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LEAVING NO ONE BEHIND: EVALUATION for 2030

Proceedings from the 2019 National Evaluation Capacities Conference





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20–24 October 2019, Hurghada, Egypt

Co-hosted by the Independent Evaluation Office of UNDP
and the Ministry of Planning, Monitoring and Administrative
Reform of the Government of Egypt

LEAVING NO ONE BEHIND: EVALUATION FOR 2030
Proceedings from the 2019 National Evaluation Capacities Conference

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Additional generous financial support from the Government of Denmark and the World Bank facilitated participation of representatives from a wide range of countries, enriching the exchanges and insights shared during the conference.

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- Mr. Arild Hauge, Deputy Director
- Ms. Heather Bryant, Conference Manager
- Conference organizing team: Ms. Genta Konci, Ms. Sasha Jahic, Mr. Shabbir Naik, Mr. Anish Pradhan
- Additional contributors: Mr. Alan Fox, Ms. Maristela Gabric, Mr. Richard Jones, Ms. Antana Locs, Ms. Vijayalakshmi Vadivelu, Ms. Jin Zhang
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PREFACE



It was my pleasure as Director of the United Nations Development Programme (UNDP) Regional Bureau for Arab States to partner with the Ministry of Planning, Monitoring and Administrative Reform of the Government of Egypt and the UNDP Independent Evaluation Office to organize the sixth National Evaluation Capacities (NEC) Conference, which took place in Hurghada, Egypt, from 20 to 24 October 2019 on the theme, "Leaving No One Behind: Evaluation for 2030".

The event brought together government representatives, evaluation practitioners and networks, United Nations agencies, academia and private sector actors from more than 100 countries, including from many countries in the Arab States region. This high level of participation reflects the important role evaluation can and will play in the successful implementations of the Sustainable Development Goals (SDGs) over the crucial next decade.

The NEC 2019 brought to the fore pivotal themes key to leaving no one behind and placed evaluation at the heart of the SDGs. Evaluation is critical to ensuring that no one is left behind, as it can facilitate understanding of what works in what contexts and for whom, highlighting the intersections between different types of inequalities, considering realities of different development contexts, analysing disaggregated data and using a combination of new and traditional tools and methods.

Through the NEC 2019, UNDP continued to connect countries and professionals to share knowledge and evaluation practices from all corners of the world. Governments are pivotal in driving the evaluation agenda, and government representatives were centre stage at this event, exchanging their successes, challenges, opportunities and innovations.

UNDP remains committed to supporting countries to strengthen their institutions and national evaluation capacities for advancing inclusive and equitable development, ensuring that no one is left behind.

Mourad Wahba
Acting Associate Administrator
UNDP



FOREWORD



It gives me great pleasure to write the foreword for these proceedings, marking a significant milestone in the evolution of the National Evaluation Capacities (NEC) Conference series over the 11 years since its launch in 2009 in Morocco. This is the sixth in the series, organized jointly by the Governments of the host countries and the Independent Evaluation Office of UNDP, the UNDP regional bureaux and professional association partners. Previous conferences, held biennially since 2009, took place in Morocco, South Africa, Brazil, Thailand and Turkey. The NEC ship has circled the globe in the past decade, and in its second global voyage returns to the Arab States on the shores of the Red Sea. The NEC conference is now the most visible evaluation event globally, distinguished by high-level government participation, training focused on attainment of the Sustainable Development Goals (SDGs) and the peer-to-peer construct. We are fortunate that this has occurred under the overarching leadership of the United Nations, which is committed to supporting countries in implementing the 2030 Agenda for Sustainable Development. Four years into the time frame of the 2030 Agenda, the feedback received thus far at the High-Level Political Forums on Sustainable Development at the United Nations and from the voluntary national reviews is that at current rates of progress, the hope of attaining the SDGs, with the breadth and depth necessary for no one to be left behind, is elusive.

> The implementation of the SDGs can be accelerated globally through evaluation, a powerful tool that improves public accountability.
>
> **– Indran Naidoo**
> **Former Director,**
> **UNDP IEO**

As different parts of these proceedings illustrate, each of the previous NEC events hosted by Governments and supported by partners added a dimension to the current focus of the NEC, which is to use evaluations in support of the SDGs in a manner that is empowering for countries themselves. The IEO is proud to have been a part of this journey over the last decade, contributing in the process to developing the evaluation profession, fostering critical dialogues and serving as an integrator and connector between countries, people and the values of the United Nations.

My sincere thanks go to the Government of Egypt, in particular the Ministry of Planning, Monitoring and Administrative Reform, which gave us incredible support and was an outstanding organizing partner. I also give special thanks to the Government of Denmark and the Independent Evaluation Group of the World Bank for their financial support for participants' bursaries. The Government of Egypt was a most generous host, receiving delegates from over 100 countries and ensuring that the NEC conference received maximum visibility and was recorded, allowing us to share these insights globally as building blocks for attaining the SDGs. The NEC 2019 was crafted to address this urgency; the 21 pre-conference training sessions, with over 280 participants from across the globe and a large Egyptian contingent, were customized to equip delegates with practical skills and to enable government-to-government knowledge exchange. Various informal exchanges and social events provided participants an opportunity to talk candidly about the realpolitik of national evaluation in the SDG era. Well over 500 people attended the conference, including representatives of 117 nations and Governments. These are impressive numbers that show our joint commitment to eradicating poverty, fighting inequality, protecting the planet and ensuring prosperity for all.

As we know, 193 countries united in 2015 to adopt the 17 SDGs, aiming for a better world by 2030. As Ms. Amina J. Mohammed, United Nations Deputy Secretary-General, mentioned in her video opening, the implementation of the SDGs can be accelerated globally through evaluation, a powerful tool that improves public accountability.

The NEC series has now touched 165 countries – much of the globe – and has made an important contribution to advancing key United Nations values of transparency and accountability, good governance, giving voice to the marginalized, helping to advance equity and addressing discrimination in all its forms, in essence trying to create a better world through constructive dialogue. This, as we all know, has not been easy and remains a work in progress. Each of us within the United Nations system – as we are all members of that august body – have a particularly important role to play as evaluators, seasoned in the experience we gain from events like the NEC conferences and other networks, committed to the key evaluation principles of independence, credibility, utility and being open to learning from the science of research and the wisdom of the evaluation elders. National evaluation capacities are increasingly critical to countries' overall abilities to capture and demonstrate SDG results. During NEC 2019, we revisited the critical question of criteria, or perspective, in a session that echoed the Istanbul 2017 event on evaluation criteria. We took a more reflective view and took stock of a set of criteria that largely informed the lenses used by evaluators for decades.

