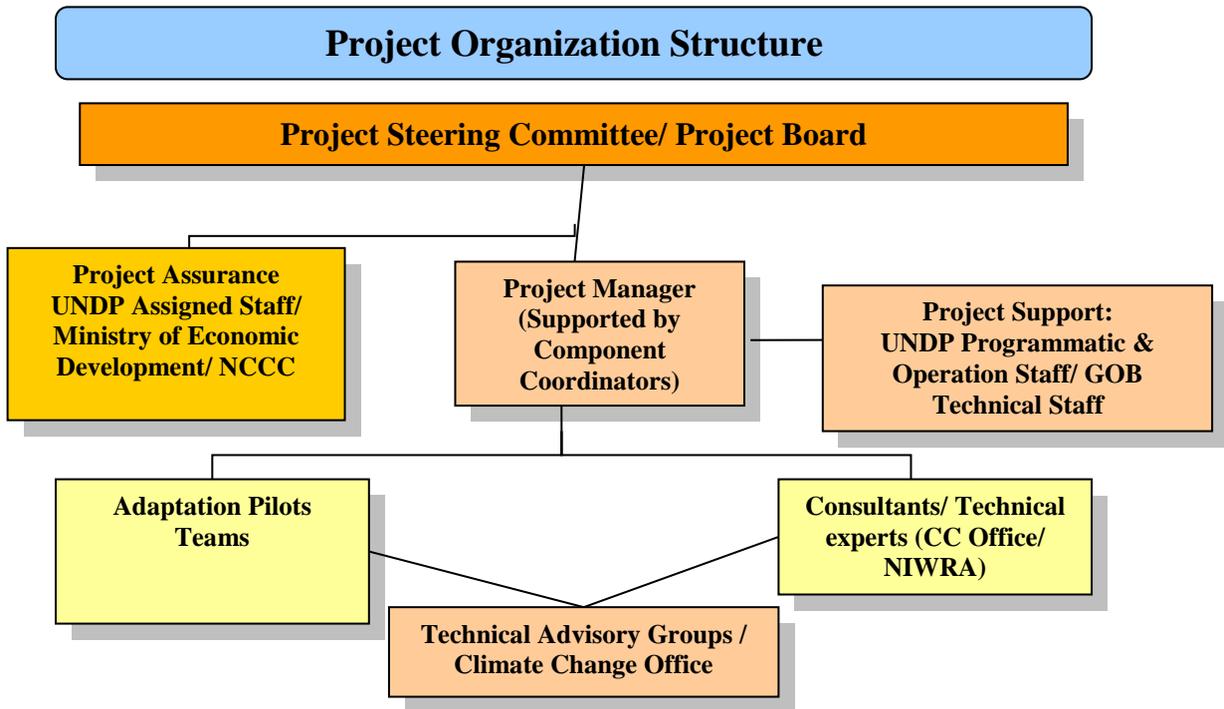
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Annex 2: Persons Interviewed

In-depth Interviews

Names	Position	Organization
Agatha Valentine	Former Program Officer	WIN Belize
Josephine Tamai	Chief Elections Officer	Elections and Boundaries Commission
Ann Marie Williams	Executive Director	National Women's Commission
Dorla Bowman	President	Belize Women's Political Caucus
Joan Burke	President	WIN Belize
Carolyn Reynolds	Executive Director	WIN Belize
Sheena Gentle	Program Coordinator	WIN Belize
Raven Galvez	Program Officer	WIN Belize
Pulcharia Teul	Executive	NWC/TMWC
Anna Guy	Councilor	Belmopan City Council
Hyacinth Latchman-Cuellar	Councilor	Belize City Council
Elishah St Luce	Programme Associate	UNDP

Annex 3: Sample Donor Prescribed Project Governance Framework



Annex 4: Data Collection Guide

Annex 4.1: Interview Guide

Interview Questions

Interviewer Name: _____

Person Interviewed (Name, Role, and Association): _____

Date of Interview: _____

Method of Interview (phone, in-person, etc.): In Person

Introduction: My name is XXXX and I was contracted by UNDP to conduct the Terminal Evaluation of the Strengthening Women's Representation in National Leadership Project that was financed by UNDEF. Thank you for agreeing to participate in the evaluation exercise. I just have a few questions that I will like to ask.

