UN WOMEN
United Nations Entity for Gender Equality and the Empowerment of Women

EvalPartner

ioce

National evaluation policies for sustainable and equitable development

How to integrate gender equality and social equity in national evaluation policies and systems

2015 International Year of Evaluation

In partnership with:

USAID
FROM THE AMERICAN PEOPLE

FORMIN.FINLAND.FI
MINISTRY FOR FOREIGN AFFAIRS OF FINLAND

UNEG
United Nations Evaluation Group

ISSUE # 1: New trends in development evaluation. Published jointly by UNICEF and IPEN, 2006.

ISSUE # 2: Bridging the gap: The role of monitoring and evaluation in evidence-based policymaking. Published by UNICEF in partnership with World Bank, IDEAS, DevInfo, and MICS, 2008.

ISSUE # 3: Country-led monitoring and evaluation systems: Better evidence, better policies, better development results. Published by UNICEF in partnership with the World Bank, IDEAS, IOCE, UNECE, DevInfo, and MICS, 2009.

ISSUE # 4: Country-led monitoring and evaluation systems: Watch and listen international keynote speakers. DVD published by UNICEF in partnership with IDEAS, IOCE, WFP, OECD/DAC Network on development evaluation, and DevInfo, 2009.

ISSUE # 5: From policies to results: Developing capacities for country monitoring and evaluation systems. Published by UNICEF in partnership with DevInfo, IDEAS, ILO, IOCE, World Bank, UNDP, UNIFEM, and WFP, 2010.

ISSUE # 6: How to design and manage equity-focused evaluations. UNICEF, 2011.

ISSUE # 7: Evaluation for equitable development results. Published by UNICEF in partnership with Coneval, IDEAS, IDRC, ILO, IOCE, UNDP, and UN Women, 2012.

ISSUE # 8: Evaluation and civil society: Stakeholders' perspectives on national evaluation capacity development. Published by UNICEF, EvalPartners and IOCE in partnership with CLEAR, IEG World Bank, Ministry for Foreign Affairs of Finland, OECD Development Assistance Committee Network on Development Evaluation, UNEG, and UN Women, 2013.

ISSUE # 9: Voluntary organizations for professional evaluation: Learning from Africa, Americas, Asia, Australasia, Europe and Middle East. Published by UNICEF, EvalPartners and IOCE in partnership with Cooperación Española, Ministry for Foreign Affairs of Finland, UNEG, and UN Women, 2013.

ISSUE # 10: Advocating for evaluation: A toolkit to develop advocacy strategies to strengthen an enabling environment for evaluation. Published by UN Women, EvalPartners, IOCE in partnership with Ministry for Foreign Affairs of Finland, OECD, UNEG, UNICEF, and USAID, 2014.

Photo Credits: ©UN Photo/Evan Schneider

All the above publications are available for free download at www.mymande.org/selected-books.

Disclaimer:

The opinions expressed are the personal thinking of the contributors and do not necessarily reflect the policies or views of UN Women, IOCE, EvalPartners or any other organization involved or named in this publication. The text has not been edited to official publication standards and UN Women and partner organizations accept no responsibility for errors.

Extracts from this publication may be freely reproduced with due acknowledgement.

National evaluation policies for sustainable and equitable development

How to integrate gender equality and social equity in national evaluation policies and systems

Editor[1]
Marco Segone

Authors
Michael Bamberger, Marco Segone and Shravanti Reddy

1 The editor would like to thank Messay Tassew and Asela Kalugampitiya for the important support given in specific milestones of the development of this document.

FOREWORD

2015 will be a year of global transformation, in which the new Sustainable Development Goals will be launched. Gender equality will be central to ensure the realization of sustainable and equitable development. Evaluation must be equipped to inform the design and implementation of equitable development goals and strategies, both at global and national levels. National development policies and programmes should therefore be informed by evidence generated by credible national evaluation systems that are gender-responsive, while ensuring policy coherence at the regional and global level. In this context, we are facing an overall challenge: How can the global evaluation community contribute to ensuring that evaluation will play a key role in shaping and contributing to the implementation of national policies and programmes to achieve sustainable, gender-responsive and equitable development?

Given the nature of the challenge, no single organization, regardless of how big, strategic and funded it is, can do it alone. The only manner to address it is through a global partnership. This is why EvalPartners, the global partnership to strengthen national evaluation capacities for gender-responsive and equity-focused evaluation systems, was launched two years ago. EvalPartners, co-led by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and International Organization for Cooperation in Evaluation (IOCE), is a multi-stakeholder partnership engaging the UN system, multilateral banks, governments from the north and from the south, regional voluntary organizations for professional evaluations, and private foundations, that came together to work in a networked and collaborative manner to achieve a common goal.

Realizing that an enabling environment for evaluation is paramount to ensure evaluation plays a strategic role in policymaking, EvalPartners developed a global advocacy strategy that led to the declaration of 2015 as the International Year of Evaluation. In addition, a toolkit to support the advocacy for national evaluation policies that are gender-responsive and equity-focused was also developed.

In this context, parliamentarians forums for development evaluation were created in South Asia, Africa and Arab States, some of which committed themselves to request the development of national evaluation policies in their own countries. This publication is an additional resource for parliamentarians, governments, voluntary organizations for professional evaluations and civil society organizations to ensure that national evaluation policies and systems are not only developed

and implemented but also, and more importantly, gender-responsive and equity-focused, so that they can meaningfully contribute to achieving sustainable, gender-responsive and equitable development.

Marco Segone
Co-Chair, EvalPartners
Director, Independent Evaluation Office, UN Women
Vice Chair, United Nations Evaluation Group (UNEG)

Contents

Acknowledgements **8**

Key messages **9**

Introduction **10**

1 National evaluation policies and systems in developing countries **12**

1.1 Defining national evaluation policies and systems 12

1.2 Factors contributing to the development of a national evaluation policy and system 14

1.3 The evolution of national evaluation policies and systems 16

2 The treatment of gender equality in national evaluation policies and systems **19**

2.1 The importance of gender equality 19

2.2 Gender-responsive evaluations 21

2.3 The failure of evaluations to fully address gender-related issues 24

2.4 The limited treatment of gender in national evaluation policies and systems 25

2.5 Three scenarios for gender-responsive national evaluation policies and systems 27

3 Lessons from the experience of international development agencies **31**

4 Guidelines for integrating gender equality into national evaluation policies and systems **35**

4.1 Introduction 35

4.2 The 11 elements to make national evaluation policies gender-responsive 36

4.3 Potential intervention points for incorporating gender into national evaluation policies 44

5 Developing a gender-responsive national evaluation system 48

5.1 Developing the gender-responsive monitoring system 48

5.2 Designing the gender-responsive evaluation system 52

6 An advocacy strategy to promote a gender-responsive national evaluation policy and system 60

6.1 An overview of the process and actors involved in the formulation of a gender-responsive national evaluation policy and system 60

6.2 Developing the advocacy strategy 63

Annex 1: Reference sources for national evaluation policies and systems and gender policies for developing countries 88

Annex 2: Summary checklist for a human rights and gender equality evaluation process 94

Annex 3: Sample of gender-responsive national evaluation policy 96

References 105

Acknowledgements

The editors and authors would like to acknowledge and thank the contribution of several colleagues, including the **members of the EvalPartners' Task Force on Enabling Environment** (composed of Beverly Parsons, Ada Ocampo, Asela Kalugampitiya, Doha Abdelhamid, Farhod Khamidov, Issaka Traore, Iwona Safi, Jody Fitzpatrick, Maria Bustelo, Natalia Kosheleva, Nermine Wally, Ryokichi Hirono, Saunders Murray, Scott Bayley, Stewart Donaldson, Ziad Moussa); the **UNEG Partnership Committee** (composed of Barbara Torggler, UNESCO; Ellen Vinkey, OIOS; Mona Fetouh, OIOS; Laone Bukamu Hulela, OIOS; Marta Bruno, FAO; Maria Santamaria Hergueta, WHO; Miguel Jimenez, ITC; Andrea Cook, UNFPA; Alexandra Chambel, UNFPA; Hicham Daoudi, UNFPA; Jennifer Worrel, OHCHR; Flaminia Minelli, OHCHR; Messay Tassew, UN Women; Erica Mattellone, UNICEF; Juan Portillo, GEF; Baljit Wadhwa, GEF; Jeneen Garcia, GEF; Anna Viggh, GEF; Martin Barugahare, UN-Habitat; Eskedar Nega, ECA; Neha Bhandari Karkara, EvalPartners; Francesca Bonino, ALNAP; Luisa Belli, FAO; Ana Rosa Monteiro Soares, UNDP; Nuria Castells, JIU; Maria Agnese Giordano, OCHA); **the Parliamentarian Forum for Development Evaluation** (composed of Kabir Hashim, MP – Sri Lanka; Ananda Pokharel, MP – Nepal; Rangina Kargar, MP – Afghanistan; Hamid ul Haq, MP – Pakistan; M.A. Mannan, State Minister of Finance – Bangladesh; Jigmi Rinzin, MP – Bhutan); and the **Independent Evaluation Office of UN Women** (composed of Inga Sniukaite, Messay Tassew, Caspar Merkle, Yumiko Kanemitsu, Laura Gonzales, Mona Selim, Ilena Paltzer, Cyuma Mbayiha, Isabel Suarez, Florencia Tateossian, Sabrina Evangelista, Maria Teresa Britos-Rodriguez, Rose-Flore Martelly). Their feedback ensured this volume is relevant to different contexts and perspectives.

Key messages

- Over the past few years, there has been an increase in the number of developing countries that either have, or are in the process of developing, a national evaluation policy and/or system (NEPS).
- However, very few NEPSs address issues of gender equality and social equity, despite the fact that some countries have a strong commitment to gender equality or have a national gender policy.
- This suggests that for many countries gender equality is: a) not a priority, or b) considered an issue that is only relevant in certain sectors or that is not considered relevant to the national development policies and programmes addressed by the NEPS.
- Consequently, an important challenge for advocates of gender equality is to develop a convincing rationale for policymakers concerned with broad development policies and the promotion of economic growth. This must show that in order to achieve most economic and social development objectives, it is essential to base development policies on a framework of gender equality and social equity and, consequently, the NEPS has to be gender-responsive and equity-focused.
- Based on good practices and lessons learned from existing NEPS as well as international organizations and voluntary organizations for professional evaluations (VOPEs), the incorporation of gender equality elements into the NEPS can be facilitated by:
    - Where national gender policy, gender action plans or gender-related legislation exist, linking the NEPS to them
    - Where the above gender polices do not exist:
        - Highlighting international conventions on gender and women to which the country is a signatory
        - Integrating gender into the national results framework
        - Integrating gender into poverty analysis
        - Ensuring that gender indices are used in the national development strategy
        - Incorporating gender into the social accountability system

    Once gender is recognized as a cross-cutting development priority, then the demand to incorporate gender-responsive elements in the NEPS will be stronger.
- To ensure a NEPS is gender-responsive, gender equality should be included in all the key elements of a NEPS, as explained in Chapters 4 and 5.
- Several challenges exist to incorporate gender into a NEPS. Some of these concern resource constraints, others are technical or methodological, others are political, while yet others relate to cultural attitudes concerning the appropriate role of women in society. Given these constraints, which exist in all countries, achieving the goal of a gender-responsive NEPS will usually require a systematic advocacy campaign supported by a wide range of civil society, academic, and research organizations within the country, often with support from the international development community.

Introduction

The purpose of this book is to provide guidance on how to integrate gender equality issues into national evaluation policies and systems (NEPSs) that are being implemented in an increasing number of developing countries around the world, with the aim of making them gender-responsive. The document is intended for all of the different public and private-sector agencies involved in the design, implementation and use of evaluations of development policies and programmes as well as organizations concerned about ensuring that evaluations address issues such as gender equality, social equity and human rights. These agencies include: national parliaments, president's or prime minister's offices, central government agencies involved in overseeing NEPSs (for example ministries of finance or planning or a secretariat responsible for performance and evaluation), regional government agencies, national and regional voluntary organizations for professional evaluation (VOPEs), civil society, academics and evaluation consultants. While the analysis only covers the 16 developing countries that currently have already legislated the creation of a national evaluation policy (some of which are still in an early stage of implementation) or already have in place a national evaluation system, it will also be useful to the 40 or more other developing countries that are in the process of establishing a NEPS or that regularly conduct evaluations of their development programmes, even though they do not have a NEPS.

While the document focuses on NEPSs in developing countries, it will be of interest to United Nations (UN) agencies, multilateral and bilateral development agencies, foundations and international nongovernmental organizations (NGOs) that are concerned with strengthening gender-responsive and equity-focused evaluation functions and promoting gender equality and social equity in developing countries.

The book is organized in six chapters. Chapter 1 presents the situation of NEPSs in developing countries. After explaining what a NEPS is, it presents the factors contributing to the development of NEPSs and different pathways to developing NEPSs. Chapter 2 assesses the treatment of gender in NEPSs, starting by arguing why gender is important, discussing what gender-responsive evaluation is, and reviewing three scenarios for gender-responsive NEPSs. In Chapter 3, five lessons learned from the experience of national governments, international organizations and VOPEs are presented. Chapter 4 explains how to integrate gender equality in national evaluation policies by presenting

11 elements to make national evaluation policies gender-responsive and five potential interventions points for incorporating them. Chapter 5 explains how to implement national evaluation systems by developing or "engendering" existing monitoring and evaluation (M&E) systems. Chapter 6 presents how to design, develop, implement, monitor and evaluate an advocacy strategy to develop a gender-responsive evaluation. Last, the annexes provide important additional resources, including a sample of a gender-responsive NEPS.

1 National evaluation policies and systems in developing countries

1.1 Defining national evaluation policies and systems[2]

National evaluation policies (NEPs) refer to formal policies defining the purpose, responsibilities, functions and organization of the public-sector evaluation function in a particular country.[3] In some cases, the NEP is legislated, while in other cases, it may be defined in documents issued by a central government agency such as the ministry of finance or the ministry of planning. In most cases, the NEP mandates the responsibilities of public-sector agencies to conduct evaluations of all or certain public-sector programmes on a regular basis. For countries with a well-established NEP, the policy defines the criteria and processes for selecting public-sector programmes to be evaluated, the timelines for initiating and completing the evaluations, and the procedures for selecting the agency to conduct the evaluation. Some of the policies also provide guidelines concerning the methodologies to be used. While NEPs only cover the evaluation of public-sector programmes, many of them include consultative mechanisms with civil society and some refer to strengthening the participation of local and community organizations in the evaluation process.

National evaluation systems (NESs) are systems put in place to implement NEPs. NEPs and NESs complement each other. NEPs give the normative framework, while NESs refer to the mechanisms that operationalize the principles dictated in the NEPs. With NEPSs, we refer to the entire normative and operational framework that guides the evaluation of major national development strategies in a given country.

2 This section draws on Rosenstein B, "Mapping the status of national evaluation policies", EvalPartners, 2013.

3 This report is based on a review of published documents combined with extensive feedback from a group of EvalPartners peer reviewers. Annex 1 lists the sources consulted for each country. This included foundation documents for creating the NEPS, case studies prepared on different countries, presentations on the NEPSs, and other relevant documents. A country was defined as having a NEPS if either there was a single document defining the scope and organization of the NEPS (e.g., Costa Rica, South Africa and Uganda), or if there were a number of decrees or similar documents defining different aspects of the system (e.g., Mexico, Malaysia and Colombia). In countries where the system was still at an early stage of development, the only available documents indicated the indicators to be measured (e.g., Kyrgyz Republic) or the establishment of the system (e.g., Morocco). In countries where the system evolved in a number of years (e.g., Mexico, Sri Lanka and Colombia) or over several decades (e.g., Chile and Malaysia) it was difficult to find a government document describing the overall structure of the system. In some countries, the NEPS currently only covers certain sectors (e.g., Ethiopia and Kenya) but as these were the central part of the government development policy (e.g., poverty reduction) these were included as examples of the pathway whereby evaluations started in a certain sector formed the basis for an expansion to a national evaluation system.

Table 1. Developing countries with a NEPS

Country	*Income*	*Is there a single document creating and defining the NEPS?*	*Stage of development of the NEP*	*Coverage of the NEP*
Benin	Low	Yes	Early stage	Whole-of-government system
Bhutan	Low	No	Early stage	Whole-of-government system
Chile	High	No	Well established	Whole-of-government system
Colombia	Upper middle	No	Well established	Whole-of-government system
Costa Rica	Upper middle	Yes	Evolving	Whole-of-government system
Ethiopia	Low	Yes	Well established	Only covers certain sectors
India	Lower middle	Yes	Evolving	Whole-of-government system
Kenya	Low	No	Evolving	Only covers certain sectors
Kyrgyz Republic	Low	Yes	Early stage	Whole-of-government system
Malaysia	Upper middle	No; a number of legislative decrees	Well established	Whole-of-government system
Mexico	Upper middle	No	Well established	Whole-of-government system
Morocco	Lower middle	Yes	Early stage	Whole-of-government system
Nepal	Low	Yes	Evolving	Whole-of-government system
South Africa	Upper middle	Yes	Well established	Whole-of-government system
Sri Lanka	Upper middle	No	Evolving	Whole-of-government system
Uganda	Low	Yes	Evolving	Whole-of-government system

Over the past few years, as civil society has become more active in development evaluation, a number of VOPEs have begun to have a formal consultative role in NEPSs and often provide technical expertise. They also play an important role in generating demand for evaluations.

While some countries have a comprehensive and well established NEPS that covers all public-sector agencies and has clearly defined strategies for selecting programmes and policies to be evaluated and procedures defining how the results will be used, in many countries the NEPS is still at a relatively early stage of development or currently only covers certain sectors. This study identifies 16 developing countries[4] that have established or are in the process of implementing a NEPS (see Table 1). Of these, only seven were classified as having a well-established NEPS (Chile, Colombia, Ethiopia, India, Malaysia, Mexico and South Africa); five have operating systems that are still evolving (Costa Rica, Kenya, Nepal, Sri Lanka and Uganda); and four are at an early stage of implementation (Benin, Bhutan, Kyrgyz Republic and Morocco). Of the 16 developing countries, 7 were classified as low income, 2 as lower-middle income, 6 as upper-middle income and 1 as high income (see Table 1 for definitions).

1.2 Factors contributing to the development of a national evaluation policy and system

This study found that a number of different factors contributed to the decision to develop a NEPS including:

- *Taking control of the evaluation process*—The desire to take control of the process of selecting and conducting evaluations. Most of the policies refer to the fact that prior to the NEPS, it was the donor agencies that financed most of the evaluations and decided which programmes would be evaluated, what methodologies would be employed, and even how the evaluations would be disseminated and used.

- *Evaluation capacity development*—The need to strengthen the technical capacity of national agencies to design, implement, analyse, disseminate and use evaluations. Often not so apparent in the early stages, but later recognized as being of equal

4 For this study, developing country refers to all countries that are not OECD-DAC high-income countries.

importance, is the need to strengthen the capacity of public-sector agencies to identify their evaluation needs and to understand how to define these needs to the agencies that select and design evaluations.

- *Integrating evaluation into the budget and financial planning systems*—One of the main limitations of the contribution of evaluation to policy formulation was the disconnect between the evaluation cycle and the budget cycle.

- *Standardized evaluation systems*—The need to develop uniform systems for the selection and conduct of evaluations. This involved the development of standard indicators for assessing programme performance and for making comparisons across sectors. Previously, completely different approaches were used in different sectors and it was difficult to make comparisons across sectors.

- *Strengthening cross-sectoral planning and integration*—As countries move towards broader development goals, such as poverty reduction and equitable development, the need for integrated, cross-sectoral planning receives a higher priority. This involves a more integrated approach to evaluation.

- *Strengthening public accountability*—The development of a NEPS coincided with the movement towards public transparency and using modern information technology to provide the public with information on public-sector performance. For example, in a number of countries, including Colombia and Mexico, the presidency identified a broad set of development goals and provided a platform where the public can view progress.

- *Improving the performance of the public sector*—A key driver of the NEPS in many countries was the need to improve the performance and efficiency of the public sector. An integrated M&E system was seen as a key factor in this process.

- *Strengthening the results framework*—Many countries refer to the development of results frameworks. A key element is building a strong M&E system to monitor and evaluate progress of the indicators and to ensure standardized measurement across sectors.

- *Decentralization and devolution of power to local communities*—Many countries are committed to greater decentralization and to

giving more power to local authorities and local communities. This requires a more coordinated and participatory approach to development planning and to evaluation and was referred to as one of the goals of the NEPS in several countries.