In the 26 sessions, we received country-level perspectives from the government-rich cohort of participants, professionals who irrespective of their titles, work in an oversight

and accountability cluster. The NEC conferences have always been about country-to-country sharing, with the IEO of UNDP using its convening power to facilitate learning. The deliberations during this conference enabled mutual knowledge-sharing and networking and reinforced the principles of national development evaluations.

This publication captures key messages from the conference, contributing to knowledge-sharing and cooperation among countries to strengthen evaluation practices that leave no one behind. The report includes analytical papers as well as 13 papers that provide national perspectives on the issues of building national evaluation systems and capacities in the SDG era. We hope that this report serves as an advocacy tool to promote cooperation, knowledge-sharing, engagement, innovation and perspectives for strengthening evaluation practice in countries.



Indran Naidoo
Former Director (February 2012–March 2020)
Independent Evaluation Office
UNDP

THE WAY FORWARD



It is an honour and a pleasure to introduce these proceedings of the sixth National Evaluation Capacities (NEC) Conference. I was actively involved in the first NEC conference in Morocco in 2009, the broad purpose of which was to provide a forum for open discussion on issues confronting capacity development in evaluation, enabling participants to draw on the recent and innovative experiences of other countries. The conference also promoted understanding of international standards in evaluation and advocacy for evaluation as a means of managing for development results, improving public accountability and learning.

One of the recommendations emerging from the gathering was that follow-up events should be organized regularly. The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) took that recommendation to heart and has been organizing biennial conferences ever since. My predecessor, Indran Naidoo, in his role as Director of the UNDP IEO, took the conference to new heights over the last several years, culminating in the 2019 event in Hurghada, Egypt.

> As countries respond to this crisis, adjusting policies and programmes to prepare, respond and recover from the pandemic, evaluation – and national evaluation capacities – will be ever more critical.
>
> **– Oscar A. Garcia**
> **Director,**
> **UNDP IEO**

The objectives of the first NEC conference remain relevant today. Since the event in 2015, with the advent of the Sustainable Development Goals (SDGs), the NEC conferences have added an additional element of focus, addressing how Governments can develop the necessary national evaluation capacities to meet the new challenges of the SDGs. In 2019, conference participants sharpened their regard on the question of leaving no one behind, not only in terms of development but in terms of evaluation.

Ensuring that we leave no one behind has become even more acute. Pedro Conceição, Director of the UNDP Human Development Report Office, mentioned in the first plenary session of the conference that "shocks – whether violent conflict, natural

disasters or even health shocks, such as epidemic outbreaks – disproportionally impact those already left behind and may leave new groups behind." In the few short months that have passed between the conference and the penning of these words, we have seen how a pandemic has wreaked havoc across the globe, leaving the vulnerable even more at risk. As countries respond to this crisis, adjusting policies and programmes to prepare, respond and recover from the pandemic, evaluation – and national evaluation capacities – will be ever more critical. Evidence and understanding of what works, where and for whom, will be essential to ensure that resources are used efficiently and effectively to strengthen interventions that reach those who are furthest behind.

The UNDP IEO is committed to strengthening its engagement with partners in the international evaluation community and with national Governments to further its support to the development of national evaluation capacities. I hope that these proceedings will provide inspiration and insight as we move into a new era, with new challenges but also with a renewed commitment to foster a more inclusive and sustainable development pathway.



Oscar A. Garcia
Director
Independent Evaluation Office
UNDP

PART 1
Introduction



1 OPENING REMARKS BY THE UNITED NATIONS DEPUTY SECRETARY-GENERAL

AMINA MOHAMMED
DEPUTY SECRETARY-GENERAL, EXECUTIVE OFFICE OF THE SECRETARY-GENERAL, UNITED NATIONS



Good morning everyone. It's a real pleasure to join you all virtually at the 2019 conference on National Evaluation Capacities organized by the Independent Evaluation Office of UNDP and the Government of Egypt.

The Secretary-General's most recent progress report on the Sustainable Development Goals (SDGs) shows that we have made important progress over the last four years; but the world is simply not going far enough fast enough. On the plus side: extreme poverty and child mortality rates continue to decline. Electricity access in the poorest countries is on the rise. Globally, labour productivity has increased and unemployment is back to the levels before the financial crisis. That is all good news.

But the 2030 Agenda is not about incremental change. It requires transformational change in our development pathways. On present trends, extreme poverty is not on track for elimination by 2030. Hunger is on the rise for the third consecutive year. Wildlife is being lost at an alarming rate with around 1 million species already facing extinction. Globally, youth are three times more likely to be unemployed than adults. Women face new obstacles and age-old hurdles. In short, the global response has not matched the ambition of the Agenda. The most vulnerable people and countries continue to suffer the most. And our environment is in a perilous situation.

> The implementation of the SDGs can be accelerated globally by bolstering evaluation, a powerful tool that improves public accountability and contributes to positive development change.
>
> **– Amina J. Mohammed, Deputy Secretary-General, United Nations**

The clock is ticking. We have 11 years to deliver on the 2030 Agenda. Achievement of the SDGs requires quality and timely data to inform decision-making; effective, accountable and inclusive institutions; sound policies; and good governance. We need evaluation to tell us whether political will, turned to action

and taken to scale, is reaching people everywhere and if we are succeeding in meeting the SDGs.

Indicators tell us what is happening but not why or how to accelerate progress – especially for the most vulnerable. Evaluation can tell us this.

The implementation of the SDGs can be accelerated globally by bolstering evaluation, a powerful tool that is based on evidence, that improves public accountability and contributes to positive development change. Platforms such as this conference, where you can share successes and challenges, experiences and lessons learned in strengthening national evaluation capacities and systems, are instrumental in supporting evaluation capacity-building to advance inclusive and equitable development, ensuring no one is left behind.

Evaluators and evaluation function will play a key role in leaving no one behind. I welcome you all and wish you productive discussions!

Thank you.