Questions	Comments
II. Relevance	
1. How did the project originate?	
2. Who were the key actors in its creation?	
3. How did you get involved? What was your role in the project?	
4. Did this project remain relevant throughout its execution?	
5. What key changes were needed to maintain relevance of the PROJECT during execution, if any?	
6. In your opinion, what were the key issues in this project?	
7. Did the project address and improve the key issues (or objectives) that it identified in its outset?	
8. Did the issues improve or worsen?	
9. To what extent is the initiative in line with UNDP's mandate, national priorities and the requirements of targeted women and men?	For UNDP only
10. How did the initiative promote UNDP principles of gender equality, human rights and human development?	For UNDP only
III. Effectiveness	

1. Which project components / products were achieved to their full extent?	
2. Which ones were only partially achieved?	
3. Which ones were not at all achieved?	
4. What has been your contribution to the outcome?	
5. What were the positive or negative, intended or unintended, changes brought about by the intervention?	
6. What were the Key Risks that affected the effectiveness of the project? Were they anticipated?	
7. Were the realized risks mitigated?	
IV. Efficiency	
1. How sufficient was the monetary allocation for each component, and product?	
2. Were the costs of each component / activity / product equal to the amount budgeted for them?	
3. Was it necessary to make adjustments with regards to resources?	
4. How sufficient was the execution time frame for each product?	
5. If you had more money for the project now, what would you do with it?	
6. To what extent were partnership modalities conducive to the delivery of outputs?	
V. Sustainability	
1. How was the Executing Agency chosen?	
2. Were other Executing Agencies considered?	
3. What indications are there that the outcomes will be sustained, e.g., through requisite capacities (systems, structures, staff, etc.)?	
4. To what extent has a sustainability strategy, including capacity development of key national stakeholders, been developed or implemented?	
5. To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?	

6. To what extent has your organization committed to providing continuing support? What key parties will support the continuity / sustainability of PROJECT benefits?	
7. How sustainable were the products? (Did they continue after project completion?) What factors contributed to their sustainability?	
8. How do you measure the sustainability of the products?	
IX. Monitoring and Evaluation	
1. What Monitoring and Evaluation instruments were used for this project? (For example: final reports, inspection reports, PMR/PCR, evaluation reports.)	
2. How often were they used?	
X. Fiduciary Issues	
1. Were there any fiduciary issues faced during implementation (e.g. procurement or disbursements)?	
2. Was an institutional assessment conducted for the Executing Agency (EA)?	
3. Were there workshops or trainings on UN procedures for the EA?	
4. What were the most costly acquisitions made by the project?	
XI. Lessons Learnt	
1. Looking back, what would you have done differently in this PROJECT?	
2. What went well and what didn't go well?	
3. What lessons were learned as a result of this PROJECT?	
4. Could they be applied to future PROJECTs?	

**Strengthening Women's Representation in National Leadership In Belize
(WIN Belize)**

This survey questionnaire is part of the terminal project evaluation exercise for the WIN Belize **Strengthening Women's Representation in National Leadership In Belize** Project. Your responses are very important and will be treated with outmost confidentiality.

PLEASE COMPLETE ALL 3 PAGES ON THE SURVEY AND EMAIL BACK TO XXXXX

1. BACKGROUND

1.1 Which age range do you fall within?

- | | |
|---|---|
| <input type="radio"/> less than 18 years of age | <input type="radio"/> 36- 45 years of age |
| <input type="radio"/> 18 - 25 years of age | <input type="radio"/> 46 - 55 years of age |
| <input type="radio"/> 26- 35 years of age | <input type="radio"/> more than 55 years of age |

1.2 Please indicate the choice that best describes your ethnicity.

- | | |
|--------------------------------|---|
| <input type="radio"/> Maya | <input type="radio"/> Creole |
| <input type="radio"/> Mestizo | <input type="radio"/> Other (Please specify)_____ |
| <input type="radio"/> Garifuna | |

1.3 Which District are you from?

- | | |
|-----------------------------------|-----------------------------------|
| <input type="radio"/> Corozal | <input type="radio"/> Cayo |
| <input type="radio"/> Orange Walk | <input type="radio"/> Stann Creek |
| <input type="radio"/> Belize | <input type="radio"/> Toledo |

1.4 Are you a member of a Civil Society Organization or Women's Group that advocates for gender equality?

- Yes
 No

1.5 Have you ever ran for electoral politics prior to the training?

- Yes
 No

1.6 Have you ran for electoral politics after the training?

- Yes
 No

2. ELECTORAL POLITICS TRAINING PARTICIPATION

2.1 Why did you decide to participate in the training in electoral politics for women? **(Instruction: Select top two choices)**