1.3 The evolution of national evaluation policies and systems

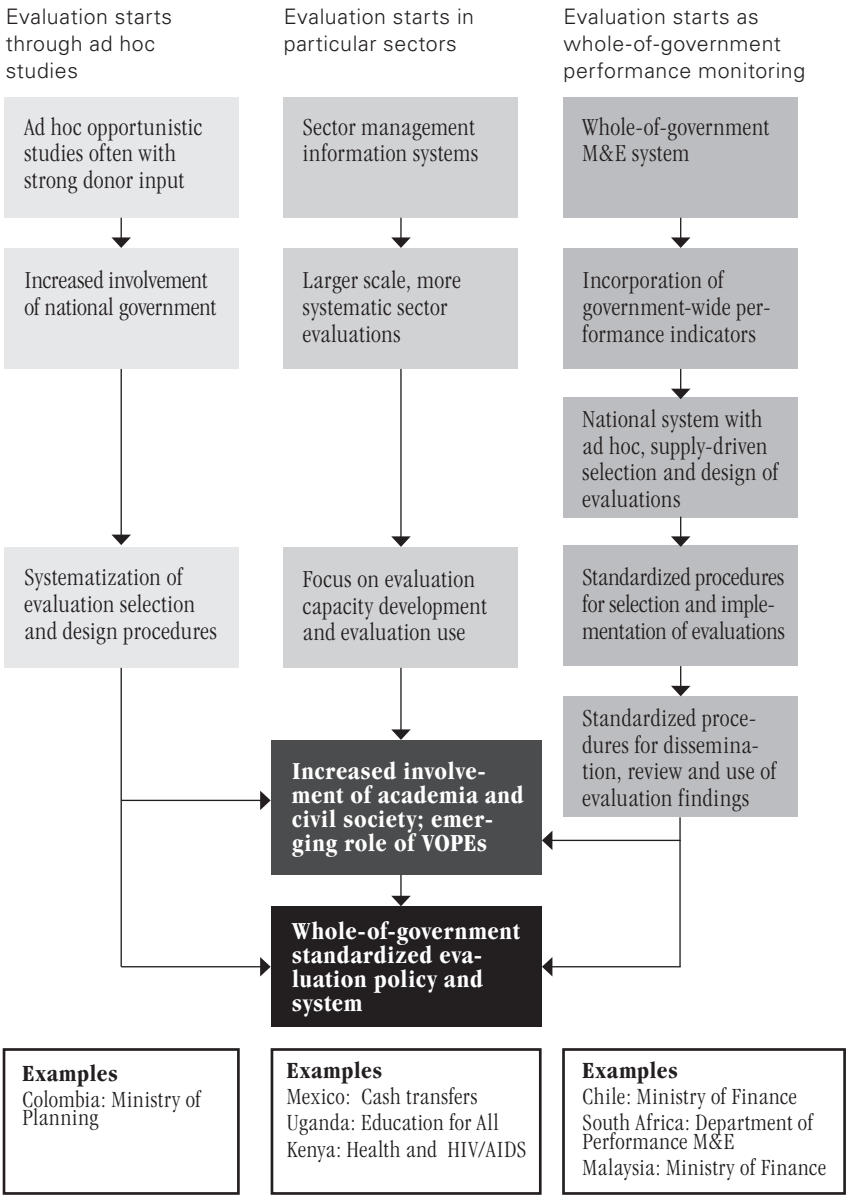
There are three main pathways through which developing country NEPSs evolve, sometimes over a period of many years (see Figure 1). In many countries, the NEPSs are still evolving so that the final stages of standardized systems for the selection, implementation, dissemination and use of the evaluations has not yet been reached.

The first pathway begins with ad hoc evaluations in different sectors, funded by different agencies and using different evaluation methodologies in different studies without any systematic approach. Often the initial impulse is from donor agencies, and then the national government gradually becomes more involved and a more integrated system develops. In many cases, the ministry of planning takes the lead and then the ministry of finance becomes more involved as evaluation becomes part of the budget planning system. The SINERGIA system in Colombia is an example.

With the second pathway, evaluations begin in a particular sector and once their value is understood the approach begins to be used in other sectors. Gradually, a national whole-of-government system evolves. Mexico is an example of this path. Initially, a number of high-profile evaluations were conducted of the Progresa (later renamed Oportunidades) conditional cash transfer programme in Mexico. The approach was replicated in other social sectors and then finally developed into a whole-of-government system through the National Evaluation Council, CONEVAL. Uganda also followed this model beginning with the Education for All evaluations. In the case of Kenya, many of the elements of the M&E system were initially developed in the health sector—particularly the HIV/AIDS programme.

With the third pathway, evaluations begin as a whole-of-government system operating at a fairly modest level, and then the scope and utilization of the system expands. The Chile DIPRES system is an example. Beginning in the 1990s with a focus on developing a uniform system of performance monitoring indicators, the system now coordinates closely with the Parliamentary Budget Committee and is

Figure 1. Three pathways for the evolution of national evaluation policies and systems



Source: Adapted from: Bamberger M, "Institutionalizing impact evaluation within the framework of a monitoring and evaluation system", Independent Evaluation Group, World Bank, 2009.

a major instrument for providing a solid evidence base for improved budget planning. In South Africa, the Ministry of Performance Evaluation was created to develop the national M&E system.

While the initial impetus for the development of the NEPSs came from the public sector, usually with strong support from the donor community, as the systems evolved, civil society and academia came to play an important role. In recent years, much of the civil society impetus has been focused and strengthened through the creation of VOPEs, and in many regions VOPEs[5] provide much of the technical expertise on evaluation capacity development.

5 Segone M, Rugh J (Ed), "Evaluation and civil society: Stakeholders' perspectives on national evaluation capacity development", published by UNICEF, EvalPartners and IOCE in partnership with CLEAR, IEG World Bank, Ministry for Foreign Affairs of Finland, OECD Development Assistance Committee Network on Development Evaluation, UNEG and UN Women, 2013.

2 The treatment of gender equality in national evaluation policies and systems

2.1 The importance of gender equality

Gender inequality affects relations between women and men and girls and boys in all areas of life—from the household level to politics, the economy, the legal system and culture. The United Nations Evaluation Group (UNEG) definition of gender equality sees equality between women and men and girls and boys as both a human rights issue and as a precondition for people-centered development (Box 1).

BOX 1: Defining gender equality

Gender equality refers to the equal rights, responsibilities and opportunities of women and men, girls and boys. Equality does not mean that women and men will become the same, but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. It implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a "women's issue", but concerns and should fully engage men as well as women. Equality between women and men, girls and boys is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development. It is also an essential component for the realization of all human rights.

Gender equality is not limited to the sphere of law and concerns both men and women, boys and girls, starting at the household level. Life at the household level has direct and profound implications in communities and for the relations between states and their citizens: progress toward gender equality requires changes within the family, culture, politics and the economy, in addition to changes in laws and their application.

Source: UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011.

In every society, there are rules governing appropriate behavior for men and women and girls and boys in the home, the community, the labor market, schools and politics. Some of these rules are regulated by social customs, others by laws or the operation of the labor market. Sometimes the forms of control are subtle while others may be enforced by legal sanctions or the threat of violence. While some sectors of society may believe these rules to be based on "natural" differences between men and women or as derived from religious teachings, the rules are, in fact, socially constructed and vary from one society to another and over time. However, despite differences across societies, in every country that has been

studied, these rules place women at a disadvantage with respect to key dimensions of development.[6]

The persistence of significant gender inequalities in all regions presents a major barrier to equitable development, negating fundamental human rights and the expansion of human freedoms. However, the effects of gender inequality can be assessed from different perspectives, and the perspective can significantly affect the conclusions. While for some audiences the effects of gender inequality on productivity and economic growth will be found convincing, for others, the consequences for human rights, broad-based sustainable development, poverty reduction and the strengthening of democracy are considered more important. Similarly, while many development agencies have focused on quantitative indicators of gender equality such as the Millennium Development Goals (MDGs), other rights-based organizations believe these metrics are too narrow and often misleading. For example, many of these indicators do not address the distributional issues and the challenges of reaching vulnerable groups. Approaches such as social exclusion analysis and equity-focused evaluation seek to address these issues.[7] Most quantitative measure also fail to fully address the qualitative dimensions of change and the quality of the services provided. Education is a good example of the major differences between looking at the number of girls in school and quality of gender-responsive education.

In terms of the economic argument, many studies have shown that gender inequality slows economic growth (see Box 2). "Gender equality and development"[8] presents a well-documented business case for promoting gender equality and also broadens the range of dimensions that should be considered in making this case. It is argued that promoting gender equality will: permit the full utilization of the capacities of both women and men; improve development outcomes for the next generation; and make institutions more representative and broaden policy choices.

6 For example, the UNDP Gender Inequality Index (combining indicators of health, education, political participation and labor market participation) rates 187 countries every year on their level of gender inequality on a scale from 0-1 where 0 equals complete equality. The 2011 ratings show that while gender inequality was low in countries such as Sweden and the Netherlands (scoring 0.049 and 0.052 respectively), no country achieved complete gender equality. The regional averages, in ascending order of inequality were: Europe and Central Asia (0.311), Latin America (0.445), Arab States (0.563), South Asia (0.601) and Sub-Saharan Africa (0.610). The figures were not available for East Asia.

7 Bamberger M, Segone M, "How to design and manage equity-focused evaluations", UNICEF, 2011.

8 World Bank, "Gender equality and development: World development report", 2012.

BOX 2: The economic case for promoting gender equality: The estimated economic costs of gender inequality—examples from Africa, the Middle East and Asia

- In the Middle East and North Africa, if women's labor force participation had increased in the 1990s at the same rate as women's education, the average household income would have been 25 per cent higher
- Tanzania could increase growth by 1 per cent by removing barriers to women entrepreneurs
- If India increases the ratio of female to male workers by 10 per cent, gross domestic product would increase by 8 per cent
- Total agricultural output in sub-Saharan Africa could increase by 6 per cent to 20 per cent if women's access to agricultural inputs was equal to men's
- Asia is losing $42 billion to $47 billion per year due to women's limited access to employment opportunities
- Asia is losing $16 billion to $30 billion from girls' limited access to education

Sources: DFID,"The gender manual: A practical guide", 2008. Available online at: http://www.gadnetwork.org.uk/storage/dfid-gender-manual-2008.pdf; UNESCAP, "Economic and social survey of Asia and the Pacific", 2007.

2.2 Gender-responsive evaluations[9]

UN Women evaluation policy refers to gender-responsive evaluation as follows: "A number of principles guiding evaluation planning, conduct and follow-up, which, when taken together, ensure that all evaluation processes reflect ... the commitment of UN Women to evaluation that is responsive to gender equality and women's rights." As a process itself, evaluation is also a means to enhance gender equality through the incorporation of gender and women's rights dimensions into evaluation approaches, methods, processes and use. Accordingly, not only does evaluation act as an important driver of positive change towards gender equality, but also the way in which the evaluation process is undertaken empowers the stakeholders involved.

More specifically, evaluations responsive to gender equality assess whether interventions have:

- Been guided by the relevant international (national and regional) normative frameworks for gender equality and women's rights

9 This section contains excerpts from the Evaluation policy of the United Nations Entity for Gender Equality and the Empowerment of Women, 2012, and from UNEG, «Integrating human rights and gender equality in Evaluations», 2014.

- Analysed and addressed the structures that contribute to inequalities experienced by women, men, girls and boys, especially those experiencing multiple forms of exclusion

- Maximized participation and inclusiveness (with respect to rights holders and duty bearers) in their planning, design, implementation and decision-making processes

- Sought out opportunities to build sustainable results through the empowerment and capacity-building of women and groups of rights holders and duty bearers

- Contributed to short-, medium-, and long-term objectives (or the lack thereof) through the examination of results chains, processes, contextual factors and causality using gender- and rights-based analysis.

According to UNEG, gender-responsive evaluations are managerial tools that provide a holistic and meaningful assessment of how an intervention is guided by gender equality approaches. They draw upon established and well-known approaches, techniques and methods to design, implement and use evaluations. However, performing gender-responsive evaluations goes beyond technical issues. It is not about "one design or one set of methods but [about the] lens or standpoint that influences the choices made in design and methods."[10] Gender-responsive evaluations are, implicitly or explicitly, political; they align the work of the evaluators with binding international mandates directed at advancing gender equality. Gender-responsive evaluations provide the opportunity to enhance the capacity to learn lessons, hold key stakeholders accountable for results and, in turn, refine policies and programming.

Gender-responsive evaluations integrate, in their purposes, processes and methods, gender equality concepts, standards, values and principles to:

- Analyse how an intervention advances the rights of the targeted population(s) (that is, the rights holders), particularly women and individuals and groups who are marginalized and/or discriminated against, and supports or empowers them to claim their rights.

10 Hay K, "Strengthening equity-focused evaluations through insights from feminist theory and approaches", in Segone M (Ed.), *Evaluation for Equitable Development Results*, UNICEF Evaluation Office, 2012, p 47. Available online at: www.mymande.org/content/evaluation-equitable-development-results

- Identify and analyse the inequalities, discriminatory practices and unjust power relations that are central to development problems. As they focus on equality as an objective rather than on women or other target groups, gender-responsive evaluations offer the possibility to shed light on how these social, historical and/or political complex processes occur. They could provide visibility to under-the-surface social issues and hidden problems of discrimination and inequalities, and call attention to the special needs of or particular effects on certain groups or persons. They put forward tools that allow evaluators to recognize and value different ways of approaching the reality, and to identify and test the dominant theories and discourses underpinning policies and interventions.[11]

- Ensure that rights holders' voices (specially of the groups mentioned above) are heard and their views taken into account in decisions that affect them.

- Reinforce the capacity of state, governments or other actors (that is, the duty bearers) to fulfil their international obligations and responsibilities.

- Strengthen accountability mechanisms and "promote more transparent review and dialogue on competing or alternative values or theories."[12]

- Monitor and advocate for compliance with international standards on gender equality.

An evaluation that neglects or omits considerations of gender equality deprives stakeholders of evidence about who benefits (and does not) from its interventions, risks perpetuating discriminatory structures and practices, and may miss opportunities for demonstrating how effective interventions are carried out. Furthermore, an evaluation that overlooks these issues will most likely lose in credibility, as it may fail to regard crucial underlying issues that virtually permeate all development interventions.

A gender-responsive evaluation has two dimensions: it is geared towards assessing results and is process-oriented. Results-wise, it assesses the extent to which the intervention is guided by organizational and system-wide objectives on gender equality, and has achieved

11 Ibid., p 45.

12 Ibid., p 47.

gender equality results related to these objectives. Process-wise, it examines how and to what extent gender equality is mainstreamed in the intervention's programming process, and it applies gender equality mainstreaming principles to the actual evaluation process.

2.3 The challenge of evaluations to fully address gender-related issues

Despite the human rights commitments, including the focus on poverty reduction and sustainable development, and the very dramatic estimates of the economic importance of promoting gender equality - or the negative consequences of not doing so - there is extensive research that most conventional evaluations fail to capture the intended causes and consequences of gender inequality.

A recent study conducted by the Independent Office of Evaluation of IFAD[13], responding to a request from the Evaluation Cooperation Group, reviewed evaluation approaches adopted by gender equality and evaluation units in a sample of international development agencies. Although this study covered international development agencies and not national evaluation systems, it illustrates many of the same issues concerning the lack of attention to gender. It was found that the gender-responsive evaluation methodologies were generally weak due to poorly designed results frameworks, and weak and poorly articulated theories of change.

Gender performance indicators were not clearly defined or sufficiently precise to permit assessment of programmes in terms of their contribution to gender equality and women's empowerment. In addition to these methodological issues, most of the agencies suffered from weak institutional systems for planning, implementing and M&E of gender equality; lack of leadership and accountability; and inadequate investment in evaluation capacity development. While many of these institutional issues applied more widely to all evaluations, the issues were more serious for gender-responsive evaluations.

There are also other reasons why evaluations fail to capture gender inequality. Managers and staff in some sectors may believe their programmes are "gender neutral", that men and women will benefit equally from well-designed programmes, and that consequently, gender analysis is not required. Also, many gender issues are considered

13 IFAD , "Gender equality and development evaluation units: Lessons for evaluations of development support of selected multilateral and bilateral agencies", Conducted for the Evaluation Cooperation Group, 2012.

to be culturally sensitive and some agencies may be reluctant to address some of these issues. There are also a number of methodological issues that may be particularly challenging for gender analysis:

- Gender roles, processes and outcomes are affected by a wide range of economic, social, political, legal and psychological factors—all of which must be taken into consideration in evaluations. These factors are not normally addressed in conventional evaluations.

- Gender processes and outcomes are often difficult to measure. Many processes concern sensitive issues such as domestic violence, sexual harassment in public spaces, power relationships, ownership and control of household or community resources, sexual behavior, and mechanisms for the spread of HIV/AIDS. These are difficult to study with conventional quantitative surveys as many people are reluctant to discuss or report honestly on these issues. Furthermore, many of these behaviors take place in contexts, such as the household, where it is difficult for the researcher to be present.

- A blind-spot for many NEPSs is that they are only designed to assess the extent to which the intended outcomes of government programmes are achieved but do not look for unintended outcomes.[14] This is a serious problem for gender analysis as many interventions can have serious negative consequences for some groups of women or men. For example, when women obtain credit to start a business, some husbands resent their spouses' greater economic independence and this may lead to increased domestic violence.

2.4 The limited treatment of gender in national evaluation policies and systems

Only 2 of the 16 developing country NEPSs (Ethiopia and Nepal) included a direct reference to gender equality (see Table 2). Case studies 1 and 2 (described in section 2.5) discuss how gender issues were incorporated into these two NEPSs.

This certainly does not mean that the other 14 countries do not consider gender important, but rather that the NEPSs mainly focus on

14 Bamberger M, "Unanticipated consequences of development interventions: A blind spot for evaluation theory and practice", Guest lecture at the International Programme for Development Evaluation Training (IPDET), July 2, 2012. Video available online at: http://ipdet.org/page.aspx?pageId=videoMichaelBamberger2012.

Table 2. National gender policy and reference to gender in the NEPSs

	National gender policy or action plan[1]	*Reference to gender in the NEPS*
Benin	Not found	No
Bhutan	Not found	No
Chile	National Action Plan on Women, Peace and Security	No
Colombia	Not found	No, but certain categories of "gender" or "women's equality" projects are required to include sex-disaggregated M&E indicators
Costa Rica	Not found	No
Ethiopia	National Action Plan on Gender and Equality	Yes
India	Not found	No
Kenya	Plan of Action to Implement the National Policy on Gender and Development	No
Kyrgyz Republic	Not found	No
Malaysia	Not found	No
Morocco	Government Plan for Gender Equality 2012-2016	No
Nepal	Not found	Yes
South Africa	Women's Empowerment and Gender Equality Bill	No
Sri Lanka	Not found	No
Uganda	Uganda Gender Policy 2007	No, the Gender Policy includes an M&E strategy
Ukraine	Not found	No

[1] The classification "Not found" means that a gender policy could not be found on the Internet. However, it is possible that such a policy exists but that it could not be located via an Internet search. In many of these countries, gender policies or gender action plans had been developed in particular sectors. Countries approach gender in different ways, so this table does not intend to be fully comprehensive.

describing the overall functions of the evaluation system, the organizational structures, and the high-level coordination mechanisms. In fact, many of these countries have very strong commitments to gender, racial and economic equality. Table 2 shows that at least five of the countries that did not mention gender in their NEPS have a national gender policy, action plan or gender equality legislation (Chile, Kenya, Morocco, South Africa and Uganda). Several others have gender action plans covering certain sectors. However, these countries did not make the connection to gender in their NEPSs. This may be due to the fact that in many cases the NEPSs do not discuss the content of any of the sector evaluations to be covered by the NEPSs and/or cross-cutting issues. However, when gender equality is mainstreamed in national development strategies, it should also be mainstreamed in the NEPSs.

2.5 Three scenarios for gender-responsive national evaluation policies and systems

The analysis carried out by this study found three scenarios regarding the facilitation of gender-responsive NEPSs.

A. Country where the NEPS integrates gender equality thanks to the existence of the national gender policy

In the case of Ethiopia (Case Study 1), a gender responsive NEPS was developed and nested within the government's five year national development plan, the Growth and Transformation Plan 2010/11-2014/15 (GTP). The GTP policy matrix guides the national M&E system. The National Action Plan on Gender Equality (2006-2010) is among the key frameworks which informed the design of GTP. In addition, the GTP, which focuses on equitable and sustainable broad-based economic growth, is conducive to addressing gender issues as it is well understood that poverty has different causes and consequences for women and men. Several areas of gender priorities for action are identified and sex-disaggregated outcome indicators are collected through the Welfare Monitoring and Evaluation System, the Household Income, Consumption and Expenditure, and other specialized surveys, all of which have been collecting sex-disaggregated data for many years. In this regard, the government has mainstreamed gender into key sector policies and has been implementing affirmative actions to achieve gender equality. On the operational level, there is a requirement that gender analysis be used by all government departments and all sectoral ministries have gender directorates that promote gender mainstreaming.

CASE STUDY 1: How gender is integrated into the Ethiopia NEPS

Focus of the National Development Plan: Achieving broad-based, equitable and sustained economic growth so as to eradicate poverty is the primary development objective of the National Development Plan, the Growth and Transformation Plan 2010/11-2014/15 (GTP). The broad-based approach adopted to poverty means that the development plan incorporates major sectors such as infrastructure, social services and human resources. The policy matrix for the NEPS specially provides essential activities of the overall M&E for GTP and the MDGs including evaluations using advanced analysis of sex-disaggregated data.

The National Action Plan on Gender Equality (2006-2010): This identified gender gaps to be addressed in the policy through a situation analysis that covered:

- Economic power and decision-making (poverty and economic empowerment, agriculture, lack of access to productive resources, limited access to formal employment sector, informal economic sector)
- Social services
- Protection against violence
- Institutional mechanisms for the advancement of women
- Women's representation in different sectors
- Women and the environment
- Education and training
- Reproductive rights, health and HIV/AIDS
- Budgeting issues

The plan outlines an M&E system that will: monitor results; collect and analyse performance information to track progress towards planned results; use performance information to influence policies and decision-making; and communicate results achieved.