2 OPENING REMARKS ON BEHALF OF THE HOST COUNTRY

H.E. MS. HALA HELMY EL SAEED
MINISTER OF PLANNING, MONITORING AND ADMINISTRATIVE REFORM, EGYPT



Ms. Randa Aboul-Hosn, UNDP Country Director, Mr. Indran Naidoo, Director of the Independent Evaluation Office, Ladies and Gentlemen, Honourable Audience, allow me to welcome you to Hurghada. On behalf of the Government of the Arab Republic of Egypt, I would like to welcome all the participants in the sixth edition of the National Evaluation Capacities Conference. Please accept my apologies for not being able to attend this conference being hosted for the first time in Egypt, due to unexpected travel changes. We are excited to have an unprecedented number of participants – more than 500 participants – representing an elite gathering of minds from all over the world, including representatives of Governments and national institutions concerned with the evaluation process and the development of public policies in addition to the notable participation of development partners from the private sector, civil society, academia and UNDP officials. We are confident that this gathering will serve to enrich discussions and enhance the outcomes and recommendations of this conference.

The theme of this conference, "Leaving No One Behind", was chosen to shed light on the most prominent principles governing the 2030 Agenda, in light of the various forms of inequality across the world, which require effort and continuous follow-up from our side to ensure no societal group is neglected or harmed. Therefore, our focus must go beyond results only and extend to the impact of these policies and programmes.

Ladies and Gentlemen, hosting this conference in Egypt is a testament to how keen the Egyptian Government is to participate and interact with the United Nations efforts to achieve sustainable development within national, regional or international frameworks. It also attests to our core belief of promoting the free flow of information, experience and best practices in this field. With that said, this conference is an ideal platform to showcase the Egyptian Government's efforts towards achieving the Sustainable Development Goals and monitoring the performance of all involved government agencies. This is also a platform that promotes dialogue and discussion in order to learn from other countries' policies enacted to achieve the 2030 Agenda.

In this context, I would like to reiterate the importance of cooperation between developing countries to achieve sustainable development; at present the main path to development. Most of these countries share the same problems and social issues, requiring creative solutions that directly address their economic, social, environmental and political conditions.

Today, I will present Egypt's current status regarding the 2030 Agenda, and the Egyptian Government's monitoring and evaluation efforts.

Egypt is one of the first countries to adopt a sustainable development strategy that is consistent with the United Nations 2030 Agenda. "Egypt Vision 2030" as a strategy was launched in February 2016 under the auspices of His Excellency President Abdel Fattah El-Sisi, highlighting the political support of this strategy and vision.

Within its vision, Egypt adopted an inclusive approach that guarantees participation; what we call the golden triangle of development, which encompasses the private sector, government and civil society in all its forms, academics, parliamentarians and youth, with a focus on inclusive, sustainable growth and balanced regional development that ensures the inclusion of all stakeholders in developmental efforts.



Egypt Vision 2030 is now being fine-tuned to address socioeconomic changes, align with the outcomes of Egypt's economic reform programme, maximize induction and impact among the three dimensions of sustainable development (environmental, economic, social), and focus on the most important element: monitoring and evaluating the strategies, policies and programmes being implemented.

Stemming from our belief in the key role monitoring and evaluation play in achieving the Sustainable Development Goals, the Ministry of Planning, Monitoring and Administrative Reform (MPMAR) deployed multiple initiatives and programmes to ensure these policies achieve their goals. The Egyptian Government's awareness of the critical role technology plays in raising the efficiency of the monitoring and evaluation process led us to develop two electronic systems; the first to monitor and evaluate government performance – the first of its kind in Egypt – on a quarterly basis through strategic and operational performance indicators that help decision makers to monitor performance in all State programmes and plans with all relevant ministries and agencies in a quantifiable digital format.

The second, the Electronic System for Planning and Monitoring, was launched by the MPMAR to enhance transparency and raise efficiencies of the evaluation process

at the level of projects funded by public investments. This system is one of the most important monitoring and evaluation systems launched by the Government, supporting not only strategy formulation but also the linkages between the goals and objectives of sustainable development.

Another important initiative that will be launched soon using social media to enhance inclusiveness is the Sharek initiative and application on mobile phones, allowing citizens to follow development projects at the national level, which enhances participation and enriches the monitoring and evaluation process.

Honourable attendees, allow me to once again express my appreciation to UNDP for organizing this biennial conference, a much-needed platform for constructive dialogue between experts, specialists and development partners.

Finally, I welcome you all to this conference and would like to sincerely thank the UNDP team and my colleagues from the MPMAR for all their efforts in organizing this global gathering that I fully support.

All the best and I hope you enjoy your stay in Hurghada.

Thank you, all.

3 INTRODUCTION TO AND OVERVIEW OF THE 2019 NEC CONFERENCE

INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) organized the first National Evaluation Capacities (NEC) conference a decade ago in 2009 in Morocco, with 55 participants from 30 countries. Ten years later, in 2019, the sixth NEC conference was held in Hurghada, Egypt, from 20 to 24 October and brought together over 500 participants from more than 100 countries to discuss the theme, *Leaving No One Behind: Evaluation for 2030*.

The event took place over five days, with two days dedicated to intensive evaluation training workshops followed by a three-day conference. Over the first two days, 30 evaluation experts from around the world offered 21 workshops in three languages. These workshops engaged 280 participants from Governments, civil society, the United Nations and other development partner agencies. The conference lasted three days, with five plenary sessions and 21 parallel sessions. The objectives of the conference were to provide participants an opportunity to:

- Connect, engage and share lessons, innovations, experiences and perspectives in strengthening national evaluation systems
- Enhance evaluation skills and understanding in the context of the Sustainable Development Goals (SDGs) and
- Explore ways to transform evaluation for transformative development

The opening ceremony included messages from Ms. Amina Mohammed, United Nations Deputy Secretary-General; Her Excellency Ms. Hala Helmy El Saeed, Minister of Planning, Monitoring and Administrative Reform, Government of Egypt; Mr. Indran Naidoo, Director of the IEO; and Ms. Randa Aboul-Hosn, Resident Representative, UNDP Egypt.

Conference sessions were organized around three intersecting strands:

- Leaving no one behind: evaluation and the SDGs
- Strengthening national evaluation systems: architecture for evaluation effectiveness
- Transforming evaluation for transformative development

LEAVING NO ONE BEHIND: EVALUATION AND THE SDGs

The first plenary session set the scene for the remainder of the conference, with an exploration of what "leaving no one behind" means for evaluation in light of the 2030 Agenda for Sustainable Development. Pedro Conceição, Director, UNDP Human Development Report Office, shared the emerging findings of the 2019 Human Development Report on inequalities, noting that "leaving no one behind" manifests itself in many ways. The distinguished panel members shared their thoughts on the implications of these findings for evaluation. Several interesting questions were brought forward for evaluators to consider:

- What are we as evaluators bringing to the table?
- What are we doing?
- Are we doing the right thing?
- Are we doing it right?