- To increase understanding of electoral politics
 To prepare for participation in electoral politics
 To support a colleague that is interested in participating in electoral politics
 To improve leadership skills
 Other (Please specify)_____

2.2 What were the most important things you learned from your electoral politics for women training programme?
(Instruction: Select top two choices)

- How political systems work
- How to conduct and manage a campaign
- Advancing within the political parties
- How to be a leader
- Other (Please specify) _____

2.3 Did the electoral politics for women training programme meet your training needs?

- Yes
- No

2.4 If No, what are the top two reasons why your training needs were not met?

1.	
2.	

2.5 Did you experience any challenges/obstacles while participating in the electoral politics for women training programme?

- Yes
- No

2.6 If Yes, list your top two challenges/obstacles that you experienced during the teacher training programme.

1.	
2.	

2.7 Rate the following factors before you started your electoral politics for women training programme and after you completed the programme? **(Instructions: Please use the following scale: 1=Need Significant Improvement; 2=Need Improvement; 3=Adequate; 4=Very Good; 5=Excellent)**

Factors	Please Circle									
	Before Training					After Training				
1. Your understanding of electoral politics	1	2	3	4	5	1	2	3	4	5
2. Your confidence in offering yourself as a candidate	1	2	3	4	5	1	2	3	4	5
3. Your capacity to deal with the media	1	2	3	4	5	1	2	3	4	5
4. Your capacity to manage a campaign	1	2	3	4	5	1	2	3	4	5
5. Your willingness to run for electoral politics	1	2	3	4	5	1	2	3	4	5
6. Your willingness to advocate for women's participation in politics	1	2	3	4	5	1	2	3	4	5

2.8 Rate your satisfaction using the table below with your electoral politics for women training programme. **(Instructions: Please use the following scale: 1=Extremely Dissatisfied; 2=Dissatisfied; 3=Neutral; 4=Satisfied; 5=Extremely Satisfied)**

Factors	Please Circle Satisfaction Level				
1. The quality of the instruction and facilitators	1	2	3	4	5
2. The training content	1	2	3	4	5
3. The delivery model	1	2	3	4	5
4. The scheduling of the courses	1	2	3	4	5

5. The amount of instructional and other support you received through the program	1	2	3	4	5
6. Overall administration of the training programme	1	2	3	4	5

2.9 What recommendations would you make to WIN Belize for improving the electoral politics for women training programme?

1. 2. 3.

2.10 Would you be prepared to pay for participating in similar programmes in the future?

Yes

No

Annex 5: List Of Documents Reviewed

Win Belize

- Draft National Governance Framework for the Quota System
- TOR for Terminal Evaluation
- UNDEF Project Extension Request Form
- UNDEF Project Extension Approval
- Basic Agreement with United Nations Agencies
- UNDP Combined Delivery Reports (2012-2015)
- UN Agency to UN Agency Contribution Agreement
- BRIDGE Mission Report: Gender & Elections Module 2012
- WIN Belize Press Release on replication of BRIDGE Training
- National Gender and Democracy Forum Report
- UNDEF Mid-Term Progress Report, August 14, 2013
- UNDEF Mid-Term Progress Report, October 30, 2014
- Strengthening Women’s Representation in National Leadership in Belize Project Proposal
- UNDP Terminal Evaluation Guide
- WIN Belize Document #1 for Media Campaign
- Project Executive Board Agendas
- Project Executive Board Minutes
- Communications Committee Minutes
- Technical Working Group Minutes
- End of Stage Reports
- Issue Logs
- Risk Logs
- Stage Plans
- Advocacy Workshop Training Report
- Draft Report on National Consultations: Comprehensive Review of the Representation of the People Act
- National Women’s Leaders Training 2014: Comprehensive Report on Cohort 1,2, and 3 Training Sessions
- Comprehensive Report of BRIDGE Replication
- WIN Belize Working Sessions on Women’s Political Participation and Representation

UNDP

- Success Story Sample: Reviving Rare Mangroves in Senegal

Other Sources

- United Nations Democracy Fund. (2014). Empowerment of Women in India through Innovative Vocational Education and Training. Evaluation Report – UDF-IND-10-383.
- A Situation Analysis of Gender and Politics in Belize “Toward Equality of Opportunity for Equality of Results. (2012). National Women’s Commission.