How gender is integrated into the NEPS:

- The National Action Plan on Gender Equality (2006-2010) informed the design of PASDEP.
- The national development plan was structured around the top development priority of poverty reduction. A poverty focus addresses gender differences more directly than does a focus on economic growth.
- The National Statistics Agency, which is a key stakeholder in the NEPS, was already disaggregating most of its survey data by sex.
- NEPS used the data collection and analysis systems already developed by the Welfare Monitoring System, which addressed a number of gender-related issues
- The results-based monitoring system required that measurable targets were established for all government agencies. For many of these targets in sectors such as education, health, HIV/AIDS, and some areas of agriculture, it was easy and logical to include sex-disaggregated targets.

Sources: Ethiopia Ministry of Finance and Development, "A plan for accelerated and sustained development to end poverty", 2006; "National action plan on gender and equality (2006-2010)".

B. Countries where the NEPS integrates gender equality due to the existence of a national development strategy that integrates gender equality

The Nepal NEPS (Case Study 2) has a well-integrated system linking M&E to development priorities. National M&E guidelines were published in 2013 to provide technical support to line agencies. A well-articulated results-based management system has also been developed with a strong focus on social responsibility. Gender is integrated into the well-defined outcome indicators, which also draw extensively on international indicators such as the Human Development Index, Gender and Development Index, Vulnerability Index, Human Assets Index, and a number of specific gender indices. Experience in gender-responsive evaluation has been developed in the social sectors over a number of years, and this provides both the experience and the monitoring indicators that are now being introduced into other sectors.

CASE STUDY 2: How gender is integrated into the Nepal NEPS

Focus of the National Development Plan: The central goal of the 13th Three-year Development Plan (2013-2015) is to contribute to the long-term perspective of transforming Nepal and moving from a least developed to a developing country, with a steady reduction in the proportion of the population below the poverty line. There is a strong focus on empowerment of targeted groups.

How gender is integrated into the NEPS: Unlike Ethiopia, Nepal did not have a national gender policy to provide a framework for the inclusion of gender issues in the NEPS. However, Nepal's National Development Plan is based on a results-based management system that requires that all agencies define measurable final impact indicators. The project planning template requires agencies to indicate whether or not the project will contribute directly, indirectly or not at all to gender equality. It is also necessary to indicate if women and children are project beneficiaries. Gender equality and women's empowerment is a sub-category under "Peace, good governance and mainstreaming."

In addition, the following indicators on gender equality and women's empowerment must be included:

- Empowerment index
- Gender development index
- Gender empowerment measure
- Women's representation in parliament
- Women's representation in different sectors
- Representation in the civil service
- Awareness campaigns for narcotic drugs

As was the case for Ethiopia, all of the analysis is based on the sex-disaggregation of standard indicators, although there is also a focus on women's empowerment. There is no inclusion of gender analysis categories such as time-use, control of resources, participation in decision-making etc.

Why is gender integrated into the Nepal NEPS when it is not included in most other countries?

- Gender and women's empowerment are integrated into the National Development Plan, which has a specific focus on the inclusion of vulnerable groups.
- Sex-disaggregated data is a logical extension of the results framework.

Source: Nepal National Planning Commission, "National monitoring and evaluation guidelines", 2013.

C. Countries where the NEPSs do not integrate gender equality, but gender-responsive evaluations are implemented

Some of the countries that do not refer to gender equality in their NEPS do, in fact, consider gender issues to be important. Although it is not possible to know from reading the NEPS, it is likely that in sectors where gender equality or women's issues are important, many projects will include gender-responsive indicators. The point is that gender equality is considered sector specific and not a cross-cutting issue that affects all development programmes, and consequently, gender equality is highlighted as a priority evaluation issue only on those policies and programmes with objectives to achieve gender equality.

3 Lessons from the experience of international development agencies

With the aim of extracting lessons learned and good practices from the experience of different types of international development agencies in engendering development evaluation, this study reviewed a sample of evaluation policies of UN agencies, multilateral agencies, bilateral agencies, international NGOs, VOPES and foundations. While all of these agencies have different mandates, types of activities, and organizational structures, useful lessons were identified by analysing common elements in their different approaches. In addition to the specific focus on gender-responsive evaluation, the review also discusses the approach adopted by these agencies to integrate gender in their overall development strategy as this affects how they approach the task of engendering their evaluations. These lessons learned may help guide the design and implementation of gender-responsive NEPSs.

Lesson 1: Gender equality must be considered a central development objective in its own right, as well as essential to achieving other priorities and sectoral objectives of the agency

A wide range of organizations of all types now recognize gender equality as a central organizational goal. It is important to present a strong rationale that speaks directly to the needs and concerns of agency staff as well as other key stakeholders. Presenting specific examples from each of the main sectors where the agency works can have a big impact on staff by showing that the issues are directly relevant to them.

Lesson 2: Need for a strong organizational commitment with direct senior management responsibility

Earlier efforts to promote gender equality had only limited success due to a lack of organizational commitment and resources, lack of attention to specific implementation actions and limited focus on gender in evaluations. Gender objectives cannot be imposed on staff and many organizations implement their gender strategies through management compacts. In the case of a NEPS, the compacts or agreements are negotiated with each ministry or agency, and it would be up to the agency whether or not they introduce compacts among their own management and staff. In addition, there must be a substantial and long-term commitment of financial and human resources to ensure gender equality policies and the respective gender-responsive evaluations are sustainable.

Many bilateral and multilateral agencies have incorporated gender equality performance into annual management and staff performance reviews. It is not clear whether, and if so how, this approach could be incorporated into a NEPS.

Gender equality must be addressed at all levels from policy to projects, and at the global, regional, country and local levels. Agency-wide commitment and accountability must be ensured. In addition to accountability to stakeholders, many agencies have also developed accountability systems so that the general public can track performance. An interesting national example for the NEPS is the Colombian system of Presidential Commitments (not just on gender) that the President reports on regularly and that can be tracked on a website. The UN System-wide Action Plan on Gender Equality (UN SWAP), a UN system-wide accountability framework designed to measure, monitor and drive progress towards a common set of standards to which to aspire and adhere for the achievement of gender equality and the empowerment of women, is an excellent international example.

Most agencies ensure accountability through results-based monitoring systems. Many NEPSs also use this approach. Score-cards and checklists may also be used. United Nations has an accountability and reporting framework for its UN SWAP (see Box 3).

BOX 3: UN System-wide Action Plan on Gender Equality (UN SWAP)

In Resolution E/2014/L.12 the Economic and Social Council (ECOSOC) requests the UN system, including its agencies, funds and programmes, within their respective organizational mandates, to continue working collaboratively to enhance and accelerate gender mainstreaming within the UN system, including by fully implementing the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women (UN SWAP).

The UN SWAP is composed of 15 performance indicators for tracking 6 main elements on gender mainstreaming: accountability, results-based management, oversight, human and financial resources, capacity, and knowledge exchange and networking. All UN entities are to self-assess and report on their implementation of the plan. UN entities are expected to meet all UN SWAP performance standards by 2017, with an extended timeframe to 2019 for those entities with a mainly technical focus.

The oversight element of the UN SWAP includes three performance indicators, including one dedicated to evaluation that is linked to meeting the gender-related UNEG Norms and Standards and demonstrating effective use of the UNEG guidance on integrating gender in evaluation.

In 2012, the UNEG Human Rights and Gender Equality Task Force developed a Technical Note and Scorecard to support the evaluation offices of UN entities to comply with the annual reporting process against the Chief Executive Board endorsed UN SWAP Evaluation Performance Indicator. The note also aims to support more systematic and harmonized reporting through the use of a common tool that also allows for improved comparability across UN entities.

Lesson 3: Defining the rationale for a gender-responsive development strategy

As many agencies and staff have only a limited understanding of the scope and importance of gender equality (often assuming that these issues only concern social sectors such as education and health), it is important for an agency to explain clearly the rationale for a gender equality focused policy. As noted in later chapters, there are many different ways that the importance of gender equality can be justified. Some of the justifications include: to promote economic growth, to enhance the efficiency of programme implementation, to strengthen human rights and to strengthen democratic development. The approach that is adopted has important implications for how programme strategies are designed and implemented and how they are evaluated.

Many agencies have also found it useful to develop a gender theory of change as a framework for structuring their gender strategies and gender-responsive evaluations. The theory of change that the Department for International Development (DFID) developed for their programmes to address violence against women illustrates how the theory of change can integrate programme design, implementation, and M&E.[15]

Lesson 4: Importance of guidelines, checklists and practical examples of gender-responsive evaluation

Many evaluators and even more planners and managers have limited experience with gender-responsive evaluations. Consequently it is important to provide guidelines and technical support on how to design and implement gender-responsive evaluations. Many agencies have developed comprehensive guidelines for gender evaluation, while others refer to this more briefly in a general evaluation guidance note (for example, Nepal). Other agencies have provided checklists for staff to assess how well their programme selection, design and implementation address gender.

UNEG developed two guidance documents on gender equality and human rights in evaluation[16] and is now developing an open and

15 DFID, "Guidance note 1: A theory of change for tackling violence against women and girls", 2012. Available online at: http://www.gadnetwork.org.uk/storage/VAWG_guidance1_toc1.pdf.

16 UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011. Available online at: www.unevaluation.org/guidance/HRGE and UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluations, 2014.

free e-learning. EvalPartners, in cooperation with UN Women and United Nations Children's Fund (UNICEF), developed an electronic resource center on gender-responsive and equity-focused evaluation, as well as an e-learning that attracted thousands of evaluators from all over the world.

Additional examples of useful resource documents from other organizations are referred to in Annex 1.

Lesson 5: Importance of alliance building, interagency coordination and complexity

The achievement of gender equality involves addressing a wide range of barriers and enabling factors: economic, social, political, legal, cultural, environmental, technological, psychological and personal security. Many agencies recognize that it is impossible for any single agency, however large, to achieve sustainable improvements in gender equality results working on their own. Consequently there is recognition of the need for alliance building and organizational support.

Many organizations are moving towards broad-based horizontal and vertical alliance building. Emphasis is placed on the need to generate substantial levels of financial and human resources both to provide the required resources for a broad-based and long-term strategy, but also to give credibility to the programme. EvalPartners, the global partnership to strengthen national capacities for equity-focused and gender-responsive evaluations, is an excellent example at global level.

A broad collaborative approach affects how interventions are formulated and designed, implemented, evaluated and financed. For NEPSs, this will often involve outreach to civil society and academia as well as developing inter-agency collaborative evaluations.

4 Guidelines for integrating gender equality into national evaluation policies and systems

4.1 Introduction

Only 2 of the 16 countries with existing NEPSs described in Chapter 2 refer directly to gender equality or women's empowerment (Nepal and Ethiopia) and an additional 4 countries (Colombia, Mexico, Malaysia and South Africa) require gender equality issues to be addressed in projects related to specific sectors, such as education, health and social protection.

A number of other countries with NEPSs (e.g., Chile, Kenya, Morocco and Uganda) have national gender policies, gender action plans or legislation guaranteeing certain rights or protections for women. However, these gender policies have not been linked to NEPSs: gender policies do not make reference to NEPSs and NEPSs do not reference or integrate gender policies. Thus, while gender equality is clearly an important priority for many countries, the evaluation of national commitments to achieve gender equality is not explicitly addressed in gender policies or NEPSs.

There are four main reasons for this oversight. First, most NEPSs are intended to provide a high-level framework to ensure that government policies and programmes are systematically evaluated. They outline which agencies must conduct evaluations, when they must be conducted, the procedures for commissioning and conducting them, and how they will be used. Given this focus, many NEPSs have a high level of generality and do not provide any guidelines on the topics that must be addressed in each sector or programme. Second, most NEPSs do not include cross-cutting issues (such as environment, social equity or gender equality) that should be addressed systematically in evaluations. Third, even in the NEPSs where gender equality is somehow integrated, the focus is mainly on women's access to services or representation in community or political bodies with very limited discussion of broader gender issues.[17] Consequently, issues relating to gender equality are considered to be sector specific and only relevant in a limited number of sectors and programmes. Fourth, NEPSs may not have existed at

17 The only exception is Colombia where the SINERGIA evaluation plan identifies four gender issues that relate to participation in different political bodies as well as the number of departments that received technical assistance to include a gender focus in their programme planning.

the time the gender policy was formulated and vice versa.

This chapter provides guidance on the key elements to ensure NEPSs are gender-responsive and how to introduce them. The guidance draws on the review of good practices and lessons learned from current NEPSs (Chapter 2) and international agencies (Chapter 3). A sample NEP with these aspects integrated is included in Annex 3 as a means to illustrate this guidance.

4.2 The 11 elements to make national evaluation policies gender-responsive

This section outlines 11 elements for introducing gender equality within commonly found sections of a NEP. Given the international and national commitments to gender equality, and its importance for sustainable development, all countries should strive to integrate the proposed points.

However, as national contexts differ broadly, it is understood that the potential to integrate gender equality in NEPs will also differ. For example, a greater level of integration might be possible in countries with legislated gender policies or desirable where national statistics demonstrate high levels of gender inequality. In countries where there is strong resistance to gender equality issues, the level of integration in a NEP will likely be more limited.

The hope is that national governments and civil society (VOPEs, women's organizations, etc.) engaged in national consultations or discussions to develop or update a NEP will use this section as a guide to determine the level of integration of gender equality given the country context, with an aim to maximize its integration to the extent possible.

Element 1: Rationale

The section of a NEP outlining the rationale for its development normally references issues such as good governance, public-sector reform, public accountability, results-based management and improvement of social and economic development.

Integrating gender equality in this section can be relatively straightforward, but it provides a crucial opportunity for ensuring that gender equality is a framing reference for the NEP and thus all national evaluations, rather than limited to a few specific sectors or programme types.

Previous chapters discussed the different rationales that can be used to justify the importance of gender equality in development programmes, and consequently why gender should be included in a NEP. A NEP should consider including a brief section presenting the rationale as to why a gender equality focus should be included (e.g. human rights, sustainable development, poverty reduction, economic growth). As many different stakeholders are involved with the NEP, a broad-based rationale will often be required that combines different perspectives.

Below are five ways in which this can be done in this section of the NEP:

- Explicitly reference any existing national, regional and international commitments to gender equality, e.g., national gender policies, Beijing Declaration and Platform for Action, Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), Millennium Declaration and MDGs, regional conventions or declarations, etc.
- Highlight gender equality as a priority national goal, where this is the case
- Explicitly recognize gender equality as a cross-cutting issue for national development policies
- Include key national gender statistics to underscore the importance of including a gender equality lens when evaluation of national policies and programmes are carried out, especially where there are high levels of gender inequality
- Explain if there is a gap in evaluative evidence on gender equality issues

Element 2: Objective/purpose

Most NEPs have a section dedicated to providing an explanation of the objective of the policy and purpose of the national evaluation system. Following are two specific suggestions to integrate gender equality in the objectives of a NEP:

- Include a stand-alone objective that links evaluation to improving the implementation of gender policies and action plans or to promoting or advancing gender equality or reducing gender inequalities

- Explicitly mention gender equality in an objective with a broader focus related to improving social and economic equitable development, reducing inequalities, etc.

Some of the common purposes listed in NEPs include accountability, transparency, good governance, learning and decision-making. There are a number of ways in which gender equality can also be incorporated:

- Highlight accountability and transparency to citizens, explicitly mentioning women, men, girls and boys
- Specify the role of evaluation in providing evidence that can bring awareness to gender inequalities
- Explain how gender-responsive evaluation can allow for more informed decision-making to reduce and address gender inequalities and social inequities
- Explain how national evaluation systems contribute to improving the implementation of national development policies, including in their promotion of gender equality

Element 3: Principles

The fundamental or guiding principles for the selection, conduct and use of evaluation can specifically include gender equality. This would help to ensure that all evaluations will be guided to promote gender equality. The inclusion of additional principles that are related to or promote gender-responsive and equity-focused evaluation include:

- ***Participation and inclusion***, with specific reference to women, men, girls and boys
- ***Human rights***, with specific mention of women's rights
- ***Equity-focused***, with specific mention of improving gender equity
- ***Appropriate***, with evaluation selected and designed to consider the relevant gender equality issues and structures and methodologies that would allow both women, men, girls and boys to engage in evaluation processes and access evaluative information
- ***Public ownership*** of the national development agenda including equally women, men, boys and girls

Element 4: Definition

Regional and national VOPEs, UNEG and the Organisation for Economic Co-operation and Development—Development Assistance Committee (OECD-DAC) EvalNet offer a number of different definitions of evaluation. NEPs can adapt one of these by modifying it to fit their context. However, few of these explicitly refer to or make reference to gender-responsive evaluation.

Inclusion of a gender-responsive definition of evaluation provides arguably the strongest statement regarding the commitment to practice gender-responsive evaluation. The focus of the definition can be on ensuring substantive assessment of gender equality issues in all evaluations, ensuring evaluation processes themselves are gender-responsive in their implementation, or both.

Where national discussions and consultations indicate an appetite for including one or both aspects into the evaluation definition, one specific example to refer to for inspiration is the UN Women evaluation policy definition, which modifies the existing UNEG evaluation definition to incorporate both these aspects (see Box 4).

BOX 4: UN Women definition of (gender-responsive) evaluation

UN Women subscribes to the UNEG definition of evaluation, but directly incorporates principles of gender equality, women's rights and the empowerment of women. Evaluation in the entity is defined as "a systematic and impartial assessment that provides credible and reliable evidence-based information about the extent to which an intervention has resulted in progress (or the lack thereof) towards intended and/or unintended results regarding gender equality and the empowerment of women. As a process itself, evaluation is also a means to enhance gender equality and the empowerment of women through the incorporation of gender and women's rights dimensions into evaluation approaches, methods, processes and use. Accordingly, not only does evaluation act as an important driver of positive change towards gender equality and the empowerment of women, but the way in which the evaluation process itself is undertaken empowers the stakeholders involved."

Source: UN Women Evaluation Policy, 2013

An NEP may also provide a definition for monitoring. If so, the monitoring definition could also indicate that monitoring of public policies includes collecting gender and sex disaggregated data.

Element 5: Responsibilities

NEPs normally also include a section outlining the architecture of the national evaluation systems, including the key stakeholders and their responsibilities.

While national institutional set-ups for evaluation can differ widely, a NEP that explicitly recognizes the need for gender-responsive evaluation capacity within such a system sets the stage for ensuring that evaluations provide credible information on progress (or lack thereof) on gender equality.

This can be done by requiring that:

- National evaluation steering committees, councils or similar bodies include individuals with gender expertise.
- National evaluation offices recruit at least one staff member with proven expertise in gender equality and, preferably, experience in gender-responsive evaluation.
- All staff of a national evaluation office attend training on gender equality and/or gender-responsive evaluation.
- Gender ministries or other relevant gender focal points and gender advocates are consulted when developing evaluation plans and terms of references. This can be done formally through their inclusion in evaluation reference groups.
- Gender-responsive evaluation capacity is strengthened through support to VOPEs with this specific focus.
- Gender-balanced national evaluation systems are encouraged, including evaluation staff and evaluation teams.
- Parliament and ministries (or relevant body making budget decisions) ensure adequate budget for collecting gender disaggregated and gender-responsive monitoring data, as well as the practice of gender-responsive evaluation.
- Donors/UN commissioned evaluations are gender-responsive.

Element 6: Coverage/selection of evaluations

The selection criteria for evaluation included in NEPs involves a number of different factors and criteria given that the breadth of public policies is not matched by resources and capacity to evaluate all of them. The desire to provide adequate coverage of evaluation of public policies has to be tempered with this reality, with ultimately only a few national policies and sectors undergoing evaluation in a given time period. Prioritization is therefore often done based on perceived importance, risk, external demands and a host of other factors.

Given that gender equality issues are cross-cutting and relevant for most (if not all) sectors to some degree, one could argue that any national evaluation should be gender-responsive. However, in practice (and based on lessons learned from national governments, bilateral agencies and UN agencies) gender equality is normally overlooked or addressed superficially, lacking depth or meaningfulness in non-gender specific evaluations.

Therefore, the prioritization process for selecting evaluations should include consideration for the type/level/importance of evaluative evidence on gender equality issues each potential evaluation is likely to provide. This can be integrated by either including evidence on gender equality issues as a selection criteria and/or incorporating gender equality in other selection criteria. As an interim step, the inclusion of at least one evaluation focused on gender equality during the evaluation plan period could be included. This could be an evaluation of an existing national gender policy, strategy, plan or legislation. It could also be focused on a gender equality issue that is considered a national priority or that is newly emerging and information is needed to guide development of policy or programming.

Element 7: Methodology/techniques

Gender-responsive evaluation methodology and techniques are those that allow for both the substantive assessment of gender equality issues and those that seek to ensure that evaluation practice itself is gender-responsive in its processes. Some key aspects that can be included to improve the gender-responsiveness of this section of a NEP include:

- Requiring the use of mixed-methods approach and gender disaggregation of evaluative evidence
- Promoting the use of evaluation approaches and methods, such as participatory approaches and methods, that can help remove barriers to participation for women, men, boys and girls and allow for more substantive assessment of gender equality issues
- Requiring at least one specific gender-responsive question in each evaluation criteria (i.e., relevance, efficiency, effectiveness, impact and sustainability) of every national evaluation conducted
- Requiring inclusion of gender-responsive evaluation indicators
- Including gender equality in evaluation criteria to be used in evaluations of national policies

On this last point, many NEPSs use the OECD-DAC evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability) to provide the framework for assessing performance of their national development interventions. Others add additional criteria (such as equity, innovation, utility, coherence, ownership, governance, etc.) to reflect national priorities. A number of international development agencies have incorporated gender equality as an evaluation criteria (UNEG network, Australian Agency for International Development, UN Women, etc.) as a means to highlight its importance, or criteria derived from gender equality principles (e.g. participation, inclusiveness, etc.)