There was consensus from the panel that evidence, strong accountability and learning generated through evaluation will advance the achievement of the SDGs. Key messages from this session are captured in the first paper in part 2 of the present volume, *Leaving No One Behind: Human Development, Inequalities and Evaluation*.

Leaving no one behind was by design a constant theme throughout the conference. Dugan Fraser and Aisha Jore Ali organized a participatory training workshop to develop six "Hurghada Principles" of evaluation to leave no one behind, which were presented during a conference session (session 3) and summarized in their paper, *Formulating Guiding Principles to Make Sure Evaluation Leaves No One Behind*. These principles captured key messages of the conference:

1. Map evaluation stakeholders thoroughly and in detail at the outset of the evaluation
2. Sustain stakeholder engagements throughout evaluation processes
3. Use diverse and appropriate evaluation methods
4. Always consider and be sensitive to the context
5. Disseminate evaluation findings
6. Be particularly vigilant about leaving no one behind in conflict-affected and fragile contexts and in humanitarian crises

Leaving no one behind means placing the progress of the most marginalized first, and this often means women and girls. With respect to gender, it was argued that despite progress, the evaluation community needs to advocate collectively for more gender-responsive evaluation. It was highlighted in session 4 that gender mainstreaming plans

should be grounded in comprehensive and consistent theories of change, which can be informed by evaluation. Harkening back to the opening plenary, it was observed that while there has generally been progress in gender equality, when progress touches power there may be a backlash, and how do evaluations capture this? Florencia Tateossian and Svetlana Negroustoueva invite us – in their paper *Gender-Evaluative Evidence: A Blind Spot in SDG Reporting?* – to reflect further on this important topic, with specific reference to tracking progress towards the 17 SDGs.

Another session, with presentations of four country experiences related to data and evaluations of programmes focusing on vulnerable populations, concluded that thorough and clear data collection, designed with and targeting vulnerable groups, can clearly inform decision makers of intended and unintended consequences of policy implementation and provide evidence for ways forward and policy expansion. Key to this is including vulnerable groups beyond just data collection (session 18). This is illustrated in Camilo Gudmalin and Raquel Celeste's paper on *Leaving No One Behind: Elevating Social Protection for Filipino Migrants through Evaluation*, which shares how evidence from an evaluation was used to influence the legislature and policies and improve programme implementation. A session focusing on evaluation and subnational governments concluded with another clear message: do not leave local governments behind, because that is where the SDGs are being implemented (session 21).

One of the world's greatest collective challenges is coping with a changing climate, which disproportionately impacts the most vulnerable, the furthest behind. Session 7 explored SDG 13 on climate action, and argued that evaluation has a key role to play, as discussed in Alan Fox's paper on *Evaluation to Leave No One Behind: Adapting to a Changing Climate*. All countries face challenges regardless of their level of development, but the impacts are most acute in developing countries. Evaluations of adaptation interventions show challenges: low adoption, limited sustainability and scaling-up; issues of trade-offs (economic, environmental, resource use efficiency); and a need for better adaptation to local contexts and priorities, all of which are critical to ensure that inequalities are not exacerbated by climate change (session 7). Mashavu Khamis Omar provides concrete examples of how climate change is impacting the islands of Zanzibar in her paper, *Climate Change Adaptation in Zanzibar and the Implications for Evaluation*.

STRENGTHENING NATIONAL EVALUATION SYSTEMS: ARCHITECTURE FOR EVALUATION EFFECTIVENESS

The plenary session (plenary 4) on architecture for evaluation effectiveness began with a keynote speech by Indran Naidoo which highlighted that four critical areas for strengthening an evaluation function are evaluation policy, evaluation quality, evaluation coverage and communicating results. There was audience consensus that building

an evaluation culture is a "job for us all." Naidoo's paper, *Architecture of Evaluation Effectiveness*, which includes messages from the participants in the panel, reminds us that strengthening an evaluation function is a journey, one that is not always easy or straightforward.

Multiple conference sessions carried these themes forward, particularly with respect to strengthening **national evaluation systems** for the SDGs. In a panel with representatives from Bangladesh, Finland and Nigeria, it was noted that successful efforts to track progress on the SDGs require a "whole of government" approach with high-level commitment. It was also observed that no country has yet introduced a credible plan of how the 2030 Agenda for Sustainable Development will be achieved. The panellists concluded that countries need credible road maps of how to achieve the SDGs, which is why evaluation is needed (session 2). This topic is further explored in James Afif Jaber's paper on *Strengthening National Evaluation Systems* with illustrations from Liberia. He points to the need to strengthen the national evaluation system to enhance the Government's ability to meet its objectives and ensure effectiveness and sustainability.

> Evaluation is a universal, technical and professional dimension to good governance and public management, no matter the region or culture.
>
> **– Indran Naidoo former Director, UNDP IEO**

With respect to **evaluation policies**, in a session on strengthening demand for and use of national evaluation systems, participants agreed that "national evaluation capacities" means more than individual capacities of evaluators; it also means institutional capacity. To ensure institutional capacity, national evaluation policies are important for outlining rationale, purpose, principles, definitions, roles, responsibilities and resources (session 10).

In a session featuring the host country, Egypt shared its experiences in **building** an integrated and comprehensive monitoring and evaluation (M&E) system, highlighting that "what can't be measured can't be assessed, and what can't be assessed can't be improved." This is further detailed in Gamil Helmy's paper on *Building an Integrated and Comprehensive Monitoring and Evaluation System in Egypt*. A presentation from Botswana further illustrated that strengthening an M&E system is not an event, but a process that requires commitment from all stakeholders (session 11). In a session discussing institutionalizing equity through government M&E systems, it was further noted that monitoring and evaluation is not just a technical process, but also a political one, and therefore has implications for integrating equity in national evaluations.

Other sessions explored **experiences within regions**. Session 8 examined national evaluation systems in Latin America. In her paper, *National Evaluation Systems in Latin*

America: Challenges and Lessons Learned for Other Regions, Nataly Salas highlights the role that national evaluation systems have on decision-making processes at political and institutional levels. Viviana Lascano Castro explores *Strategic Partnerships to Strengthen a National Evaluation System* in the context of Ecuador, and the role of Planifica Ecuador, the technical secretariat for planning.