The UNEG guidance for integrating gender equality and human rights in evaluation[18] provides specific guidance.

Element 8: Ethics

The ethical conduct of evaluation is paramount to ensure that evaluation processes do not harm or create harmful conditions for those who are willing to participate. Informants are unlikely to provide information to evaluators unless they feel comfortable with the ethical safeguards in place. In addition to the ethical standards for evaluation that are commonly espoused in NEPs, VOPEs, UNEG and OECD-DAC, a gender-responsive NEP would require going one step further to:

- Explicitly ensure that the evaluators are considering the gender-related roles and relations that may restrict women and girls (who are most likely to be subject to gender discrimination) from acting as informants: they may not be properly informed about the process; they may be excluded from interviews or focus group discussions; they may not be able to access findings, etc.
- Require the use of ethical guidelines for research with survivors of gender-based violence or other similar ethical guidelines, beyond those espoused by evaluation groups where available, to try and prevent women and girls from further discrimination or harm from participating in an evaluation process

Element 9: Dissemination

The wide dissemination of national evaluations to all stakeholders in the country is key to the principle of transparency and accountability. NEPs should strive to fully disclose all national evaluations

18 UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011. Available online at: www.unevaluation.org/guidance/HRGE.

and to ensure that the findings are made available and barrier-free to all national stakeholders. The NEP can outline some specific requirements that can help to ensure that dissemination practices for evaluations are not privileging any one gender. This can include:

- Requiring development of an evaluation dissemination strategy that is based on an assessment of the most effective way to reach citizens that outlines any differential barriers to access evaluative information for women, men, girls and boys and the development of methods to overcome them
- Specifically targeting evaluation dissemination to women and girls and their representatives, including evaluations that are not gender-specific

Element 10: Use

The use of an evaluation is arguably the most important objective of an evaluation. NEPs address how national evaluations will be used and can institute mechanisms for tracking and following up on their findings and recommendations. The NEP can be explicit about how gender equality related findings, recommendations and lessons learned are expected to be used, such as:

- Improving overall national progress towards gender equality
- Guiding the revision of national gender policies, strategies, plans, and legislation
- Spurring the development of new national gender policies, strategies, and legislation
- Guiding the integration of gender equality in non-gender specific policies, strategies, plans, and legislation
- Informing the allocation of budget for gender equality issues at the national level (e.g., gender ministry, gender policy or strategy implementation, gender-responsive evaluation, etc.)

Element 11: Review of NEP

Most NEPs will need to be updated periodically and a review of the NEP is one way in which to ensure that any such update is based on learning from the implementation of the current policy. Gender can be integrated into the section requiring a NEP review by:

- Explicitly including the implementation of the gender-responsive aspects of the NEP as an objective of the review

- Requiring that there is a review question assessing the gender-responsive aspects of the NEP with an aim towards learning for improving the policy
- Stating that the review process will be done in consultation with key stakeholders, including national VOPEs addressing gender-responsive evaluation and women's organizations

There are many other factors that need to be in place in addition to those noted above to ensure that a NEP is gender-responsive and is actually implemented—conducive monitoring systems and evaluation capacity to name just two—but as the national policy guiding all evaluations in a country, it is one of the most crucial.

While a NEP may not include all of the sections discussed above, or may include other sections not discussed, the elements above hopefully provide enough food for thought to begin considering how to include gender equality issues in a NEP, picking and choosing from the different options suggested here, or using these as a starting point for considering other possibilities.

4.3 Potential intervention points for incorporating gender into national evaluation policies

Based on the review of current NEP approaches (Chapter 2) and the experience of international agencies (Chapter 3), a set of potential intervention points are identified through which the 11 elements to integrate gender could be introduced into NEPs. Each country will select the set of options that are most appropriate for its own context. This selection process is an area where VOPEs will often be able to provide support.

A. Linking the national evaluation policy to a national gender policy, gender action plan or gender-related legislation (where they exist)

The review in Chapter 2 found that a number of countries had a gender policy, gender action plan or gender-related legislation, but that none of these were linked to the NEP (with the exception of Ethiopia). The gender policy did not mention the NEP and the NEP did not refer to the gender policy. Often this is because one of the two documents did not exist when the other was produced.

Recommendation:

A-1 Check whether a national gender policy, action plan or legislation exists (or is being planned), and if so, the NEP should be informed by it (or them) as appropriate.

A-2 The NEP team should coordinate with the agency responsible for the gender document and encourage it to include a specific reference to the NEP and to how gender-responsive evaluations could be coordinated with the NEP.

B. Highlighting international conventions on gender and women to which the country is a signatory

Most countries are signatories to some of the international conventions such as CEDAW, the UN Security Council Resolutions on Women, Security and Peace, or the MDGs that commit countries to taking actions to promote gender equality or women's rights. Often many members of parliament are not aware of these national commitments, and bringing these to their attention raises their awareness of the relevance of gender equality as a development goal. For this reason, EvalPartners has been working with parliamentarians since 2013. As a result, parliamentarians forums for development evaluation have been created in South Asia, Africa and Arab States.

C. Integrating gender into the national results framework

Most countries are moving towards an evidence-based results-based management system that is articulated through a results framework. Some countries already include indicators relating to women's access and participation, particularly in the areas of education, health, protection, and in some cases, participation in community and local political organizations. The results framework is a critical entry-point for integrating gender equality and the NEP should seek to broaden the range of programmes that are covered and to encourage or require agencies to create and use a wider range of gender indicators.

However, Chapter 2 pointed out that most of the focus is limited to monitoring equal access to services and participation in community and political organization. While these are an important first step, the goal should be to gradually broaden the focus to address the main questions covered by gender analysis, such as: time use and time poverty; access to and control of productive resources; ability

to travel within and outside the community; gender-based violence; and participation in decision-making at the household, community and wider levels, among others.

Recommendation:

C-1 Develop guidelines for how to incorporate gender equality indicators into the results framework.

C-2 Develop guidelines for broadening the focus of the results framework to incorporate the basic indicators included in a gender analysis framework.[19]

D. Integrating gender into poverty analysis

Most national development strategies include poverty reduction as a central development goal. Poverty has different implications for women and men and for girls and boys, and consequently, poverty analysis is an excellent entry point for promoting a more in-depth analysis of the gender dimensions of poverty. There is extensive literature to guide evaluation planners on how to measure the gender dimensions of poverty. This is also an excellent entry point as gender issues affect poverty dynamics in most sectors, and NEPs are generally linked to national development strategies.

Recommendation:

D-1 Ensure that gender-issues are fully integrated into poverty evaluations and that appropriate data collection and analysis tools are used to provide an in-depth understanding of the gender dimensions.

D-2 Commission a review of the international literature on the evaluation of the gender dimensions to ensure that poverty evaluators have access to the state-of-the-art research tools and techniques.

E. Ensuring that gender indices are used in the national development strategy

Many national development strategies include widely-used international development indices such as the Human Development Index.

19 For a summary of how to develop a gender analysis framework see Bamberger M, "Engendering M&E "PREM Notes", The Nuts and Bolts of Monitoring and Evaluation Systems, No. 27, World Bank, 2013. Available online at: http://www.worldbank.org/content/dam/Worldbank/document/Poverty%20documents/ME_Engendering_final.pdf.

These provide international credibility for the assessment of the economic and social progress of a country. Where they do not already do so, the national development strategy should consider including some of the widely-used gender equality indicators such as the UNDP Gender-adjusted Inequality Index, or the Gender Development Index.

Recommendation:

E-1 Encourage the national development strategy to include international indices of gender equality and to use these to reinforce the importance of assessing gender issues at the macro as well as the project level.

F. Incorporating gender into the social accountability system

Several NEPs include mechanisms for social accountability and citizen feedback. In some cases, this is achieved through a social observatory (for example in Morocco), while in other cases, feedback is encouraged from civil society or the general public (for example, Colombia includes crowd-sourcing as a citizen feedback mechanism). Other countries use social audits. Gender equality can easily be incorporated into the respective social accountability mechanisms.

5 Developing a gender-responsive national evaluation system

Once a strong gender-responsive NEP is developed and officially adopted, the next challenge is to put in place a gender-responsive evaluation system to implement the policy. Strong monitoring systems are necessary to implement good-quality evaluations, as they provide the needed data to be used in evaluation. For this reason, the development of a gender-responsive evaluation system must also pay attention to the availability of good monitoring data provided by a strong gender-responsive national monitoring system.

5.1 Developing the gender-responsive monitoring system[20]

A. Identifying gender-responsive monitoring (and evaluation) indicators

Indicators define what needs to be measured in a way that is economical and technically sound and that adequately describes the constructs being studied. The main kinds of indicators for M&E include: inputs, processes, outputs, outcomes and contextual factors affecting outcomes (whether or not the local economy is growing or declining, levels of conflict or violence in the community, whether or not local authorities and political groups are supportive of the program).

Gender analysis requires that standard indicators be adapted to capture differences between women and men for each kind of indicator and for other relevant categories such as youth, the elderly, religious and ethnic minorities, etc. Most of the gender indicators will be obtained by disaggregating standard indicators by sex (for example, the number of girls and boys enrolled in school, or female and male farmers visited by extension workers). However, additional indicators are usually required to address specific gender dimensions related to power relations, such as time use and control of productive resources that are not included in conventional M&E systems.

Assessing the quality of services is particularly important for gender analysis as the design and delivery of programme services are often not adapted to the special needs of women. For example,

20 Excerpts from UNEG, «Integrating human rights and gender equality in evaluation: Towards UNEG guidance», 2011 and «UNEG, Integrating Human Rights and Gender Equality in Evaluations», August 2014.

many programmes do not make provision for childcare for women attending meetings or project workdays, or selecting locales that women can easily reach or where they feel comfortable.

Gender indicators are required at the project, programme and national level. The Inter-Agency and Expert Group on Gender Statistics has developed a core list of 51 gender indicators divided into 5 areas:

- Economic structures, participation in productive activities and access to resources
- Education
- Health and related services
- Public life and decision-making
- Human rights of women and girl children

Each indicator can provide comparative information on women and men. For example, Indicator 1: "Average number of hours per week spent on unpaid domestic work and childcare" can be disaggregated to provide the comparison between hours spent on unpaid housework and unpaid childcare for women and men. For each particular project, the appropriate indicators can be selected and an assessment made of which data is currently available and which additional data could be generated if necessary.

Many organizations have developed checklists defining the specific gender-responsive questions and indicators that are required in each sector.[21]

B. Moving from sex-disaggregation to gender analysis

While sex-disaggregation of standard M&E indicators is an important and economical way to begin to examine gender differences in programme implementation and outcomes, there are many important gender dimensions that dig deeper to examine how gender relations affect development outcomes. Gender analysis provides tools to help understand the underlying causes of gender inequalities. It also examines how gender rules determine the economic roles, social roles and opportunities of different groups of women and men, and how these affect their ability to participate

21 Bamberger M, "Engendering M&E PREM Notes", The Nuts and Bolts of Monitoring and Evaluation Systems, No. 27, World Bank, 2013. Available online at: http://www.worldbank.org/content/dam/Worldbank/document/Poverty%20documents/ME_Engendering_final.pdf

in, and contribute to, development. A gender analysis framework helps define the gender-responsive indicators and measures to be included in the monitoring system. There are many different gender analysis frameworks[22], each focusing on different aspects of women's (and sometimes men's) socially defined roles and how these affect and constrain their participation in household, economic and political activities, including development programmes.

The Harvard Gender Framework[23] is one of the earliest and most widely used. It argues that women's participation in, and enjoyment of the benefits of, development projects is constrained by women's heavy time burdens, resulting from multiple roles in production (of goods and services), reproduction and maintenance of human resources (reproduction and care for the family members), responsibilities for maintenance of community resources, and by unequal access to and control of productive resources. These are measured through two instruments: an Activity Profile and an Access and Control Profile. These quantify the number of hours per week that different household members spend on different activities and rates the level of access and control that different members have over different resources (land, equipment, labor, capital, animals, etc.) The framework can be used to measure changes in women's time use and control of resources at the start and end of the project.

Box 5 summarizes some of the key questions and issues addressed in most gender analysis frameworks.

22 For a review of gender analysis frameworks see Williams S, Seed J, Mwau A, *The Oxfam Gender Training Manual*, UK and Ireland: Oxfam, 1994, especially Module C.7 "Analytical frameworks". World Bank, FAO, IFAD, "Gender in agriculture sourcebook: Module 16—Gender issues in monitoring and evaluation", 2009, illustrates how more specific gender analysis frameworks can be designed for areas such as rural finance, land use, fisheries, livestock etc. For a review of more academic feminist frameworks see Hesse-Biber (Ed), *The Handbook of Feminist Research: Theory and Practice*, Thousand Oaks, CA: Sage Publications, 2012.

23 Williams S, Seed J, Mwau A, *The Oxfam Gender Training Manual*, UK and Ireland: Oxfam, 1994; Overholt C, Anderson M, Cloud K, Austin J, Gender Roles in Development Projects: A Case Book, Connecticut: Kumarian Press, 1985; Rao A, Anderson M, Overholt C, Gender Analysis in Development Planning, Connecticut: Kumarian Press, 1995

BOX 5: Developing a gender analysis framework

The gender analysis framework draws upon the international gender and feminist literature to identify the key dimensions and issues that the gender analysis must address. These broad issues are then translated into a set of performance indicators that are used to assess the gender-responsiveness of all national programme activities. Some of the broad issues that are built into the framework include (but are not limited to):

- Women's multiple productive, reproductive and social maintenance roles and how these limit their ability to fully participate in, and benefit from, development programs
- Women's time use and time poverty, which is closely related to the first point
- Gender differences in access to and control over productive resources (including financial resources) at the household, community and wider levels
- Constraints on women's ability to travel inside and outside their community
- Gender differences in control over decision-making at the household and wider levels including participation in the community and wider political processes
- Gender differences in access to labor markets (including labor market segmentation, wages and salaries, and promotion opportunities)
- Legal, political, economic, cultural and other constraints on both women's and men's full participation in development
- The causes, magnitude and consequences of domestic and gender based violence; this includes issues such as human trafficking and the sex trade, child marriage and (in some countries) female genital mutilation; a full analysis should include psychological as well as physical violence

C. Gender-responsive data collection methods

Gender monitoring can use all of the conventional data collection methods but be adapted to address specific gender issues. These will usually combine primary data from surveys, interviews, reports on meetings and use of services, etc., with secondary data such as information from a management information system, project records, minutes of meetings, etc.

Most monitoring systems mainly rely on quantitative data recording how many (e.g., people attending meetings), how much (e.g., conditional cash payments or amount of food for work), or how long (e.g., duration of training programmes or community road maintenance activities). While these kinds of data are essential, quantitative indicators can fail to capture the quality of participation or services provided. For example, women may attend meetings but may have limited participation in decision-making, receive less support from agricultural extension workers, or receive less courteous service from

financial institutions than men. Consequently it is often necessary to complement quantitative data with qualitative data that assesses the quality of services. Widely used methods include:

- Focus groups
- In-depth interviews
- Key informants
- Observation
- Participant observation
- Social mapping and other participatory group consultation methods
- Using mobile phones for data collection and analysis and to provide feedback
- Using mobile phones to construct maps (for example of water supply points, traffic accidents, high security risk areas for women, etc., using global positioning system mapping)

D. Secondary data sources

There is a wide variety of secondary data sources that can be used to complement primary data collection. Some of these data sources provide cross-country comparative data, others provide national-level data, while others can be used at the regional or local level.[24] One of the widespread uses of secondary data is to reconstruct the conditions of the project population at the time the project began in the many cases where it was not possible to conduct a baseline study.

5.2 Designing the gender-responsive evaluation system[25]

To ensure that an evaluation system is gender-responsive, the most important thing is to make sure that all elements to carry out gender-responsive evaluations are in place. This chapter covers the main elements to ensure evaluations will be gender-responsive.

24 See Bamberger M, "Engendering M&E PREM Notes", The Nuts and Bolts of Monitoring and Evaluation Systems, No. 27, World Bank, 2013, Box 4, p. 7 for examples of useful secondary data sources.

25 Based on UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011.

Element A: Determining the evaluability of gender equality dimensions of the intervention

An evaluability assessment is an exercise that helps to identify whether or not an intervention can be evaluated and whether or not an evaluation is justified, feasible and likely to provide useful information. Its purpose is not only to conclude if the evaluation can be undertaken or not, but also to prepare the intervention to generate all the necessary conditions to be evaluated. Interventions fall into two categories:

- Where gender equality is the primary focus of the intervention
- Where gender equality is not the primary focus of the intervention

All evaluations in both categories should include an assessment of the gender equality dimensions of the interventions. For interventions in the first category, gender equality will be a primary focus of the evaluation. Interventions falling in the second category where gender equality is not the primary focus will differ from each other in the extent to which gender is included in explicit elements of the programme design (results chain, programme theory of action).

Interventions will also differ depending on whether or not disaggregated information was systematically collected about women, men, different groups of rights-holders and duty-bearers. Interventions in the second category will also differ in their attention to gender equality in implementation. In both categories, the evaluation methods and procedures for assessing gender equality dimensions will be similar, although the evaluation questions may differ.

When considering the evaluability of an intervention from a gender equality perspective, the evaluation manager/team will encounter a range of different situations, each requiring a different response.[26]

Element B: Identifying evaluation stakeholders and their roles in gender equality

Involving stakeholders directly affected by an intervention (be they the implementers or intended beneficiaries) in the design, planning and implementation of its evaluation is a fundamental principle of any process sensitive to gender equality issues.

The degree and level of stakeholder participation in an evaluation process varies and various challenges—institutional, budgetary

26 For additional information, see Table 1.1 in UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011.

and time—need to be taken into consideration. However, guaranteeing stakeholder participation strengthens accountability, builds trust and agreement in the evaluation process, generates credibility, and can itself contribute to building gender equality. Evidence also shows that stakeholder participation enhances the use of evaluation conclusions by increasing ownership. The evaluation manager will need to weigh the level of stakeholder participation against the benefits and constraints.

Disaggregation of information is a critical factor of any process that is sensitive to gender equality. This means not treating people as a uniform group (e.g., beneficiaries) but understanding and acknowledging that different groups exist and are affected by an intervention in different ways.

A stakeholder analysis is also a helpful tool to address the problem of positive bias in evaluations. Evaluations subject to budget and time constraints primarily interview the intervention's direct beneficiaries and implementing agencies. An implementing agency can also be considered a beneficiary, in a sense, as funding sources are often external to the agency. Consequently, most of the information received tends to be relatively positive if the intervention is progressing well. Often, however, information is not collected from groups who have been excluded or whose situation may have deteriorated due to the intervention. These unintended outcomes need to be examined; otherwise there is a real risk of missing the negative outcomes of an intervention.[27]

Element C: Evaluation criteria to assess gender equality

Evaluation criteria provide an overarching framework for an assessment and define the evaluation questions. Development evaluation commonly uses and adapts the evaluation criteria of the OECD-DAC to evaluate its interventions. These are relevance, effectiveness, efficiency, impact and sustainability. Additional criteria, such as the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) criteria, are also commonly used.

However, the mainstream definitions of the OECD-DAC criteria are neutral in terms of gender equality dimensions. As a result, their application in evaluations often does not take into account gender

27 For additional information on stakeholder analysis matrices, please see Table 2.1 in UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011.

equality. The end result of this is evaluations that do not substantively assess these important and cross-cutting dimensions.

It is the evaluation manager's and evaluator's task to define and integrate gender equality dimensions into all evaluation criteria identified for an evaluation. There are also criteria that can be applied to evaluations that are derived directly from the gender equality principles of equality, participation, social transformation, inclusiveness, empowerment, etc., and their use is strongly encouraged.[28]

Element D: Framing the evaluation questions

It is essential that evaluation criteria and questions are interlinked and seek information on how gender equality have been integrated into the design and planning, implementation and results achieved of the intervention. For examples of questions that could be used to assess gender equality in an evaluation, see Table 2.4 in "Integrating human rights and gender equality in evaluation".[29]

Element E: Working with gender equality indicators

Indicators are one of the most critical tools for a good quality evaluation. They describe how the intended results are measured and illustrate the changes to which an intervention contributes. In terms of measuring gender equality dimensions, they help evaluators assess, for example, whether or not the intervention has been successful in promoting empowerment at legal, political, economic and social levels. They also help address stakeholder diversity since, through measuring disaggregated indicators, an intervention can obtain information on whether or not it is affecting different groups of people in the most effective way. By comparing the progress on the indicators with baseline information (the situation at the beginning of the project), it is possible to establish quantitative and qualitative changes over a period of time.

Ideally, an intervention should have a set of quantitative and qualitative indicators from the beginning of its implementation, with information regularly collected through monitoring processes. Mixed indicators are important because they provide more complete and diverse information, enhance credibility by offering different

28 Guidance on how to integrate gender equality dimensions into the OECD-DAC evaluation criteria is provided in Table 2.3 of the document UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011.

29 UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011.

perspectives, and improve design by making objectives and results more specific and measurable.

An evaluability assessment will help the evaluation manager identify whether or not the intervention has an adequate set of indicators (and information on their progress) to support the assessment of gender equality during the evaluation process. If the existing indicators are not sufficient to allow for an accurate appraisal, specific indicators could be created during the evaluation planning stage (preparing and revising the terms of reference) and assessed during the evaluation process.

Element F: Selecting an evaluation team

Selecting a strong team to conduct an evaluation that addresses gender equality is a key step in a successful evaluation process. A good team must have an appropriate mix of skills and perspectives. The team leader is responsible for organizing the work distribution and for making sure that all team members contribute meaningfully. Insofar as possible, the following attributes and capacities should be included in the team:

- Women and men
- Local and/or international evaluators
- Evaluation knowledge and experience (quantitative and qualitative methods)
- Content/sectoral knowledge and experience
- Commitment to gender equality, and knowledge and experience in evaluating gender equality interventions
- Commitment to human rights, and knowledge and experience in evaluating human rights interventions
- Understanding and application of UN mandates on human resources and gender equality
- Experience in and knowledge of participatory approaches and methods
- Research and relational skills, including cultural competence
- Knowledge of regional/country/local context and language

In putting together an evaluation team, one important aspect needs to be taken into consideration. It is common to see teams reproducing the same imbalances and patterns that exist in real life. What

makes a good evaluation team that addresses gender equality is not only about the skills and competences that the members collectively hold, but also the dynamics of the interactions between them. Team members must demonstrate their capacity to appreciate and include each other's expertise and perspectives. The evaluation manager must ensure that appropriate weight is given to the gender equality dimensions both through the team selection and attention to the dynamics and relations among team members. Working with a multidisciplinary team will most often be the ideal approach to deal with the complexities of evaluating an intervention.

Element G: Selecting the appropriate evaluation methodology

The evaluation manager must ensure that fieldwork meets standards of evaluation methods for gathering evidence to support findings and recommendations on the intervention's contribution to gender equality. Irrespective of the size of the intervention, an evaluation design that applies a mixed-method approach will usually be the most appropriate to generate an accurate and comprehensive picture of how gender equality are integrated into an intervention.

Defining the evaluation methodology is the first part of implementing a successful evaluation process. In addition to being robust and generating reliable data, the tools selected should maximize the participation of stakeholders identified in the stakeholder analysis, allowing for active, free, meaningful participation by all.[30]

Element H: Collecting and analysing data

As previously explained, a number of tools and methods are available to evaluators, which can be used in a mixed-method approach. Different tools can be used for different purposes including to address specific questions, to obtain data on certain indicators and to include particular stakeholder groups.

During the data collection and analysis stage, the most common tools in evaluation should be particularly tailored to assess the human resources and gender equality dimensions. Table 3.2 in "Integrating human rights and gender equality in evaluation" indicates how this can be done. [31]

30 For additional information on how to select adequate tools, please refer to Table 3.1 in UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011.

31 Table 3.2 in UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011, indicates how this can be done.

There are multiple dimensions to analysing data to address gender equality issues in an intervention. First, it is important to guarantee that data produced and offered by various groups of stakeholders, including the most vulnerable, is treated with respect and valued equally. This does not necessarily mean treating them the same. Rather, it means recognizing the differences, but not underestimating the value of the information coming from anyone. Second, it requires understanding the context of the gender equality issues that apply to these stakeholders and using this understanding to inform the interpretations of their opinions. Finally, it involves paying special attention to data and information that specifically refer to gender equality issues in the intervention and making the best possible use of these in the overall assessment of the intervention.

Element I: Preparing the evaluation report and alternative forms of reporting

After the data collection process, evaluators will analyse the data and prepare the evaluation report. It is good practice to discuss evaluation findings with stakeholders before the preparation of the report. It is an opportunity to explain how their contributions were used, and to provide them with the chance to correct any inaccuracies and concerns about clarity. This can be done in the form of a final workshop, and the selection of participants should refer back to the stakeholder analysis, including special attention to the most vulnerable groups, who can normally be left out of discussions due to multiple kinds of constraints. To adequately respond to gender equality, the workshop needs to follow the lines ideally already adopted in the evaluation process: being as inclusive as possible, and creating the adequate space for reflection and active, free, and meaningful participation.

A good evaluation report will need to make sure that the information provided by participants during the evaluation process, including the final workshop, is duly captured with balanced perspectives and fair representation of different points of view. Findings and recommendations need to be formulated in detail, identifying to whom the recommendations are addressed and proposing concrete action points. The evaluation report is the best resource for the evaluator to reassert the importance of adequately addressing gender equality.

A traditional evaluation report may not be sufficient to inform all audiences of an evaluation. At this stage of the process, the

stakeholder analysis will have informed the evaluation team who the different audiences are and their particular needs. For example, there may be illiterate groups, or stakeholders who do not speak the official language of the evaluation. Understanding these differences and needs is key to including these stakeholders in the process of understanding the evaluation findings, learning with them, and supporting the implementation of the recommendations. The evaluation team/manager can devise forms of evaluation reporting that make use of alternative ways of depicting information through, for example, imagery, theater, poetry, and music.

Element J: Disseminating the evaluation and preparing a management response

Once the evaluation has been completed, the evaluation manager is bound by his or her organization's policies on dissemination. However, they may wish to promote the fullest possible use of the gender equality dimensions of the evaluation. Methods and elements of a good dissemination plan include:

- **Providing barrier-free access to the evaluation products:** Is the language and format of the report accessible to all potential users? Is it easy to find and disseminate?
- **Identifying the direct users of the evaluation:** Refer back to the stakeholder analysis to assess to whom the evaluation should be disseminated. How should they be engaged and how can they contribute to dissemination? How can direct users take advantage of their own channels to disseminate the evaluation?
- **Identifying indirect users of the evaluation:** There may be other groups who would be interested in the findings and conclusions of this evaluation, such as VOPEs, gender focal points, human rights bodies, civil society organizations that can use the lessons and data identified. This may mean national, regional or global users. Can the evaluation manager use his or her networks to inform these groups about the evaluation, or publicize the evaluation on an organizational website or agree to links on other websites?

6 An advocacy strategy to promote a gender-responsive national evaluation policy and system

Strengthening the acceptance and implementation of any NEPS requires a well thought-through advocacy strategy. Experience has shown that advocacy is even more important when promoting a gender equality focus, due to the methodological, political, cultural and resource challenges that constrain the incorporation of gender equality into NEPS.

We begin with an overview of the process of formulating a gender-responsive NEPS and the main actors involved. Then we discuss the main steps in developing and implementing an advocacy strategy to promote the gender-responsive NEPS. An advocacy strategy will be designed differently depending on the organization or organizations promoting the campaign who are the target audiences. While many of the steps and strategies are widely applicable, we focus on the role of VOPEs and civil society in promoting the advocacy campaign and on parliament as the main target audience.

6.1 An overview of the process and actors involved in the formulation of a gender-responsive national evaluation policy and system

Figure 2 presents an overview of the process of formulating a gender-responsive NEPS. There are two main groups of stakeholders: those directly responsible for the formulation and execution of the gender-responsive NEPS (the president or prime minister's office; a lead ministry such as finance, planning or performance; line ministries; parliament; research and technical agencies such as the statistics office; and, in many countries, regional and local government); and those that can influence the process, such as VOPEs, bilateral and multilateral funding agencies, UN agencies, and civil society, universities and consulting agencies, and, in some countries, the private sector.[32] The stakeholders are very similar to those that would be involved in the overall formulation of the NEPS, although the focus will be more specific to gender, but a few additional groups with particular interest in gender and

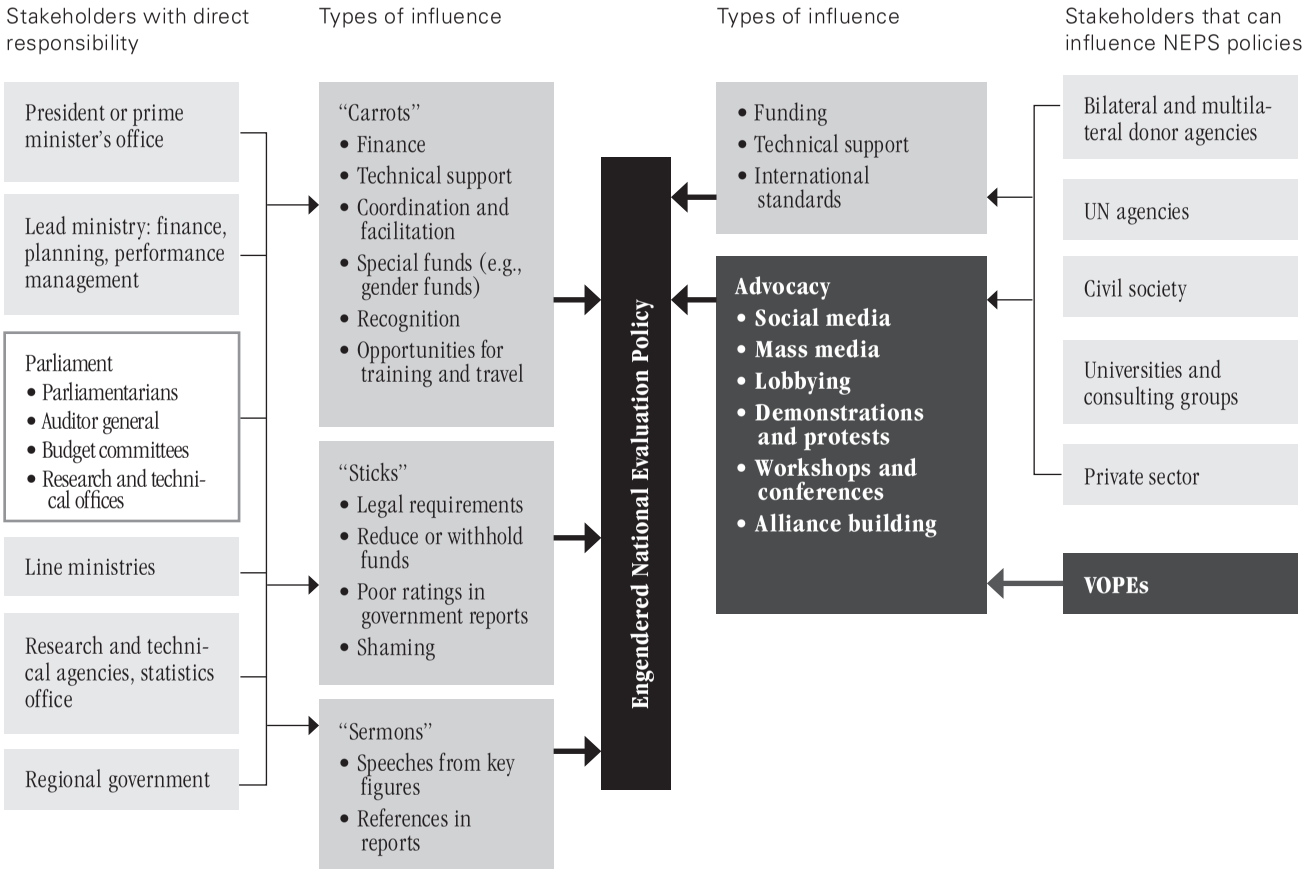
32 Many large corporations now have commitments to corporate social responsibility, and this can involve an increased interest in research and evaluation. Young women represent a large proportion of the labor force for many international corporations and consequently gender-related issues can play an important part in their corporate social responsibility strategies.

women's rights will become involved in promoting the gender focus.

The relationships between the responsible stakeholders will vary according to the specific organizational arrangements in each country. For example, in one country, the ministry of planning may be the lead agency, whereas in another it may be the ministry of finance or the ministry of performance.

All of these may require adjustments, sometimes quite significant, to incorporate gender equality issues. As in the past, much attention has been given to government stakeholders. In this book, the focus is on two key strategic stakeholders often overlooked: parliaments and civil society, in particular VOPEs. For example, parliaments, one of the key stakeholders, have their own prescribed sets of procedures, practices and decision-making processes and are subject to a unique set of pressures and influences (many of which do not prioritize gender). In this section, we discuss the elements of an advocacy strategy targeted to key stakeholders, notably parliaments, and the strategic role that VOPEs can play in the NEPS process to encourage them to incorporate gender into the NEPS.

Figure 2. Formulation of a gender-responsive NEPS: Stakeholders with direct responsibility and stakeholders that influence the process



One of the main ways that stakeholders seek to influence NEPS policies is through advocacy, which is discussed in this section. In addition, some agencies can also influence NEPS policies through funding, technical support and by encouraging the NEPS to follow international gender-responsive evaluation standards (such as the UNEG standards) and to use indices (such as the United Nations Development Programme [UNDP] Gender and Development Index). Figure 2 highlights VOPEs and shows that the main way that they will seek to influence NEPS policies on gender-responsive approaches is through advocacy. The different advocacy tools are discussed in the following sections. In most cases, VOPEs will not be able to offer direct financial support to the NEPS, although through alliance building they may be able to mobilize resources for gender-responsive evaluations through partnerships with bilateral and multilateral funding agencies. With the aim of strengthening VOPEs capacities in advocating for gender-responsive VOPEs, EvalPartners developed a toolkit, electronic resource center, and e-learning for strengthening the enabling environment for evaluation, in addition to a peer-to-peer mutual support programme for VOPEs from different countries and regions to support each other. To support parliaments' capacities, EvalPartners has been supporting parliamentarians forums for development evaluations in South Asia, Africa and Arab States.

6.2 Developing the advocacy strategy

Table 3 identifies nine questions that must be asked when developing the advocacy strategy. The answers to these questions identify goals, audiences, required messages and communication strategies, resources, challenges and defining indicators to track progress. The strategy development model is adapted from EvalPartners toolkit for developing advocacy strategies to strengthen an enabling environment for evaluation.[33] For each question, there are a number of steps that may need to be addressed, but the specific actions will depend on the national context.

33 Karkara N, "Advocating for evaluation: A toolkit to develop advocacy strategies to strengthen an enabling environment for evaluation," Segone M, Catsambas T, Rugh J (Eds), EvalPartners in cooperation with UN Women and IOCE, 2013. Available online at: http://www.mymande.org/evalpartners/advocacytoolkit.

Table 3. Nine key questions for developing an advocacy strategy for integrating gender equality into the NEPS

Questions	*Examples of steps to address each question*
1. What do we want to achieve? (Goals)	a. Commission a study reporting on attitudes to gender and how gender is currently addressed in the NEPS; how evaluations are identified, commissioned, conducted and used; and how a gender equality focus should fit into these procedures. This will help you to analyse the situation and find an advocacy solution to it. It will also help you create evidence for advocacy. b. Based on your situation analysis, choose context-specific advocacy priorities to determine advocacy goals. For example, your advocacy priorities may be: • Ensure that a gender equality evaluation strategy is systematically integrated into the NEPS • Ensure that significant numbers of parliamentarians are aware of the importance of a gender focus and that they are supportive of incorporating gender into the NEPS • Ensure that all key stakeholder groups are aware of the importance of a gender focus for the achievement of their organizational goals
2. Who can give it to us? (Audiences, power holders, opinion leaders)	a. Conduct a stakeholder and power analysis. Identify the key power holders and influentials whose support is required. Examples include: • The president or prime minister's office • Ministries of finance and planning • Parliament • Other key central agencies involved in formulating and implementing evaluation policies and programmes • VOPEs and civil society • International NGOs, especially gender equality and women's organizations • UN, multilateral and bilateral donor agencies • Influential mass media

	b. Analyse specific target audiences and influentials within the parliament. Parliament is a key and complex set of individuals and groups with a major influence over evaluation policies and programmes, and it will be necessary to target many of the following: • Parliamentarians in general • Members of specialized committees • Members of budget and planning committees • Staff of key parliamentarians • Parliamentary research and related support groups c. The diagnostic study (Question 1) should analyse the policy environment to identify entry points with each target audience. d. Based on the stakeholder and power analysis of the policy and political environment, determine potential strategic partnerships that need to be developed to support your advocacy.
3. What do they need to hear and what kinds of information will be convincing? (Messages)	Develop tailored messages for each audience as they are receptive to different kinds of message. For example: a. *Development-focused messages*: Economic analysis of the impacts on gross domestic product, income, etc., will convince audiences such as finance and planning ministries and some donor agencies. **Gender is essential to achieve important development goals including growth of gross domestic product and improved programme efficiency.** b. *Political messages*:This will appeal to many parliamentarians as well as government strategists. Women's advocacy groups and their supporters are a powerful political lobby (they may control large numbers of votes) increasing public support for gender equality. In national contexts where there is high resistance to gender equality issues and support for gender equality issues may be politically unfavorable, messages that encourage parliamentarians and government officials to act as "path breakers" can create motivation for establishing a political legacy. c. *Efficiency*: A gender focus improves the efficiency of programme implementation. This will appeal to ministries of finance and parliamentary budget committees.

	d. *Resource mobilization:* Many donors are willing to fund gender equality programmes. The availability of targeted funds for gender initiatives will appeal to many public-sector agencies and civil society organizations. e. *Human rights messages:* This will appeal to civil society and government agencies concerned with gender and human rights.
4. **Who do they need to hear it from? Who can deliver the messages most effectively?** (Messengers)	Identify the most convincing sources of data and information and the most strategic choice for an advocacy messenger or spokesperson based on the context. For example: a. Parliamentarians b. Political lobbyists and funding sources c. Research specialists who can present credible evidence-based findings d. Opinion leaders
5. **How do we get them to hear it? What is the most effective way to reach different audiences?** (Delivery)	Identify opportunities in the decision-making process and choose the best medium for message delivery. Depending on the context, you could use a combination of some of the following: a. Strengthening partnerships to influence evaluation policies and systems b. Face-to-face meetings, lobbying visits c. Short, targeted documents d. Workshops e. Meetings with women's groups or advocates f. Social media g. Short "coffee-break" videos h. Articles placed in the mass media i. Special strategies for working with parliamentarians (see section below for more information) j. The evaluation literature refers to three ways to convince/encourage implementing agencies to give greater priority to evaluation, in this case, gender-responsive evaluation: • "Carrots" – Rewards (such as salary bonuses, invitation to workshops, professional recognition) • "Sticks" – Sanctions (such as reduced budgets, inclusion in lists of departments that are not complying)

	• "Sermons" – Messages from high-prestige figures on the importance of a gender focus
6. What have we got? (Resources, strengths)	Assess your external and internal advocacy environment to determine your resources and strengths. For example: a. Financial resources b. Powerful speakers c. Effective lobbyists d. Access to social media e. Smart-phone technology
7. What do we need to develop? (Challenges, gaps)	Assess your external and internal advocacy environment to determine challenges and gaps. For example: a. Missing information b. Missing contacts c. Lack of credibility with key figures d. Lack of access to modern information technology e. Anticipating and managing risks
8. How do we begin? (First steps)	a. Articulating a theory of change b. Developing a results framework—based on the previous analysis, determine what is the desired advocacy impact, goals, interim outcomes and corresponding tactics and activities c. Evaluation capacity development strategy to strengthen gender-responsive evaluation skills
8. How do we know if it is working or not working? (M&E)	a. Clarify how we would define success b. Develop a set of gender-responsive performance indicators c. Conduct periodic surveys to provide feedback from stakeholder groups d. Develop a knowledge management system to make the findings of the M&E studies easily available to stakeholder groups and to promote learning

Source: Adapted from Karkara N, "Advocating for evaluation: A toolkit to develop advocacy strategies to strengthen an enabling environment for evaluation," Segone M, Catsambas T, Rugh J (Eds), EvalPartners in cooperation with UN Women and IOCE, 2013. Available online at: http://www.mymande.org/evalpartners/advocacytoolkit.The nine questions for strategic advocacy planning have been developed by Jim Schultz, Founder and Executive Director of The Democracy Center.

Question 1. What do we want to achieve?

The first question concerns the objectives of the advocacy strategy. In the present case, the goal is to ensure that gender equality and women's empowerment issues are integrated into the NEPS. This involves a number of sub-goals, such as ensuring that key stakeholders are aware of the nature of gender equality and its importance for achieving most development goals. Some of the steps to achieve these goals may include:

Step 1.1 Clarify who is organizing and supporting the advocacy campaign

Is it a single organization, a small group of organizations or is it broad-based? Are there any key organizations that are not involved?

Step 1.2 Clarify the goals of the advocacy campaign

Is there a specific goal or is the campaign broad-based? Is it a short-term campaign with a specific end date (for example the upcoming municipal elections), or will it continue over a long period of time?

Step 1.3 Commission a diagnostic study

Prior to defining the advocacy strategy, it is important to understand the organizational, political and administrative structures within which each audience operates and how these constrain their actions and influence their approaches. VOPEs, parliamentarians, ministries of finance and bilateral agencies—to name just a few of the important stakeholders—each operate within quite distinct environments. Each may have a different understanding of what is meant by gender equality and what they hope to achieve (or avoid) by incorporating gender into the NEPS. If time and resources permit, a diagnostic study can be commissioned to address questions such as:

- Current understanding of, and attitudes towards, gender equality by different stakeholders
- How gender is currently addressed in policy and programme planning and evaluations by different stakeholders
- How evaluations are identified, commissioned, conducted and used and how a gender equality focus should fit into

these procedures—often this will require a team of at least two people, one of whom is familiar with parliamentary procedures and the planning approaches to government and donor agencies, and the other who is an expert on gender-responsive evaluation. Often the study will mainly draw on key informant interviews and a review of parliamentary documents relating to evaluation. In a few cases, it may be possible to conduct rapid surveys of attitudes to and knowledge about gender equality.