Session 13 examined experiences and common challenges from the **Asia-Pacific** region in strengthening national evaluation systems to meet the demands of the SDGs. Huaibin Xing and Ziyu Li discuss four components of *The Emerging Public Policy Evaluation System* in China, and how assessments carried out by these units have played a significant role in scientific decision-making and policy implementation to improve the management and service performance of the Government. In her paper, *Sustainable Development Goals and evaluation: Initiatives in Nepal*, Kartika Yadav shares efforts to integrate the SDGs in national planning processes. She argues for the need to further promote an equity- and gender-responsive evaluation system, enabling environment, capacity-building, institutional arrangements and refining of the evidence-based planning, monitoring and evaluation system in Nepal.

In a session featuring francophone countries, it was highlighted that prioritization of the **SDGs at country level** is necessary to determine what should be evaluated. Countries should establish and continually reinforce their national evaluation and data-collection systems, to make evidence available to inform national policies as a means to accelerate progress towards the SDGs. The participants in the session highlighted the need for countries to develop a clear mechanism to generate demand for and promote use of evaluation (session 20).

A session with representatives from different regions highlighted the importance of paying attention to the approach followed in **national evaluations**, such as setting up an evaluation steering committee, putting in place measures for ownership, ensuring stakeholder engagement in different stages of evaluation and communicating evaluation findings (session 19).

In a session discussing institutionalizing **equity** through government M&E systems, it was noted that monitoring and evaluation is not just a technical process but also a political one, and therefore has implications for integrating equity in national evaluations. Addressing participation, voice and power is central to institutionalizing equity. However, engaging citizens and ensuring that their voices are heard is an interactive process that takes time and considerable effort (session 15).

Other sessions (for example, sessions 4 and 17) drew linkages between the SDGs, country-led evaluation and **voluntary national reviews** (VNRs). Dorothy Lucks discusses the importance of *Embedding Evaluation in Voluntary National Reviews*, highlighting the importance of ownership, evidence-based decision-making and embedding evidence in VNRs. The paper highlights several good examples of countries that have successfully included evaluation in their VNRs. Abdoulaye Gounou shares the experience of Benin

in his paper, *Emerging Issues in National Monitoring and Evaluation Systems for Voluntary National Reviews*, noting that monitoring helps managers and policymakers to understand where investments have been made and whether plans are being implemented, but evaluation helps us to understand whether development programmes are making a difference and how they can be strengthened.

Yet another session highlighted the challenges involved in strengthening an **evidence-based decision-making culture**: linking global goals to local context; establishing the right M&E architecture for the context; articulating roles and operationalization of feedback loops between planning, monitoring and evaluation; the development of data systems; and broadening inclusiveness and partnerships. A key message was that thinking globally, acting locally and country-led M&E will allow countries to take greater ownership of their development policies (session 16). Yildiz Yapar, in her paper on the *Integration of the SDGs into a National Setting [in Turkey] for Leaving No One Behind*, holds that realizing the 2030 Agenda requires the continuous efforts of all stakeholders, establishment of appropriate linkages between policy, planning and budgeting as well as coherence and cooperation among institutions and sectors at national and local levels.

Many sessions stressed the importance of **partnerships** to strengthen national evaluations and evaluation capacities, pointing for example to the importance of user-friendly evaluations, which are more likely to be used by partners as well as stakeholders. Another key message in developing partnerships for evaluation: "focus on what binds you, not on what divides you" (session 1). Engagement with the private sector is also crucial, even central, to the achievement of the SDGs. Risk, reticence and reluctance make evaluation essential to oversee and manage this partnership with the private sector and ensure proper use and intended impact from the use of public funds in pursuit of the SDGs (session 6).

Another element of partnership is the **sharing of tools**. The UNDP IEO has developed an online National Evaluation Diagnostic and Strategizing Tool which facilitates institutional self-assessment of evaluation capacities and enables a systematic approach to determine pathways and parameters for strengthening national evaluation (session 5). Madina Tall's paper, *Tools for Progress in National Evaluation Systems: Experiences Using the National Diagnostics Tool*, details Senegal's experience using the assessment tool to establish action points for the development of a national framework for the evaluation of national development strategies, including the SDGs.

TRANSFORMING EVALUATION FOR TRANSFORMATIVE DEVELOPMENT

Another plenary session focused on evaluation criteria (plenary 3). The five evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability, first articulated by the Development Assistance Committee (DAC) of the Organisation for Economic

Co-operation and Development (OECD) in 1991, have become a core part of evaluation policy and practice. Two years ago, at a plenary session of the NEC 2017, a discussion was initiated to take stock of experiences with the criteria and their use. Extensive global consultations ensued on the criteria and their possible revision. At NEC 2019, Megan Kennedy-Chouane (Evaluation Policy Advisor, OECD/DAC) presented the latest thinking on the criteria, including emerging new definitions and principles for use. Panellists shared their reflections and critiques from different perspectives, reminding the audience that evaluation criteria provide a foundation for better evaluation. Better evaluation, it was noted, requires however not only asking the right questions, but also asking, who is asking the questions and how are questions answered? It was also noted that "we need to go beyond relevance to context, approaches and needs, to lead to culturally sensitive evaluation."

Kennedy-Chouane's paper, *Better Criteria for Better Evaluation: Reflections on the Adapted Evaluation Criteria for National Evaluation Systems*, summarizes the key messages of her presentation. Bagele Chilisa complemented the presentation with her *Reflections on the Revised DAC Criteria*, bringing the perspective of local communities. She notes that at the community level, "data, and data collection, may be a challenge, but people are there, ready to tell their stories."

In another session, it was demonstrated that geospatial data and methods offer powerful tools for evaluation, with illustrations of how these tools can "open up" theories of change to show unanticipated consequences and impacts. Satellite imagery can enable detailed analysis of development changes in hard-to-reach locations. Machine learning, propensity mapping and other techniques can harness large data sets to reveal insights on multiple evaluation criteria, including impact. Nevertheless, panellists concluded that using geospatial techniques for causal contribution remains challenging (session 12). In a session that explored how a new generation of evaluators can transform evaluation, the link to technology was emphasized: youth are strongly connected through technology and social platform networking and can bring their skills to the evaluation table. In addition, the world is connected through these young people, which is important to reach the unreached and to hear the unheard. The panellists emphasized that young people should be involved in all evaluations as viable partners, not just in the evaluations of youth programmes (session 14).