This exercise will also provide the necessary evidence to support the advocacy arguments to engender NEPS.

Let us take parliament to illustrate how the diagnostic study can be used. It can help identify the processes through which gender equality would be introduced, the key individuals and groups whose support will be required, and the main challenges. The study should also help understand the timeline through which different gender equality-related approaches could be introduced. Advocates often assume that changes can be introduced quite quickly and that only a few people need to be influenced. However, in practice, the process of change will often take place over a longer period of time as it must be linked to budget, planning and other administrative cycles. It will often also be the case that a considerable number of committees and individuals may have to be involved. This information can also be used to support further analyses ahead.

Question 2. Who can give it to us?

Step 2.1 Conduct a stakeholder analysis

In order to develop an advocacy strategy, it is important to identify the key stakeholders to understand their approach to gender equality and how this fits with their organizational goals, methods of operation and constraints. It is also important to identify both potential allies and the kinds of support they can provide, and potential adversaries or barriers. Table 4 illustrates a stakeholder analysis matrix that identifies seven broad categories of stakeholders (target audiences) for an advocacy campaign to incorporate a gender equality focus into the NEPS. For each category of stakeholder the table indicates:

- **Approaches to gender equality that each stakeholder might use:** For example, the office of the president or prime minister might focus on human rights and inclusion or may be interested in

gaining the support of women voters. In contrast, the ministry of finance may be interested in the economic costs and benefits of greater investments in women and gender equality.

- **Resources that each stakeholder can mobilize:** For example, the ministry of finance approves funds, while the general accounting office has technical expertise in certain kinds of research and has the legal authority to require that certain kinds of evaluation are conducted.
- **Mechanisms for integrating a gender focus into the NEPS:** The president's office and parliament can promote legislation or decrees while the ministry of planning or finance can promote results-based M&E systems that include gender indicators.
- **Possible reasons for opposition:** One reason for reluctance to commit to a gender focus in some countries may be a fear of backlash from some conservative groups. Conversely, agencies with an expertise in quantitative research methods may be unwilling to use some of the more qualitative gender research methods with which they are not familiar and which they may not consider to be methodologically rigorous.
- **Convincing messages:** The prime minister's office may be influenced by public opinion polls, while the president's office may look for data showing how a gender focus contributes to the achievement of presidential goals. Conversely, the ministry of finance or the auditor general may be interested in data on costs and benefits of a gender focus.
- **Intervention points when an advocacy campaign may be effective:** Political and planning agencies may be particularly interested in the findings of gender-responsive evaluations during the preparation of the national development plan, while parliament may be more interested when the annual budget is being prepared.

Question 3. What do they need to hear and what kinds of information will be convincing?

Step 3.1 Understanding the kinds of information that different stakeholders consider credible

Table 4 identifies some of the kinds of information that different stakeholders are likely to find credible. It is important to note

Table 4. Example of a stakeholder analysis for a gender equality advocacy campaign

Stakeholder	*Approach to gender equality*	*Resources*	*Mechanisms for integrating gender into the NEPS*	*Possible reasons for opposition*	*Convincing data/ information sources*	*Intervention points*
1. President or prime minister's office	a. Human rights focus b. The business case for gender equality c. Gaining political support of women	a. Decision-making authority b. Moral leadership c. Control of mass media political support of women	a. Presidential degrees or promoting legislation	a. Fear of backlash in conservative countries	a. Opinion polls b. Political polls and feedback from party c. Indicators of achievement of presidential goals d. Feedback from social media and crowd sourcing e. Feedback from results framework f. Effect on human development index and other indicator indices	a. Preparation of national development plan b. Loan negotiation with donors c. National and local elections
2. Key central ministries and government agencies	a. Financial costs and benefits b. Technocratic focus c. Building into results framework	a. Budget and resource allocation b. Technical expertise c. Control over line agencies	a. Sex-disaggregated data generation b. Building gender into M&E systems	a. Research and poverty analysis specialists may resist changing their data collection and analysis methods b. Research specialists may feel threatened by new methodologies they do not understand c. Additional budget resources required	a. Economic rates of return b. Contribution to economic growth c. Effects on efficiency of programme implementation	a. Budget planning cycles b. Programme negotiation with donors c. Reviews of programme performance

Stakeholder	*Approach to gender equality*	*Resources*	*Mechanisms for integrating gender into the NEPS*	*Possible reasons for opposition*	*Convincing data/information sources*	*Intervention points*
3. Parliament	a. Political implications b. How does gender affect the legislation members are promoting	a. Approving legislation b. Budgetary authority c. Requesting and using evaluations d. Technical research offices	a. Demanding for and approving a gender-responsive NEPS b. Requesting that gender dimensions are included in programme evaluations c. Requesting gender-related information from research offices d. Including funds for gender evaluation in programme funding	a. Negative feedback from constituents or political backers b. Avoiding sensitive and controversial issues	a. Feedback from constituents b. Messages from political lobbies and the party c. Feedback from mass media	a. Approving legislation b. Commissioning evaluations c. National and local elections d. Approving national development plans and annual budgets
4. General accountability office (or its equivalent	a. Including gender in their evaluations of public-sector programmes	a. Technical expertise b. Potential legal authority to investigate gender dimensions of all programmes c. Prospective evaluations d. Knowledge management and systematic reviews	a. Recommending the inclusion of gender indicators in programme design and evaluation b. Highlighting gender issues in ongoing and planned programmes	a. Lack of technical expertise or awareness of gender issues b. No demand to address gender	a. Demand from parliament b. References to reports in the mass media	a. When legislation is being planned b. When programmes are completed and evaluations are required

5. VOPEs and civil society	a. Collecting data to support advocacy campaigns b. Advocacy campaigns to pressure decision-makers	a. Grass-roots contacts b. Professional expertise in gender-responsive evaluation c. Ability to mobilize support at grass roots and other levels	a. Providing data to decision-makers b. Mobilizing public opinion c. Technical support for design and implementation of evaluations	a. Conservative VOPEs wish to protect traditional family values and evaluation methodologies	a. Demand from civil society	a. Early in the legislative cycle b. Participating on parliamentary committees and hearings
6. International NGOs	a. Strong commitment to gender and human rights b. International and national lobbying campaigns c. Monitoring actions of international and national corporations	a. Financial and technical support to local partners b. Funding and technical experience for gender-responsive evaluations c. Can draw on experience from other countries	a. Preparation of research and evaluation reports b. Lobbying donors and international agencies to pressure governments and other agencies	a. Many international NGOs have a sector-specific focus and may not address cross-cutting issues such as gender b. Wish to avoid controversial issues	a. Quantitative and qualitative impact studies b. Strong focus on case studies and local level data	a. Multilateral and bilateral agency country review and planning meetings b. Parliamentary hearings of donor countries
7. UN agencies, multilateral and bilateral agencies	a. Compliance with UN mandates b. Gender and human rights are agency priorities c. System-wide commitment d. Build into country programme framework	a. Financial support b. Technical support c. Evaluation capacity development (training, workshops, study tours)	a. Building into country agreements b. Promoting coordinated international approach c. Special grants and other financial incentives	a. Fear of entering sensitive and controversial areas that might antagonize government	a. Contribution of gender to international and national development goals b. Gender equality essential for effective development programmes c. Gender equality contributes to human rights d. Gender as smart economics	a. UN agency country review and planning meetings b. International development goals, such as MDGs and Sustainable Development Goals

that different stakeholders have very different views on the kinds of data or evidence they find credible. While a ministry of finance may require econometric analysis on economic rates of return on investments in gender, members of parliament may be more interested in the political reactions of constituents and political backers.

Step 3.2 Framing messages for different audiences

The examples discussed in Question 2 on what kinds of messages influence different stakeholders are also relevant here. While some stakeholders are influenced by statistics and economic analysis, others are more interested in human interest and descriptive case studies, while still others are interested in the political implications of evaluation findings.[34]

Step 3.3 Pre-testing the attitudes of stakeholders to different messages on the importance of a gender focus

For large campaigns, it may be useful to commission focus groups or opinion surveys to better understand the reactions of stakeholders to different messages and kinds of information on gender equality.

Many VOPEs may have a comparative advantage in collecting information from the grass roots or from sources outside normal government channels. This can be particularly important for ensuring that the voices of women and also vulnerable men are heard and taken into consideration.

Question 4: Who do they need to hear it from?

Step 4.1 Assessing the credibility of different sources of information

Just as different stakeholders find different kinds of data more credible than others, some sources are also considered more credible than others. For example, some government agencies may find international consultants more credible than local experts. In countries where research institutions are perceived as being allied with government sectors or academia or public opinion, stakeholders may also trust well known international research institutions rather than local experts.

34 For an in-depth discussion of the information preferences of different stakeholders see Vaughan RJ, Buss TF, *Communicating Social Science Research to Policymakers*, Thousand Oaks, CA: Sage Publications, 1998.

Assessing the credibility of different sources of information is usually a question of judgment, but it is also possible to include questions in the diagnostic study (Step 1). For example: "Which sources would you consult to assess how effectively major development programmes are achieving their objectives?"

Step 4.2 Assessing the credibility of potential advocacy messengers and spokespersons

This can be done through surveys or focus groups or more informally by seeking feedback from key informants.

VOPEs are often able to give voice to poor women and other excluded groups through arranging personal meetings or videos. These meetings and direct communications can have a big impact on senior officials who often only receive information on these groups from written reports or through intermediaries. This is a very effective way to present evaluation findings. VOPEs and their civil society partners can also mobilize large numbers of people to participate in demonstrations and the large number of participants can be a powerful way to communicate a message.

Question 5: How do we get them to hear it? Most effective ways to reach different audiences

Step 5.1 Strengthening partnerships to influence evaluation policies and systems

Well selected partnerships bring new perspectives, resources and contacts. Partnerships are particularly critical for promoting gender-responsive evaluations because gender outcomes can be affected by a wide range of legal, political, economic, socio-cultural, environmental and other factors. It is extremely difficult for any single organization to cover all of these areas of experience, so it is important to build partnerships so as to draw on a wider range of expertise and resources.

It is important to be clear as to the purpose of the partnership, what it is intended to achieve and how responsibilities will be divided. It is also essential to understand the expectations of other partners, how they operate and whether or not they have any hidden agenda. Poorly selected partnership can waste a great deal of time and can have negative outcomes. In some

cases, the reputation of a group can be negatively affected by association with a partner that has a particular political, ideological or religious orientation or that has a reputation for mismanagement or trouble-making.

Some of the potential benefits of well selected partnerships include: providing stronger political voice and power, providing credibility and visibility, helping ensure a consistent message, learning from the experience of partners, and gaining additional material and human and financial resources.

Step 5.2 Special issues in advocating for gender-responsive NEPSs

Over the past few years, there has been growing support for gender-responsive development strategies and recognition that the implementation of these strategies requires a more systematic effort to incorporate gender into NEPSs as well as sector and project-level evaluations. The increased interest has also led to the creation or strengthening of a wide range of national and international gender alliances that an advocacy programme can draw upon.

Despite growing support for gender, a wide range of assessments by bilateral agencies, multilateral agencies and international NGOs found that this interest was often not translated into strong organizational policies with effective gender planning and M&E systems in place. Many assessments found that while gender issues were frequently addressed in preliminary diagnostic and planning studies, there was less attention to gender in project design and evaluation. Consequently, it is essential that the advocacy strategy is accompanied by strong implementation and M&E systems.

While parliamentary procedures are obviously different from how bilateral agencies or line ministries operate, some of the same issues will apply. The implication is that the advocacy campaign must address the implementation of gender-responsive M&E systems.

Step 5.3 Working with parliamentarians to increase demand for gender-responsive NEPSs

In the following section, we provide a more in-depth analysis of strategies to engage parliamentarians in the promotion of

gender-responsive NEPSs. Customized strategies are required for each target audience and "one-size-fits-all" does not apply.

The success of advocacy for gender-responsive NEPSs will only be achieved if significant numbers of parliamentarians and their staff can become aware of the importance of gender-responsive evaluation and how this can help them achieve their objectives. Each parliament has a unique way of operating, and the advocacy strategy must be based on a thorough understanding of the traditions and processes. There are also accepted methods of communication and advocacy that most parliamentarians will expect the advocate to follow. Occasionally there may be reasons to deviate from protocol, but the advocacy campaign must have clear reasons for doing this and be aware of the risks of alienating the groups that it hopes to influence.

It is also important to understand that advocacy must be a long-term process that involves gradually building up contacts and trust so that advantage can be taken of particular entry points or opportunities when they arise.

The following are some of the possible entry points:

a. **Parliamentary leadership:** There will always be a few leaders who are committed to women's rights and gender equality, as well as evaluation. There may also be leaders who are not particularly supportive of gender equality, or who may even be opposed to it, but whose support is critical because they control committees or have influence.

b. **Identifying key committees:** It is important to understand which committees can influence how gender issues are incorporated into the work of parliament and how evaluation can support it. For example:

    o In some countries, the parliamentary budget committee has a major role in determining which programmes will be evaluated each year (for example, in Chile). This committee also decides (in consultation with ministries such as finance) the key questions that will be addressed in the evaluation and that will be included in the request for proposals. Members of this committee are mainly concerned with using evaluation to help decide whether or not a programme continues, is modified, or is terminated.

Frequently, they will not see gender issues as relevant to budget decisions (except in the case of programmes targeted specifically for women). Under this scenario, a critical advocacy function will be to identify the technical staff who advise this committee and try to identify arguments that might convince them of the relevance of gender-responsive NEPSs.

- In another case, an administrative oversight committee may be tasked with controlling the costs of evaluations. Their concern might be that incorporating a gender focus is likely to increase the cost of the evaluation (as more data has to be collected). In this case, one or more of the following arguments may be required: convincing the committee that the additional costs are justified based on the value of the additional information that is collected, showing that the additional cost can be relatively small, or showing that it might be possible to mobilize additional resources when gender issues are addressed.

c. Individual parliamentarians: There will always be a few members who are particularly concerned about women's rights and gender and whose support can be mobilized. However, it is important to seek advice on the image and reputation of these parliamentarians. It is important not to become identified with an individual who adopts an approach that tends to antagonize other members and who might marginalize the advocacy programme.

d. Staff assistants: These are the people who advise members and who have the time to read publications and to meet with the advocacy team. They can also advise on upcoming legislation and the issues of particular concern to the member. It is also important not to alienate staff by going directly to the member. They often have the power to sabotage an initiative if they feel they are not being kept in the loop.

e. Caucuses: These are groups of parliamentarians who share a particular interest or concern. Some causes are for members from a particular region or ethnic group, others may share concerns about certain issues (such as crime in cities or improving education). Often there will be a caucus for women parliamentarians. Caucus members usually have a

strong commitment to their issues and can become valuable allies if gender equality can be associated with their interest.

f. **Elections:** Well-orchestrated advocacy campaigns, if planned well in advance, may be able to take advantage of election campaigns to bring issues to the attention of members and perhaps to obtain commitments. This approach is only successful if large numbers of people can be mobilized to make members aware that support for women's or gender issues may be a vote-getter. It is, of course, more challenging to gain support for gender-responsive NEPSs (as opposed to legislation).

g. **Pending legislation:** An important task for an advocacy campaign is to learn well ahead of time when legislation with important gender and evaluation issues are being proposed. This is an ideal opportunity to show the value of previously conducted gender-responsive evaluations and to convince members to support future legislation.

h. **Parliamentary research and documentation services:** These are some of the best audiences for gender-responsive evaluation as they need to access all available sources of data when preparing reports for parliament. They can also be important allies both in bringing the gender-responsive evaluations to the attention of parliament and also advising on what kinds of gender-responsive evaluation data would be useful for parliament.

Box 6 gives 10 reasons why parliamentarians might engage in the NEPS process. Most of these reasons are equally applicable to why they engage in promoting the incorporation of gender focused evaluation into the NEPS.

BOX 6. Ten reasons for parliamentarians to engage in the national evaluation policy process

1. Parliamentarians have vested interest in the country in providing vision and leadership and moving the country in the right direction. The vision and right direction should be informed by evidence.
2. Parliamentarians are the first pillars to approve and allocate resources for development initiatives in the country through parliamentary procedures. Therefore parliamentarians should be well informed with up-to-date information about effective initiatives and development programmes through evaluation so that resources are wisely invested in the country.
3. Parliamentarians have the opportunity and authority to supervise and question progress of any development initiative or use of public funds in the country. Therefore, relevant data and information are useful to properly monitor the progress through the parliament.
4. Parliamentarians are key to making legislation and policy in the country. It is important that policy and legislation be evidence-based so that they are useful for and contribute to making a difference in the country.
5. Parliamentarians represent citizens' interests and therefore should respond to citizens' demands. Parliamentarians need correct and updated information so that the public is informed about the correct picture.
6. Parliamentarians are members of different parliamentary committees, which review effective use of funds by public institutions. To engage effectively in such committees and raise the right questions in them, parliamentarians need information about the efficiency and effectiveness of public funds.
7. Parliamentarians safeguard equity and human rights. Equity and human rights measures can be well maintained with the right information and evidence, which comes through evaluation.
8. Parliamentarians support the executive, who in turn relies on parliament to pass laws and allocate resources. Therefore parliamentarians are key to influencing the executive regarding the NEPS.
9. Each country has MDG targets that need to be evaluated and needs to set new targets for sustainable development goals, which need a new set of indicators. Therefore, it is important to have a comprehensive monitoring and evaluation framework for the country, which should be in line with the NEPS.
10. Parliamentarians have a limited term and they need to seek re-election to continue their service to the people. It is handy for parliamentarians to go back to people for re-election with some concrete results or achievements from their current term. Therefore, parliamentarians need evidence to show results of their achievements.

The following are tips for engaging parliamentarians in the promotion of gender-focused evaluations[35]:

- Provide parliamentarians with relevant documentation and data in user-friendly formats. Try to include examples where

35 Adapted from: Karkara N, "Advocating for evaluation: A toolkit to develop advocacy strategies to strengthen an enabling environment for evaluation," Segone M, Catsambas T, Rugh J (Eds), EvalPartners in cooperation with UN Women and IOCE, 2013. Available online at: http://www.mymande.org/evalpartners/advocacytoolkit.

sex-disaggregated data or other gender-related data provides new insights not available from conventional evaluation data, such as data on sex differences in school enrolment or the frequency of sexual harassment on public transport. Include suggestions on actions that parliament could take to address these issues (for example, constructing cleaner and more secure girls toilets in schools so that parents will be more willing to send their daughters to school or training programmes for bus drivers and ticket collectors on how to make buses safer and more welcoming for women and girls).

- Obtain constituency-level sex-disaggregated data. Show how the parliamentarian's constituency compares with surrounding constituencies on gender indicators.
- Work with all political parties and parliamentary candidates to integrate the use of gender-focused evaluation data into their political platforms.
- Provide parliamentarians with access to evaluation experts.

Question 6: What have we got?

Step 6.1 Determine available resources (internal and external) for the advocacy campaign

To be able to determine the resource gap for the advocacy strategy, the following examples of available resources should be identified:

- Financial resources
- Human resources, such as evaluation specialists, gender specialists, advocacy specialists, interviewers, specialists in techniques such as focus groups, mass media and information technology specialists
- Powerful and credible speakers
- Lobbyists
- Access to social media
- Access to information technology such as smart phones, big data analysis
- Partners and the different kinds of expertise and resources that each brings

- Concrete evidence to support the campaign
- Regional and international support
- Advocacy capacity

Step 6.2 Mobilizing resources for advocacy

When launching a campaign, a budget should be projected to estimate the intensity and duration of the campaign. It is essential to avoid launching a major campaign and then having to cancel it due to lack of funds.

An important aspect when establishing alliances is to consider whether or not partners can bring in additional resources, or whether or not the fact that several organizations are involved makes it easier for everyone to raise more resources.

Some important resources that many VOPEs can offer include: access to grass-roots communities and organizations, expertise in the use of social media, access to information from multiple sources not easily accessible to government agencies, and the ability to mobilize large numbers of volunteers to organize the advocacy campaigns.

Question 7: What do we need to develop?

Step 7.1 Determine the challenges and constraints (internal and external) the campaign will face

It is equally important to recognize the constraints that the campaign will face. Examples of limitations and constraints include (but are not limited to):

- Financial resources
- Human resources—in addition to a basic lack of staff, it is important to assess the strengths and weaknesses of the campaign in different areas, for example: staff may have limited experience in data collection or information technology, or there may not be many people who speak some of the local languages
- Limited contacts and alliances with other organizations working in similar fields

- Limited advocacy skills
- Different advocacy priorities among the partners
- Hostile political environment
- Cultural constraints

Step 7.2 Anticipating and managing risks in advocating for gender-responsive NEPSs

Evaluation advocacy campaigns always involve different kinds of risk that must be identified and addressed. Gender-responsive evaluation advocacy involves additional risks due to the sensitive nature of many of the issues covered. The following are some of the kinds of risk for gender-responsive evaluation advocacy:

a. Choice of partners: Sometimes women's organizations and gender advocacy groups are perceived as being out of the mainstream and sometimes controversial. Consequently, it is important to consider carefully the selection of partners, not just in terms of their experience and knowledge, but also in terms of how effectively they can operate within the parliamentary environment. Will they cause difficulties for the advocacy campaign due to their method of operation or because of being too outspoken?

b. Choice of tactics: Advocacy tactics that might work well in street demonstrations or other contexts where the purpose is to attract media attention, may not be appropriate for operating within the parliamentary context. There may still be a place for these high visibility tactics, but the strategy must be thought through carefully to avoid antagonizing groups with whom it will be necessary to work.

c. Choice of message: Messages may have to be crafted for some audiences who may have limited familiarity with gender and who may not be very sympathetic. We discussed earlier some of the considerations in designing messages, and advice should be sought from a range of key informants familiar with the parliamentary traditions and context.

d. Blowback: There is a phrase used by gender-responsive evaluators: "one step forward, two steps back". Many improvements in women's economic, social or political positions can often cause resentment and negative reactions so that much

of the progress is lost, at least in the short run. This may occur in parliament if parliamentarians feel that new legislation is advancing women's political or economic status too quickly which may threaten some male parliamentarians. Such reactions should be anticipated and addressed as far as possible.

e. Sensitive issues: Gender-responsive evaluations address many sensitive issues such as violence against women, contraception, women's control of their own sexuality, unequal access to labor markets and wage discrimination. These issues have to be presented carefully and in a non-threatening manner. It is important for the advocacy campaign to decide how quickly to advance into these sensitive areas.

f. Evaluations are threatening: This risk is not unique to gender, as most evaluations can be seen as threatening. Parliamentarians are normally in a less sensitive position than programme managers, as the parliamentarians aren't usually responsible for the programmes that are being evaluated. However, an evaluation can question favorite projects, which may be shown to be performing less well than perceived, so this may be considered threatening. Evaluations can also be considered threatening when they propose using sophisticated research methods with which parliamentarians are not familiar, so they may feel they are losing control of the decision-making process about when programmes continue. Advocates must be aware of these issues and seek to present evaluations in a less threatening way.

g. Anticipating trouble: The advocacy team should have good political intelligence and should seek to anticipate potential problems. Some strategies suggested by Karkara include[36]:

- Stay in touch with political trends
- Anticipate things that can go wrong
- Be prepared for press, radio and TV reporting that may not always be accurate but over which the advocacy campaign usually has limited control; always be aware that parliamentarians are astute in the use of the media and opponents of the proposed gender initiatives may use the press to counterattack
- Treat your opponents with respect

36 Ibid.

- Decide in advance what risks are unacceptable and have ready a contingency plan
- Always be prepared to stop the campaign

Question 8: How do we begin?

Step 8.1 Articulating a theory of change

The advocacy strategy is based on what is often an implicit theory of change concerning the steps involved in convincing stakeholders to adopt a more favorable attitude towards gender-responsive NEPS. It is useful to articulate more clearly the theory of change and the assumptions on which it is based. This helps clarify the strategy and also provides a framework for assessing the effectiveness of the strategy and learning lessons about what did and did not work and why.

Step 8.2 Defining a results framework

The theory of change also defines the input, output, outcome and impact indicators that can be used to construct a results framework. This is very useful for tracking progress and increasing the credibility of the campaign with supporters and perhaps with critics.

Step 8.3 Developing a capacity development strategy for gender-responsive NEPSs

A capacity development strategy should be developed for gender-responsive NEPSs that offers the opportunity for interested members of all the stakeholder groups to receive orientation on basic concepts of genderand evaluation and on how to integrate gender into the NEPS. This may combine short workshops and presentations, websites and online material with more direct technical assistance for staff directly involved in commissioning, designing or using the evaluations.

Question 9: How do we know if it is working or not working?

Step 9.1 Clarify how we would define success

It is important to clarify how we would know if the campaign has been successful. There are various ways that success can be defined:

a. A gender responsive national evaluation policy is developed or the existing national evaluation policy is updated to integrate gender equality.

b. Parliament, line ministries or other public-sector agencies take specific actions (such as initiating an enquiry, passing legislation, or including gender-responsive line items in the budget for evaluation).

c. Key audiences become better informed on gender-related issues.

d. The attitudes of key audiences become more favorable on gender-responsive NEPSs.

e. There is greater coverage of certain issues in the media.

f. Actions are taken to improve performance of certain programmes based on findings from gender-responsive evaluations.

g. The evaluations begin to use more participatory methods.

h. The evaluations make greater use of mixed methods.

i. Some indicators of success for VOPEs might include:

   o VOPEs are given a more formal recognition in the NEPS planning and implementation. For example, they are given a formal consultative role, or they are regularly invited to meetings.

   o VOPEs are invited to provide technical support to the gender-responsive evaluations.

Step 9.2 Develop a set of gender-responsive performance indicators

These will draw on the theory of change and the results framework.

Step 9.3 Conduct periodic surveys to provide feedback from stakeholder groups

Some of the methods that might be used include:

- Audience research surveys
- Attitude and knowledge surveys
- Media surveys to assess the extent to which gender as well as evaluation issues are being covered; some of the new big data techniques might be used to monitor coverage in the social media such as Facebook and Twitter

Step 9.4 Develop a knowledge management system to make the findings of the M&E studies easily available to stakeholder groups and to promote learning

Once gender-responsive evaluations are being planned and conducted, it is important to ensure that the findings are systematically organized so that they are available to all stakeholder groups and so that they can easily be accessed to present evidence on why a gender equality focus in develop planning is important. This requires the development of a knowledge management system. Advocacy organizations, such as a VOPE, may have two goals with respect to knowledge management. The first is to develop its own knowledge management system (in coordination with partners) so as to provide information to parliamentarians in a timely and user-friendly manner. The second might be to help parliament, and perhaps other key agencies, develop their own gender-focused knowledge management system so that gender-focused issues can be built into evaluations and so that gender data is organized and used within the NEPS. This will involve working with parliamentary research and technical staff. Some of the communication media that might be built into the system include: conferences and workshops, listservs, websites, journals, mentors and technical support, social media, smartphones, and crowdsourcing feedback (for example, Colombia).

Annex 1. Reference sources for NEPSs and gender policies for developing countries

Country	*Source*	*URL (if available)*
Benin		
NEPS	1. Politique nacional d'evaluation, 2012-2021 2. Presentation de la politique nacionale d'evaluation	
Gender policy	1. Politique nacionale de promotion du genre, 2001	
Notes: An update on the 2001 gender policy could not be found.		
Chile		
NEPS	1. Structure of final evaluation reports 2. Chile's M&E system: building better policies	1. http://www.dipres.gob.cl/594/w3-propertyvalue-2131.html 2. http://www.focusintl.com/RBM089-articles-22564_doc_pdf.pdf
Gender policy	Not found	
Colombia		
NEPS	1. Management by results 2. M&E system in Colombia (conference presentation) 3. A diagnosis of Colombia's M&E system: World Bank ECD working paper No. 17, 2007	1. http://sinergia.dnp.gov.co/portaldnp/ 2. 3. https://ieg.worldbankgroup.org/Data/reports/sinergia_0.pdf

Gender policy	Not found	
Notes: 1. The constitution requires that all government programmes should be evaluated. This is implemented through the whole-of-government M&E system (SINERGIA). The system is well established but it was not possible to locate a single national evaluation policy document. 2. The national gender policy is being developed in the Presidential Plan for 2010-2014. An outline was published in 2012.		
Costa Rica		
NEPS	1. National evaluation system (1 page) 2. Guidelines for preparing proposals for evaluations 3. Introduction to evaluation methodology	1. http://www.mideplan.go.cr/el-plan-nacional-de-desarrollo/35-evaluacion/337-sistema-nacional-de-evaluacion.html
Gender policy	Not found	
Notes: The documents mainly explain how to prepare requests for proposals and the preparation of proposal for evaluating development policies and programmes. They do not describe the national evaluation policy.		
Ethiopia		
NEPS	1. A plan for accelerated and sustained development to end poverty (Priorities for women Chapter 7; M&E system Chapter 10) 2. Ethiopia welfare monitoring survey 2011, Central Statistical Agency, 2012	1. http://www.afdb.org/fileadmin/uploads/afdb/Documents/Policy-Documents/Plan_for_Accelerated_and_Sustained_(PASDEP)_final_July_2007_Volume_I_3.pdf
Gender policy	1. National action plan on gender equality 2006-2010	
Notes: The evaluation policy only covers the Poverty Reduction Strategy.		

India		
NEPS	Performance monitoring and evaluation system (PMES)	http://performance.gov.in/sites/all/document/files/pmes/pmes.pdf
Gender policy	Not found	
Kenya		
NEPS	1. National monitoring and evaluation guidelines and standard operating procedures, Ministry of Health, 2011	1. http://nascop.or.ke/library/3d/National%20M&E%20Guidelines%20and%20SOPs.pdf 2 http://www.planning.go.ke/index.php?option=com_content&view=article&id=212:indicator-handbook-for-the-monitoring-and-evaluation-mae-of-the-kenya-vision-2030&catid=80:latestnewsarchive&Itemid=145 3 http://www.planning.go.ke/index.php?option=com_content&view=article&id=212:indicator-handbook-for-the-monitoring-and-evaluation-mae-of-the-kenya-vision-2030&catid=80:latestnewsarchive&Itemid=145
Gender policy	Not found	
Notes: The M&E strategy only refers to the health sector with a particular focus on HIV/AIDS.		
Kyrgyz Republic		
NEPS	Performance evaluation of government agencies and local authorities, decree February 2012	Government Resolution Bishkek, on February 17, 2012N105 in Russian http://cbd.minjust.gov.kg/act/view/ru-ru/93467
Gender policy	Not found	
Notes: Detailed listing of the performance indicators to be used to measure progress of each ministry.		

Malaysia		
NEPS	1. National integrity plan, 2008 2. 10th national development plan, 2011-2015 3. Case study: National evaluation policy in Malaysia, Parliamentary forum for development evaluation	1. http://www.pmo.gov.my/dokumenattached/Dasar/NIP.pdf 2. http://www.pmo.gov.my/dokumenattached/RMK/RMK10_Eds.pdf
Gender policy	Not found	
Notes: Evaluation is based in the results-based management system, later transformed to outcome-based. It is governed by a series of administrative directives relating to outcome-based monitoring and funding. There is no single policy document definition a national evaluation policy.		
Mexico		
NEPS	1. CONEVAL: Report on the evaluation of social development policy in Mexico 2. CONEVAL: Information on functions and organization 3. Rubio G, The Mexican Government's M&E system (in World Bank "The nuts and bolts of monitoring and evaluation systems"), 2012	1. http://web.coneval.gob.mx/Informes/Evaluaci%C3%B3n%202011/Informe%20de%20Evaluaci%C3%B3n%20de%20la%20Pol%C3%ADtica%20de%20Desarrollo%20Social%202011/Informe_de_evaluacion_de_politica_social_2011.pdf 2. http://www.coneval.gob.mx/quienessomos/Paginas/Quienes-somos-en.aspx
Gender policy	1. General law on women's access to a life free of violence 2007 2. General Act on Equality between Women and Men	1. http://www.summit-americas.org/brief/docs/Law_on_access_to_a_life_free_violence.pdf
Notes: 1. Evaluation policies evolved gradually over the past decade and there is not a single evaluation policy document but rather a series of regulations creating CONEVAL and governing the how programmes are monitored.		

Morocco		
NEPS	1. Article 70 of the 2011 constitution 2. "Moving from the inclusion of public policies in the national constitution to the institutionalization of the function of evaluation in Morocco", Presentation to the Morocco Evaluation Association.	1. http://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---ilo_aids/documents/legaldocument/wcms_127076.pdf 2. http://www.ioce.net/download/national/Morocco_MEA_CaseStudy.pdf
Gender policy	Not found	
Notes: 1. Article 70 of the 2011 constitution simply states that the government has the power evaluate public programmes.		
Nepal		
NEPS	National monitoring and evaluation guidelines, 2013	http://www.npc.gov.np/new/uploadedFiles/allFiles/M&E_GuidelineEng.pdf
Gender policy	Not found	
Notes: The guidelines present the organizational structure and recommended evaluation methodology.		
South Africa		
NEPS	1. National evaluation policy framework, 2011 2. Case study: National evaluation policy in South Africa: Parliamentary forum for development evaluation 3. Draft national evaluation policy framework (presentation)	1.http://www.thepresidency.gov.za/MediaLib/Downloads/Home/Ministries/National_Evaluation_Policy_Framework.pdf
Gender policy	Women's empowerment and gender equality bill	http://www.parliament.gov.za/live/commonrepository/Processed/20131108/553400_1.pdf

Uganda		
NEPS	1. National policy on public-sector monitoring and evaluation, 2011 2. Case study: National evaluation policy in Uganda, Parliamentary forum for development evaluation	1.http://usaidlearninglab.org/sites/default/files/resource/files/Attachment_J.15-_M%26E_Policy_Final_Draft.pdf
Gender policy	The Uganda gender policy 2007	http://www.mglsd.go.ug/wp-content/uploads/2013/07/policies/Uganda-Gender-Policy.pdf
Ukraine		
NEPS	"State of evaluation capacity development in Ukraine: Demand, supply, institutionalization" Ukrainian Evaluation Association:	1.http://www.europeanevaluation.org/images/file/Conference/Past_Conference/2010_Prague/FullPapers/5_Kravchuk_Iryna.pdf 2.http://www.slideshare.net/umedia/ukrainian-association-of-evaluation-baseline-quality-study-report-eng
Gender policy	Not found	
Notes: According to the Ukrainian Evaluation Association report, there are a number of government regulations relating to forecasting and the use of evaluation, but the level of technical expertise and application of the regulations is low (see pp 13-14).		
Notes: The guidelines present the organizational structure and recommended evaluation methodology.		

Annex 2. Summary checklist for a human rights and gender equality evaluation process

Evaluability assessment	• Was an assessment performed to determine the evaluability of HR&GE in the intervention? • How will HR&GE evaluability challenges be addressed during the evaluation?
Stakeholder analysis	• Was a stakeholder HR&GE analysis performed? • Was a diverse group of stakeholders identified from the stakeholder analysis, including women and men, as well as those most affected by rights violations and groups not directly involved in the intervention? • How will the evaluation reach out to stakeholders to be engaged in the evaluation?
Criteria	• Were evaluation criteria defined that specifically address HR&GE? • Were additional criteria specific to the context of the evaluation identified?
Questions	• Were evaluation questions that specifically address HR&GE framed?
Indicators	• Are there HR&GE indicators already defined by the intervention with available disaggregated data? • Were addition indicators identified for the evaluation, specifically addressing HR&GE? • Were plans made on how to collect data to inform the additional indicators?
Team	• Was an evaluation team with knowledge of and commitment to HR&GE selected? • Is the evaluation team diverse in terms of gender, types of expertise, age, geographical origin, etc.? • Is the team ethically responsible and balanced with equitable power relations in line with the concepts of HR&GE?
Methodology	• Does the evaluation methodology employ a mixed methods approach, appropriate to addressing HR&GE? • Does the evaluation methodology favor stakeholders right to participation, including those most vulnerable? • Does the evaluation methodology favor triangulation of the information obtained?
Collecting and analysing data	• Were all groups identified in the stakeholder analysis consulted during the evaluation? • Were all stakeholder groups consulted at the end of the data collection stage to discuss findings and hear their views on the conclusions and recommendations of the evaluation?

Report and reporting	• Does the evaluation report address HR&GE issues, including in the recommendations section? • How will the recommendations in the report affect the different stakeholders of the program? • Are there plans to disseminate the evaluation report to a wide group, in particular stakeholder groups who have an interest in and/or are affected by HR&GE issues? • Was a management response prepared that considers the HR&GE issues raised in the report? • Did the preparation of the management response and discussion of action points involve a diverse group of stakeholders, including those who have an interest in and/or are affected by HR&GE?

Notes: HR&GE indicates human rights and gender equality.
Source: See Annex 1 in UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011. Available online at: www.unevaluation.org/guidance/HRGE.

Annex 3. Sample of a gender-responsive national evaluation policy

Illustrative example of a generic national evaluation policy that incorporates gender equality and social equity

This example is meant to complement the guidance provided in Chapter 5 by providing an illustration of how to incorporate the 11 elements suggested to develop a gender-responsive national evaluation policy (NEP). The examples draw heavily on the draft NEP developed by the Sri Lanka Evaluation Association and the Key Elements for a National Evaluation Policy developed by the Parliamentarians Forum for Development Evaluation.

While this example illustrates how these elements can be incorporated, the country context and actual existing NEP may warrant different adaptations and considerations with an aim to ensure its relevance and feasibility for implementation.

For easy reference, the below text in bold highlights the gender-responsive and equity-focused elements.

National Evaluation Policy of the Country X

1.0 Rationale

1. The Government of Country X, in line with the country's development policies, recognizes that evaluation is an essential aspect of good governance to improve development effectiveness, efficiency, transparency, accountability and informed decision-making in support of **achieving equitable and gender-responsive development results** for the people of Country X.
2. The Government of Country X, through the development policies, has expressed the need to utilize the available resources effectively and efficiently to enable continuing improvements in the delivery of services to the citizens of the country. **A more efficient and effective use of resources is a pre-requisite to address regional disparities and promote equitable and gender-responsive development to further improve the socio-economic welfare of the population and improve the currently high Gender Inequality Index (GII) value closely linked to unequal distribution of human development.**

3. **The Government of Country X has committed to improve gender equality through its national gender policy, ratification of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and as a signatory to the Beijing Declaration and Platform for Action.**

4. Country X currently has a functioning monitoring system largely focusing on financial and physical progress. However, systematic evaluations have not been carried out on a regular basis to assist policy-makers and related stakeholders, leaving an evidence gap that needs to be addressed, **including the lack of evidence on how national policies and programmes may impact women, men, girls and boys differently**. The country hence requires strategic evaluation of interventions to ascertain the value for money as well as quality of delivery of services and their contribution to the development outcomes/results for **women, men, boys and girls**.

5. The need to use well-designed and executed **gender-responsive and equity-focused evaluations** at strategic phases of development programmes within all levels of government is required. The adoption of a national evaluation policy (herein after referred to as "NEP") provides guidance and direction on the use of evaluation and its role in national development.

6. The adoption of the NEP and its implementation will create an enabling environment for evaluations to be used as a tool for results based management. **As such, the NEP will enable evaluation findings—complemented by monitoring—to strengthen national policies and strategies to achieve equitable and gender-responsive results**.

2.0 Objectives of the national evaluation policy

7. The term 'evaluation' in this document refers to the definition of the United Nations Evaluation Group (UNEG)[37]: "An evaluation is an assessment, as systematic and impartial as possible, of an activity, project, programme, strategy, policy, topic, theme, sector, operational area, institutional performance, etc. It focuses on expected and achieved accomplishments, examining the results chain, processes, contextual factors and causality, in order to understand achievements or the lack thereof. It aims at deter-

37 UNEG, "Norms for evaluation in the UN system", Available online in English, Spanish, French, Russian, Arabic and Chinese at: http://uneval.org/papersandpubs/documentdetail.jsp?doc_id=21.

mining the relevance, impact, effectiveness, efficiency, sustainability, and **gender-responsiveness**[38] of the interventions. An evaluation should provide evidence-based information that is credible, reliable and useful, enabling the timely incorporation of findings, recommendations and lesions into the decision-making processes."

8. The NEP is intended to achieve the following objectives:
   a. Promote the understanding of principles of evaluation and create an evaluation culture in the country with special focus on the public sector **to use evaluations in achieving equitable and gender-responsive development outcomes for women, men, boys and girls effectively, efficiently, and in a sustainable manner.**
   b. Contribute to evidence-based decision-making for achievement of results through improved planning, budgeting, monitoring and managing public sector programmes and policies.
   c. Enable sharing and learning from evaluation findings to improve development planning, management and implementation.
   d. Strengthen the evaluation function through introduction of techniques, systems, human resource development, inculcation of professionalism, setting of standards, and ethical guidelines for evaluation.
   e. **Enhance and promote accountability, transparency, good governance, social equity and gender equality.**

3.0 Fundamental principles of the national evaluation policy

9. This NEP is based on the following fundamental principles:
   a. Evaluation is an integral part of all development processes.
   b. Evaluation is action-oriented pragmatic assessments and not mere academic research studies or fault-finding exercises.
   c. Evaluation should be independent, credible and utilization focused.
   d. Evaluation is recognized as an instrument for accountability, learning and good governance.
   e. Evaluation encourages joint evaluations with donors and other stakeholders for enhancing national ownership.

38 UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011. Available online at: http://uneval.org/papersandpubs/documentdetail.jsp?doc_id=980 .

f. **Evaluation should be equity-focused and gender-responsive**.

g. **Evaluation shall be conducted using appropriate designs that consider the relevant gender equality issues and methodologies that allow for women, men, girls and boys to participate in the process**.

h. Findings on evaluations should be accessible to all stakeholders.

i. Evaluation findings will link to policy formulation and strategy development.

j. National and sub-national level execution authorities will ensure use of evaluation to enhance development effectiveness.