Examples from Afghanistan, Liberia and Somalia illustrated that new technologies can provide real-time, ground-truth answers to key programmatic design and implementation questions (session 9). Kwanpadh Suddhi-Dhamakit and Helge Rieper provide personal reflections on the *Transformative Change of Moving M&E from "ME" to "MorE"* in their paper on strengthening the monitoring and evaluation system for the Law and Order Trust Fund for Afghanistan. Two other UNDP staff, Prabin Khadka and Rose Foran, carry forward the discussion of evaluation tools and techniques in difficult contexts in their paper on Somalia, *Evaluation in Crisis Context: Measuring SDG 16 in*

Fragile Environments. They argue that data collection is possible in some of the world's most challenging circumstances.

The diverse papers in this volume offer rich views, perspectives and experiences from a range of countries involved in evaluation that leaves no one behind. In so doing, they provide the reader with a panorama of the countries' engagement and commitment to strengthen national evaluation capacities and systems. Readers will also understand that while much remains to be done, evaluation is a key tool to accelerate progress towards the SDGs.

PART 2

Leaving No One Behind: Evaluation for 2030



1 LEAVING NO ONE BEHIND: HUMAN DEVELOPMENT, INEQUALITIES AND EVALUATION

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INTRODUCTION

In 2015, 193 countries united to adopt the 17 Sustainable Development Goals (SDGs) for a better world by 2030. At the centre of this agenda is the call to leave no one behind, not only to eradicate poverty in all its forms, but to end discrimination and exclusion and reduce inequalities and vulnerabilities that undermine the potential of individuals and of humanity as a whole.[1] It has been the premise of the National Evaluation Capacities (NEC) conferences since 2015 that the implementation of the SDGs can be accelerated globally through evaluation, a powerful tool that improves public accountability and contributes to positive development change. The NEC Conference 2019 gave particular focus to the question of what "leaving no one behind" means for evaluation in light of the 2030 Agenda for Sustainable Development.

Ever since the international community endorsed the SDGs, a key question for many has been, how will we know if we are achieving these goals? And this naturally translates into questions and debates about choices and definitions of indicators and targets, as well as the availability of data to measure progress against those indicators. A related question is, how do we know if we are leaving anyone behind? Do we have appropriate disaggregated data and the ability to measure inequalities with respect to the multiple dimensions of the SDGs?

Furthermore, data alone are not enough. Actors across the world are asking, *how* do we reach the SDGs? *How* do we ensure that we are reaching the furthest behind first? What if the data suggest that development is still not reaching the poorest and the most marginalized? What needs to change? This points to the need for evaluation, to the systematic inquiry into what works, why, under what circumstances, where and for whom. Key questions at the NEC Conference were thus: What is the role of

1 United Nations Sustainable Development Group, "Leaving No One Behind: A UNSDG Operational Guide for United Nations Country Teams", Interim Draft, March 2019. https://unsdg.un.org/sites/default/files/Interim-Draft-Operational-Guide-on-LNOB-for-UNCTs.pdf

evaluation in ensuring that no one is left behind? How do we ensure that the evaluations we commission, the evaluations we design, the evaluations we conduct, leave no one behind?

The Human Development Report 2019, *Beyond income, beyond averages, beyond today: Inequalities in human development in the 21st century*, provided a starting point for the discussion.

HUMAN DEVELOPMENT, INEQUALITIES AND EVALUATION

The first Human Development Report, published by UNDP in 1990, opened with statement by the then Administrator, William H. Draper III, that we were living "in stirring times" and were "rediscovering the essential truth that people must be at the centre of all development".[2] This first report highlighted issues of inequality, pointing out that average improvements over the preceding 30 years concealed "considerable inequality within countries and mask[ed] the continued severe deprivation of many people."[3] In 2019, shortly after the NEC Conference, UNDP published the twenty-seventh Human Development Report, *Beyond income, beyond averages, beyond today: Inequalities in human development in the 21st century*. The first key message of the report is that "disparities in human development remain widespread, despite achievements in reducing extreme deprivations".[4] Nearly 30 years after the publication of the first Human Development Report, this latest report acknowledges that the "challenge of reaching those furthest behind persists".[5]

Why did UNDP choose the topic of inequalities for the 2019 report? According to Pedro Conceição, Director of the Human Development Report Office and the lead author of the report, speaking at the conference, people across the world and across the political spectrum are increasingly calling for greater equality. This may, he notes, at first view seem surprising. The Human Development Index shows tremendous progress and the last several Human Development Reports have reported reductions in poverty rates. Underlying this latest report is the question, why is there a disconnect between, on the one hand, the recognition that there has been progress on many fronts, and on the other, an increasing appeal for greater equality? As work on the report began, the authors put forward three hypotheses as to why people put such an emphasis on equality.

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2 UNDP, Human Development Report 1990, New York, 1990, p. iii.

3 Human Development Report 1990, p. 20.

4 UNDP, Human Development Report 2019. Beyond income, beyond averages, beyond today: Inequalities in human development in the 21st century, New York, 2019, p. 7.

5 Human Development Report 2019, p. 35.

Firstly, it was postulated that people are not only interested in inequalities with respect to resources or income, but inequalities in other dimensions as well. And so the report looks "beyond income." Another suggested reason for this interest is that the measures that economists and other development experts rely on to account for inequality are, in a way, averages that hide complex dynamics about which people are concerned. Thus, the report takes us "beyond averages." And thirdly, the authors supposed, people are less concerned about what has happened in the past and more worried about what is going to happen in the future. For this reason, the report also explores what may happen to inequalities in human development in coming years, looking "beyond today".

What were the authors' findings? Looking "beyond income", the message is simple. Using the language of the human development framework, two trends emerge with respect to "capabilities," or what is necessary for people to lead lives in the way they value. On the one hand, there is a narrowing of inequalities in basic achievements, such as progress that has occurred in the headcount poverty rate, extreme poverty rate, child mortality and primary school enrolment. However, at the same time, the report documents widening gaps in new dimensions of human development, dimensions that are likely to be more empowering – or disempowering – and more important for people over the course of the twenty-first century. For example, there are stark divergences in terms of access to advanced knowledge and technology. According to the report, the proportion of the adult population with tertiary education is growing more than six times faster in very high human development countries than in low human development countries, and fixed broadband subscriptions are growing 15 times faster.[6] New anxieties are emerging in response to new dimensions of inequality.