4.0 Operationalization

4.1 Institutional responsibilities

10. A National Evaluation Steering Committee (NESC) with the Secretary of the ministry in charge of the **National Mechanism**[39] as the Chair and Secretaries/Representatives of line ministries including relevant donor agencies and professional organizations will be established and the steering committee will meet periodically to guide, facilitate and ensure the implementation of the NEP. It will provide central direction for evaluation and should: (a) act as the centre of excellence to provide leadership, guidance and support to the practice of evaluation; (b) promote the use of evaluation findings where appropriate in decision-making, strategy and policy formulations; (c) set standards, ethics and best practices; and (d) review the evaluation capacity in the public sector and propose measures to relevant authorities to fill any gaps.

11. The **National Mechanism**[40] should oversee, coordinate, and where necessary, commission, manage, conduct evaluations and disseminate findings. Specific responsibilities include:

- Implement the NEP
- **Formulate and update standards, ethics, and guidelines on evaluation and promote practice of gender-responsive and equity-focused evaluation**

39 Options for oversight for the implementation of the evaluation policy can be vested with a statutory authority or unit in the Presidential Secretariat, unit in the Cabinet Secretariat, or unit in the Ministry of Finance and Planning and is worded as "National Mechanism" in this draft.

40 Competent authority with evaluation expertise and capacities

- Coordinate the preparation of the Annual Evaluation Plan of the various entities and at the beginning of the year distribute the same to the Department of Project Management and Monitoring, Department of External Resources, Department of National Budget, Department of National Planning, and the Auditor General
- **Manage evaluations related to cross-sectoral interventions, including an evaluation of the national gender policy, and any other evaluation directed by the President**
- Promote joint evaluations by local and foreign evaluation professionals to encourage sharing and exchanging knowledge and skills on evaluation methodologies, techniques and practices
- Bring to the notice of the Cabinet of Ministers, the important findings that arise from such evaluations
- Make accessible to Parliament and the general public evaluation findings through publications
- Commit to strengthen in-country capacities in evaluation by establishing courses at universities and other public and private training institutions registered with it, **including on gender-responsive and equity-focused evaluation**
- **Promote policies that promote gender equality/gender balance among national evaluators**

12. At the subject ministry level, Secretary of the ministry to:
    - Prepare Annual Evaluation Plan, taking into consideration the policies, programmes and projects implemented by the ministry, and the statutory authorities under the ministry
    - Make available to the **National Mechanism** the evaluation findings
13. Provincial-level activities will be coordinated by the ministry in charge of the subject area of provincial councils through the Deputy Secretary—Planning of the respective provinces to:
    - Prepare Annual Evaluation Plan taking into consideration the policies, programmes and projects implemented by the respective provincial ministries
    - Make available to the **National Mechanism** the evaluation findings
14. All evaluation missions on foreign funded projects and programmes should occur in close collaboration with the **National Mechanism** to facilitate central coordination of evaluation.

15. Depending on the status and relevance as well as importance of the policy, programme or project to be evaluated, authorities such as the Department of Project Management and Monitoring and/or Department of National Planning under the Ministry of Finance and Planning and other relevant authorities will be co-opted for such evaluations.

4.2 Selection of policies, programmes and projects for evaluation

16. It is necessary to prioritize development programmes for evaluation for operational and financial reasons. The number of programmes or projects executed per ministry, department or statutory agency may be so numerous that it will be difficult to evaluate all of them. Factors such as finances, time and human resources may be the limitations. Therefore, the policy envisages sharing the burden and responsibility for evaluation at different hierarchical levels based on the size of the project or programme to be evaluated taking into consideration the capacities of the entities and other resource constraints.

17. The **National Mechanism**, ministries, departments and statutory agencies will give due consideration to the following criteria in selecting evaluations:

    a. It is of paramount importance that policy relevance is given due consideration in selection of projects and programmes for evaluation; in this regard, the national development framework of the government should serve as the basis for prioritisation and selection
    b. National importance of projects and programmes, aspects of equity, gender equality and the scale of funding are important factors for consideration
    c. **The potential for providing evaluative evidence on cross-cutting issues such as gender equality and social equity, particularly where inequality is statistically pronounced**
    d. Innovative nature and replicability of projects or programmes on a national or regional scale
    e. Projects of problem/challenging nature, as well as those that provide learning opportunities

4.3 Guidelines, methodologies, standards and ethics

18. The **National Mechanism**, in collaboration with the national voluntary organizations for professional evaluation (VOPEs) will

develop evaluation methodologies, guidelines, standards, ethics and practices on par with accepted international, regional and national standards.

19. Evaluability of interventions should be ensured at the planning stage through logical framework and objectively verifiable indicators based on the theory of change for the intervention. Evaluations should examine the relevance, efficiency, effectiveness, impact, sustainability and gender-responsiveness of policy, programme or project initiatives. **Evaluation methodology should focus on the financial, economic, social, environmental, technical, policy, institutional and sustainability aspects as may be relevant. Cross-sectoral issues such as gender equality, social equity and the environment should be assessed in all evaluations**. Due consideration should be given to the political and policy environment. The financial and economic cost benefit analysis to assess the value for money should be encouraged. Beneficiary assessment should form an integral part of evaluating programmes.

20. **The conduct of evaluation will consider gender-related roles and relations and other social and economic issues that may restrict individuals from acting as informants and use appropriate ethical codes**.

4.4 Dissemination of evaluation findings and use

21. Each institution that undertakes an evaluation should develop a dissemination strategy for sharing lessons internally as well as externally and the evaluations shall be provided to the **National Mechanism**. This will enable evaluation findings to be synthesized and linked to an evaluation information system (EIS) of the **National Mechanism** to ensure integration of evaluation findings into policy, planning, budgeting and reform processes. **The synthesis will specifically address important cross-sectoral issues such as gender equality and social equity**.

22. **Dissemination strategies for evaluation findings will be developed based on an assessment of the most effective way to ensure that evaluative knowledge is accessible to all citizens that outlines any barriers to access, especially for groups normally excluded by traditional means and identifies different formats to overcome these that are gender-responsive**.

23. The minister in charge of the **National Mechanism** as the focal point of evaluation will bring to the notice of the Cabinet of Ministers the important findings that arise from such evaluations.

24. **Evaluation findings will be used to improve overall national progress towards equitable development and gender equality, including the revision of national policies and plans**.

25. The project evaluation submission formats and related procedures will be suitably modified to reflect internalized evaluation findings into the planning, budgeting, public expenditure review, policy and strategy formulation processes. In this regard, a close collaboration will be established among evaluation, planning, budgeting, audit, finance, public expenditure and policy review functionaries of the government.

4.5 Capacity building and partnerships

26. By end (year), it is envisaged that all major evaluations should have significant national ownership. The availability of adequately skilled competent human resources in evaluation is essential. **Government recognizes the need to build a professional cadre of evaluators and accords high priority for capacity building efforts, especially in conducting gender-responsive and equity-focused evaluation**. Universities, VOPEs and public and private sector training institutions will be encouraged by the **National Mechanism** to run evaluation modules as part of their normal training programmes and postgraduate studies.

27. The **National Mechanism** jointly with the national VOPE will assist ministries and departments in building evaluation capacity, developing standards and methodologies, and upgrading capacity of their staff. As part of the efforts to build local evaluation capacity, these institutions may outsource evaluation work. The **National Mechanism** will encourage such collaboration and partnership with VOPEs, **especially those focusing on gender-responsive and equity-focused evaluation**, to introduce participatory evaluations in the public sector.

28. **Both the NESC and the National Mechanism will include expertise in gender equality and gender-responsive and equity-focused evaluation. All staff of the National Mechanism will receive training on gender-responsive and equity-focused evaluation.**

29. **The National Mechanism will also engage with regional and international efforts to improve evaluation practice through the sharing and exchange of lessons learned, experiences, challenges in the implementation of approaches such as gender-responsive and equity-focused evaluation.**

4.6 Financing evaluations

30. **It is necessary to provide sufficient financial resources for conducting evaluations of an acceptable quality and integration of gender equality and social equity at the outset of a programme or project.** Ministries, provincial councils, and wherever applicable, statutory agencies and local authorities will make necessary financial provisions in the annual budget estimates for the commissioning and conduct of evaluations. In addition to the financial support under the Consolidated Fund of the Government, it is also necessary to have built-in funds under projects and programmes on a lump sum basis in all government agencies.

References

Abdul Jameel Lateef Poverty Action Lab, Undated. Available online at: http://www.povertyactionlab.org/.

Adato M, "Combining quantitative and qualitative methods for program monitoring and evaluation: Why are mixed method designs best?", The Nuts and Bolts of Monitoring and Evaluation Systems, No. 9, World Bank, 2011.

ALNAP, "Evaluating humanitarian action using the OECD-DAC criteria: An ALNAP guide for humanitarian agencies", 2006.

Astbury B, Leeuw FL,"Unpacking black boxes: Mechanisms and theory building in evaluation", American Journal of Evaluation, 31,2010, pp 363-381.

Bamberger M, "Engendering M&E PREM Notes", The Nuts and Bolts of Monitoring and Evaluation Systems, No. 27, World Bank, 2013. Available online at: http://www.worldbank.org/content/dam/Worldbank/document/Poverty%20documents/ME_Engendering_final.pdf.

Bamberger M, "Insitutionalizing impact evaluation with the framework of a monitoring and evaluation system", Independent Evaluation Group, World Bank, 2008.

Bamberger M, "Unanticipated consequences of development interventions: A blind spot for evaluation theory and practice", Guest lecture at the International Program for Development Evaluation Training (IPDET), July 2, 2012. Video available online at: http://ipdet.org/page.aspx?pageId=videoMichaelBamberger2012.

Bamberger M, MacKay K, Ooi E, "Influential evaluations: Evaluations that improved performance and impacts of development programs", Operations Evaluation Department, World Bank, 2004.

Bamberger M, Rugh J, Mabry L, *Realworld Evaluation*, "Working under budget, time, data and political constraints", Thousand Oaks, CA: Sage Publications, 2012.

Bamberger M, Segone M, "How to design and manage equity-focused evaluations", UNICEF, 2011.

Brisolara S, Seigart D, "Feminist evaluation research in Hesse-Biber", 2012.

Byrne D, Ragin C, *The Sage Handbook of Case-Based Methods*, Thousand Oaks, CA: Sage Publications, 2009.

CARE, "Women's empowerment white paper", Undated. Available online at: http://www.care.org/newsroom/publications/whitepapers/woman_and_empowerment.pdf.

Castro MF, "Defining and using performance indicators and targets in government M&E systems", The Nuts and Bolts of Monitoring and Evaluation Systems, No. 12, World Bank, 2011.

CIDA, "CIDA's framework for assessing gender equality and results", 2010. Available online at: http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUImages/GenderEquality3/$file/GE-Framework-EN.pdf.

Davis R, Dart J, "The 'most significant change' (MSC) technique: A guide to its use", 2005. Available online at: http://www.mande.co.uk/docs/MSCGuide.pdf.

DFID, "Gender equality action plan (GEAP): Light touch review—Summary document 10 Sept 2010", Social Development Direct, Briefing note: DFID Gender Action Plan, 2010. Available online at: http://users.ox.ac.uk/~qehwemc/documents/DFID-Gender-equality-plan-2007.pdf.

DFID, "The gender manual: A practical guide", 2008. Available online at: http://www.gadnetwork.org.uk/storage/dfid-gender-manual-2008.pdf.

DFID, "Guidance note 1: A theory of change for tackling violence against women and girls", 2012. Available online at: http://www.gadnetwork.org.uk/storage/VAWG_guidance1_toc1.pdf.

Earle S, Carden F, Smutylo T, "Outcome mapping: Building learning and reflection into development programmes", International Development Research Centre, Ottawa, 2001. Available online at: http://www.idrc.ca/EN/Resources/Publications/Pages/IDRCBookDetails.aspx?PublicationID=121.

Ethiopia Central Statistical Agency, "Ethiopian welfare monitoring survey 2011: Summary report", 2012.

Ethiopia Ministry of Finance and Development, "A plan for accelerated and sustained development to end poverty", 2006.

Ethiopia Ministry of Women's Affairs, "National action plan for gender equality, 2006-2010", 2006.

EvalPartners, "Voluntary organizations for professional evaluation (VOPEs): Learning from Africa, Americas, Asia, Australasia, Europe and the Middle East", Published in partnership with UNICEF and IOCE, 2013.

Funnell S, Rogers P, *Purposeful Program Theory*, Jossey-Bass, 2011.

Gates Foundation, "Creating gender-responsive agricultural development programs: An orientation document 2012", 2012.

Gates Foundation, "Gender impact strategy for agricultural development", 2008.

Gates Foundation, "Improving opportunities for women in smallholder-based supply chains: Business case and practical guidance for international food companies", 2010.

Hatry H, "Key steps in designing and implementing a monitoring and evaluation process for individual country service agencies", The Nuts and Bolts of Monitoring and Evaluation Systems, No. 5, World Bank, 2010.

Hesse-Biber (Ed), *The Handbook of Feminist Research: Theory and Practice*, Thousand Oaks, CA: Sage Publications, 2012.

ICF International Measure DHS. Available online at: http://www.measuredhs.com/

IFAD , "Gender equality and development evaluation units: Lessons for evaluations of development support of selected multilateral and bilateral agencies", Conducted for the Evaluation Cooperation Group, 2012.

India Cabinet Secretariat, "Performance monitoring and evaluation system for government department", 2011.

Jorgensen S, "Framing the logic of CDD operations: Toward a project theory for CDD design and evaluation", Washington, DC: World Bank, 2005. Cited in: "Gender-dimensions of

community-driven development operations: A toolkit for practitioners—East Asia and Pacific Region", Social Development Reports, World Bank, 2011.

Kane M, Trochim M, *Concept Mapping for Planning and Evaluation*, Thousand Oaks, CA: Sage Publications, 2007.

Karkara N, "Advocating for evaluation: A toolkit to develop advocacy strategies to strengthen an enabling environment for evaluation," Segone M, Catsambas T, Rugh J (Eds), EvalPartners in cooperation with UN Women and IOCE, 2013. Available online at: http://www.mymande.org/evalpartners/advocacytoolkit.

Krueger R, Casey M, *Focus Groups: A Practical Guide for Applied Research (3rd Edition)*, Thousand Oaks, CA: Sage Publications, 2000.

Kumar S, *Methods for Community Participation: A Complete Guide for Practitioners*, London: ITDC, 2002.

Kusek J, Rist R, "Ten steps to a results-based monitoring and evaluation system", Washington, DC: World Bank, 2004.

Morra Imas L, Rist R, "The road to results", Washington, DC: World Bank, 2009.

Moser C, "Gender planning in the third world: Meeting practical and strategic needs", World Development, 1989.

Nepal National Planning Commission, "National monitoring and evaluation guidelines", 2013.

OECD, "The social institutions and gender index", Undated. Available online at: http://www.oecd.org/dev/poverty/theoecdsocialinstitutionsandgenderindex.htm.

OECD-DAC, "Evaluating development cooperation: Summary of key norms and standards", Undated.

Overholt C, Anderson M, Cloud K, Austin J, *Gender Roles in Development Projects: A Case Book*, Connecticut: Kumarian Press, 1985.

Patton MQ, *Qualitative Research and Evaluation Methods*, Thousand Oaks, CA: Sage Publications, 2002.

Poverty Action Lab South Asia, Undated. Available online at: http://www.povertyactionlab.org/search/apachesolr search?filters=type%3Aevaluation%20ss_cck_field_region%3A%22South%20Asia%22.

Rao A, Anderson M, Overholt C, *Gender Analysis in Development Planning*, Hartford, CT: Kumarian Press, 1995.

Rosenstein B, "Mapping the status of national evaluation policies", EvalPartners, 2013.

Rubio G, "The Mexican government's M&E system", In: Lopez-Acevedo G, Krause P, Mackay K (editors), *Building Better Policies: The Nuts and Bolts of Monitoring and Evaluation Systems*, World Bank, 2012.

Segone M (Ed), "Bridging the gap: The role of monitoring and evaluation in evidence-based policymaking", UNICEF, DevInfo, IDEAS, MICS, World Bank, 2008. Available online at: http://www.mymande.org/?q=virtual.

Segone M, "Democratic evaluation: A proposal for strengthening the evaluation function in international development organizations", 1998.

Segone M, Rugh J (Ed), "Evaluation and civil society: Stakeholders' perspectives on national evaluation capacity development", published by UNICEF, EvalPartners and IOCE in partnership with CLEAR, IEG World Bank, Ministry for Foreign Affairs of Finland, OECD Development Assistance Committee Network on Development Evaluation, UNEG and UN Women, 2013.

Segone M (Ed), "Evaluation for equitable development results", published by UNICEF in partnership with Coneval, IDEAS, IDRC, ILO, IOCE, UNDP, and UN Women, 2012.

Segone M, "Equity and diversity in Brazilian childhood and adolescence", UNICEF Brazil, 2003.

Segone M (Ed), "From policies to results: Developing capacities for country monitoring and evaluation systems", UNICEF, DevInfo, IDEAS, ILO, IOCE, World Bank, UNDP, UNIFEM, WFP, 2010. Available online at: http://www.mymande.org/?q=content/policies-results.

Segone M, "How to achieve the Millennium Development Goals? Reducing inequity through the celebration of diversity", UNICEF Global Policy Section, 2004.

Segone M (Ed), "New trends in development evaluation", UNICEF Regional Office for CEE/CIS and IPEN, 2006. Available online at: http://www.mymande.org/?q=virtual.

Sharma R, "Use of social accountability tools and information technologies in monitoring and evaluation", The Nuts and Bolts of Monitoring and Evaluation Systems, No. 7, World Bank, 2011.

South Africa Performance Monitoring and Evaluation Department, "National evaluation policy framework", 2011.

Stalyarenko K, "Case study: National evaluation policy in South Africa", Parliamentary Forum for Development Evaluation, Undated.

Stalyarenko K, "National evaluation policy in Malaysia 2010", Parliamentary Forum for Development Evaluation, 2010.

Williams S, Seed J, Mwau A, *The Oxfam Gender Training Manual*, UK and Ireland: Oxfam, 1994.

United Nations, "Millennium Development Goals reports". Available online at: http://www.un.org/millenniumgoals/reports.shtml.

UN Statistics Division, "Gender statistics", Undated. Available online at: http://unstats.un.org/unsd/gender/default.html.

UN Statistics Division, "InterAgency and expert group on gender statistics: Core list of gender indicators", Undated. Available online at: http://unstats.un.org/unsd/gender/default.html.

UN Women, "Evaluation policy of the United Nations Entity for Gender Equality and the Empowerment of Women", 2012.

UNEG, "Integrating human rights and gender equality in evaluation: Towards UNEG guidance", 2011. Available online at: www.unevaluation.org/guidance/HRGE.

UNESCAP, "Economic and social survey of Asia and the Pacific", 2007.

UNICEF, "Multiple indicator cluster surveys", Undated. Available online at: http://www.unicef.org/statistics/index_24302.html.

USAID, "USAID gender equality and female empowerment policy", March 2012.

Vaughan RJ, Buss TF, *Communicating Social Science Research to Policymakers*, Thousand Oaks, CA: Sage Publications, 1998.

Women in Cities International, "Together for women's safety: Creating safer communities for marginalized women and everyone", 2010. Available online at: http://womenincities.org/pdf-general/60%20pp-ang.pdf.

World Bank, "Compilation of gender data and indicators available by country", Undated. Available online at: http://datatopics.worldbank.org/gender/.

World Bank, "Gender action plan for East Asia and the Pacific". Available online at: http://siteresources.worldbank.org/INTGENDER/Resources/336003-1277693634508/EAPGAP_May2010.pdf.

World Bank, "Gender equality and development: World development report", 2012.

World Bank, "Living standards measurement study", Undated. Available online at: www.worldbank.org/lsms.

World Bank, FAO, IFAD, "Gender in agriculture sourcebook: Module 16—Gender issues in monitoring and evaluation", 2009. Available online at: http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTARD/EXTGENAGRLIVSOUBOOK/0,,contentMDK:21348334~pagePK:64168427~piPK:64168435~theSitePK:3817359,00.html.

2015 will be a year of global transformation, in which the new Sustainable Development Goals will be launched. Gender equality will be central to ensure the realization of sustainable and equitable development. Evaluation must be equipped to inform the design and implementation of equitable development goals and strategies, both at global and national levels. National development policies and programmes should therefore be informed by evidence generated by credible national evaluation systems that are gender-responsive while ensuring policy coherence at the regional and global level. In this context, we are facing an overall challenge: How can the global evaluation community contribute to ensuring that evaluation will play a key role in shaping and contributing to the implementation of national policies and programmes to achieve sustainable, gender-responsive and equitable development?

National evaluation policies and systems can play a strategic role to ensure evaluation is institutionalized in policymaking. This publication is a resource for parliamentarians, governments, voluntary organizations for professional evaluations and civil society to ensure that national evaluation policies and systems are not only developed and implemented but also, and even more importantly, gender-responsive and equity-focused, so that they can meaningfully contribute to achieving sustainable, gender-responsive and equitable development.

EvalPartners
http://mymande.org/evalpartners

2015 International Year of Evaluation
www.mymande.org/evalyear

UN WOMEN
United Nations Entity for Gender Equality and the Empowerment of Women
http://www.unwomen.org/en/about-us/accountability-and-evaluation/evaluation

ioce
http://ioce.net