The report also advocates going "beyond averages". Inequality in income is typically described with summary measures, such as the Gini coefficient. However, the Gini coefficient masks differences between income groups. For example, in Brazil, between 2000 and 2018, the incomes of the bottom 40 percent grew 14 percentage points more than the average, and the top 1 percent also experienced higher than average growth. However, middle-income groups (between the bottom 40 percent and the top 1 percent) were "squeezed" with lower than average growth.[7] Despite overall growth and an overall decrease in inequality as measured by the Gini coefficient, there are groups who are seeing reductions in their incomes, which colours their perceptions of inequalities.

Another dimension of the analysis "beyond averages" examines what is happening below the poverty line. Are people below the poverty line making progress? Are they getting closer to the line or are they remaining at the bottom? Evidence suggests

6 Human Development Report 2019, p. 10.

7 Human Development Report 2019, p. 107.

that the poorest of the poor are in fact "stuck" at the bottom. While many people have moved out of poverty, for others nothing has changed. This is extremely important in the context of the SDG framework where development efforts should "reach the furthest behind first." The power and the value of looking beyond averages is thus particularly evident.

The third part of the report looks "beyond today" at trends that may impact the fight against inequalities over the course of the twenty-first century. Two key trends are climate change and technological change. Climate change has asymmetrical impacts across countries and across segments of the population. Climate change will likely exacerbate existing inequalities, with poorer countries and poorer people hit earliest and hardest,[8] as elaborated in subsequent papers in this volume. Technological change has been and is continuing to reshape the world of work, offering both potential of reducing inequality and raising fears of even greater inequalities.

What are the implications of the findings of the 2019 Human Development Report for evaluation? The report illustrates that leaving no one behind is a challenge that manifests itself in myriad ways. In our societies, many people are either objectively being left behind or feel in some way that they have been left behind. We can draw on the power of evaluation to learn how to better address the challenge of leaving no one behind.

UNDP has developed a framework to operationalize the concept of leaving no one behind, which postulates that to understand who is being left behind and why, and to shape effective responses, five key factors should be assessed:

- Discrimination
- Geography
- Governance
- Socioeconomic status
- Shocks and fragility[9]

These five dimensions are relevant for evaluators seeking to ensure that they leave no one behind. For example, with respect to discrimination, going beyond averages is essential to understand how different social groups are faring. To cite only one example, distinctions between men and women are hidden behind averages. While all are aware of the sharp inequalities that exist when it comes to gender, the Human Development Report documents another aspect of gender equality: backlash. There has been notable progress in terms of gender equality. For example, parity has almost been attained in

8 Human Development Report 2019, p. 175.

9 UNDP, "What does it mean to Leave No One Behind? A UNDP discussion paper and framework for implementation", UNDP, New York, 2018. https://www.undp.org/content/undp/en/home/librarypage/poverty-reduction/what-does-it-mean-to-leave-no-one-behind-.html

Does geography matter?

REFLECTIONS FROM JUHA UITTO

DIRECTOR, INDEPENDENT EVALUATION OFFICE, GLOBAL ENVIRONMENT FACILITY

"Geography matters, whether we are talking about leaving no one behind, or about evaluation, or both.

"What do we mean by geography? Geography is both physical and human. It is about how human activity is organized spatially and how we interact with the environment. Geography refers to the actual topography. What is the lay of the land? Is it hilly or is it coastal? Geography also refers to where people live. There is a huge dimension of inequality in where people live. We know that in urban centres, many settlements are unplanned. Typically, people come to the city from the countryside and create informal settlements, generally in areas where other people don't want to live. This may be on steep slopes, or in flood zones or in coastal zones. This renders people vulnerable. Often the poorest people are also the most vulnerable in terms of where they live.

"The SDGs remind us that everything is interconnected. The human environment and the natural environment are connected. Adaptation to climate change, which we have been talking about during the conference, is essentially about geography. Evaluators are usually social scientists. Thus, as evaluators, we pay a lot of attention to the social and economic aspects of the SDGs, to human rights, to gender, to inequality, all of which are important. But if anything is left behind, it is often the environment, the natural environment. And by doing so, we leave behind a lot of humans, people, who are living in hazardous and disadvantaged environments.

"Let's take a concrete example, that of our host country, Egypt. Egypt contributes less than 1 percent of the global greenhouse gas emissions, but it is one of the most vulnerable countries in the world to the consequences of global warming. The Nile basin supplies approximately 95 percent of the freshwater resources for Egypt. This narrow strip in the desert, the delta and the narrow valley of the Nile, comprises 5.5 percent of the area of Egypt, but is home to 95 percent of its people and its agriculture.[10] Little changes in climate will influence what happens to people's welfare. Any decrease in the total supply of water will have drastic impacts. Biodiversity is declining while there are risks of increased vector-borne diseases. Rising sea levels are resulting in increased floods in the coastal areas, for example, threatening Alexandria.

10 https://www.adaptation-undp.org/explore/northern-africa/egypt

On a positive note, the Egyptian national strategy for adaptation and disaster risk reduction is closely linked to its national strategy for development.

"What can evaluation do? How can evaluation integrate geography? One of the most fundamental things that we have to understand is that it matters where things happen. We have to be aware of how development activities, how environmental change, affects people in different places differently. In the GEF Independent Evaluation Office, we have been developing several geospatial methodologies to look at these environment-human interactions.

"For example, satellite imagery helps us track what happens over time. Using satellite images, it is possible to track how settlements are growing, how the environment is changing, how land use and land cover are evolving. This can be used as an evaluative tool to see actual change. At the same time, one needs to understand why things are happening, and this is not necessarily visible from the sky. As evaluators, we thus still have to rely on more traditional methods of actually talking to people and understanding what human motivations are, how they change the environment in which they live, and how the environment that they live in affects their lives.

"Mixed methods are thus essential. In one recent evaluation, we looked at sustainable forest management in Uganda. To begin with, we used satellite imagery to see environmental changes taking place over time. Then we used night lights data, which is a very good proxy for economic activity. Wherever you see light at night, there are humans who are doing something. We matched this information with the forest cover information and the locations of GEF project interventions. We further correlated this with household survey data from the World Bank, which was quite new and also geocoded. These three sources of data provided evaluative evidence as we sought to understand whether the projects and programmes were making some headway when it comes to both environmental improvement and socioeconomic improvement. In the Uganda case, we were able to show that there was a correlation between sites with sustainable forest management programmes and socioeconomic development. While recognizing that correlation does not mean causality, we were able to generate some very useful evidence regarding changes in the environment and socioeconomic development."

average primary school enrolment rates, and legal barriers to gender equality have been removed in most countries.[11] However, analysis of data from the World Values Survey shows that there has also been an increase in biases against women over the last decade. The authors' interpretation of these trends is that when progress starts to touch on power, societies sometimes experience backlash. Women are still being left behind, in some cases, paradoxically, as a result of or in reaction to some of the progress that has been made. Sukai Prom-Jackson expands on these issues of inequality and the implications for evaluation (See box, page 23). Gender- and human rights-responsive evaluation, as discussed in greater depth in Tateossian and Negroustoueva's paper in the present volume, can help countries to identify structural causes of inequalities through deeper analysis of power relationships, social norms and cultural beliefs.

Averages also blur spatial inequalities. Geography matters: people are left behind and left open to vulnerability and inequity when denied social and economic opportunities and/or quality public services simply based on their place of residence.[12] In rural areas, people may be excluded from development by distance or difficult terrain. In urban areas, slum neighbourhoods are often poorly served by infrastructure and social services.[13] Juha Uitto, Director of the Independent Evaluation Office, Global Environment Facility (GEF), elaborates on these ideas in the box on page 21.

Both the Human Development Report and the UNDP analysis of what it means to leave no one behind highlight the importance of governance and the interplay between inequality and the dynamics of power.[14] Evaluation itself is a governance tool that influences funding decisions and design of strategies, programmes and projects. Evaluators need to be aware of power dynamics at work around the object of evaluation as well as around the evaluation itself, as discussed in other papers in this volume.[15]

Shocks – whether violent conflict, natural disasters or even health shocks, such as epidemic outbreaks – disproportionally impact those already left behind and may leave new groups behind. As the UNDP paper points out, fragility, multidimensional poverty and inequalities mutually reinforce each other, as fragility and conflict can lead to the absence of public services, intolerance and limited access to resources,

11 Human Development Report 2019, p. 149.

12 UNDP, 2018, p. 12.

13 Kabeer, Naila. 2016. "'Leaving no one behind': the challenge of intersecting inequalities". World Social Science Report 2016, UNESCO and the ISSC, Paris, pp. 55-58. https://unesdoc.unesco.org/ark:/48223/pf0000245935

14 Human Development Report 2019, p. 11; UNDP, 2018, p. 13.

15 See part 2, chapter 2, Aisha Jore Ali and Dugan Fraser, "Formulating Guiding Principles to Make Sure Evaluation Leaves No One Behind"; chapter 3, Florencia Tateossian and Svetlana Negroustoueva, "Gender-Evaluative Evidence: A Blind Spot In SDG Reporting?"; part 3, chapter 1, Indran Naidoo, "Architecture For Evaluation Effectiveness"; and Bagele Chilisa, "Reflections on the Revised DAC Criteria" (page 143).

which in turn can provoke grievances resulting in mistrust and conflict.[16] The Human Development Report also examines these issues, looking at the interrelationships between inequalities, violent conflict and environmental shocks. Evaluation may be more challenging in crisis-affected contexts but it is all the more important to ensure that interventions are effective and doing no harm. These discussions were taken forward during the conference, and Suddhi-Dhamakit and Rieper share the challenges and opportunities of strengthening monitoring and evaluation in the Law and Order Trust Fund for Afghanistan.[17] Khadka and Foran also demonstrate that data collection is possible in some of the world's most challenging circumstances, which is essential to understanding how development interventions affect citizen's livelihoods in fragile contexts.[18]

LEAVING NO ONE BEHIND: EVALUATION FOR 2030

In conclusion, it is crucial to mobilize evidence to help learn how to reach the furthest behind. The people furthest behind are often the most difficult to reach and those for whom the marginal impact of effort is actually going to be much smaller than the marginal impact of effort on people who are already close to the poverty line. In our world where there is constant pressure to obtain results, there is a tendency to invest resources in such a way as to maximize the marginal effort. However, in doing so, this may result in those who are the furthest behind, the furthest below the poverty line, being left there. Thus, today and in the years to come, it is imperative to mobilize the power of evaluation to enable us to learn how we can effectively reach the furthest behind so that we fulfil the pledge of the 2030 Agenda to leave no one behind.

16 UNDP 2018, p. 17.

17 See part 4, chapter 2, Kwanpadh Suddhi-Dhamakit and Helge Rieper, "Transformative Change of Moving M&E FROM 'ME' TO 'MorE'".

18 See part 4, chapter 3, Prabin Khadka and Rose Foran, "Somalia: Evaluation in a Crisis Context: Measuring SDG 16 in Fragile Environments".

Inequalities and evaluation

THOUGHTS FROM SUKAI PROM-JACKSON
CHAIR AND INSPECTOR, UNITED NATIONS JOINT INSPECTION UNIT

How should or can evaluation be inequality-sensitive? What role can evaluation can play in helping to ensure that development policies and programmes leave no one behind?

"Inequality is a heavy agenda. Inequalities include gender and race. Inequality is associated with age and with disability, whether physical disability or learning disabilities. There are many other forms of inequalities. It is extremely important to look at the **intersections** of multiple inequalities. This is extremely challenging, particularly in the context of the evaluation function. Evaluators tend to break things into segments and analyse them separately. This is how we have conquered the world. This no longer works. Everything is interdependent and multidisciplinary.

"In looking at the role of evaluation, another challenge in bringing the lens of inequality to our work is a recognition of the **different histories** of the various actors involved. As an African woman, the histories that I hold might be quite different from the histories of other women who might be white or of Arab origin. As evaluators, we have to be very clear about what we mean when we mention inequalities; we cannot simply jump on a bandwagon.

"What kind of **transformative role** can evaluation play? What is the role of evaluation in addressing the imperatives of our current times and imperatives of the 2030 Agenda? The imperative is transformation. Transformation is a different kind of change. It's not just developmental – where we seek to improve a situation. It's not transitional – where we think we know where we want to go and we can pretty much address the challenge at hand. Transformational change typically means we have an idea, we have a vision, but we're not really sure how to achieve it. The knowledge systems we have no longer suffice to tell us how we should address these problems. Transformation requires a certain mindset, a holistic view.

"**Another imperative is inclusion**. There are many other imperatives that evaluation needs to address as well. We are living in a world that is volatile. A world that is unpredictable, that is in constant change. Evaluators often use 'heavy', time-consuming methods, whereas the world is changing very quickly. How do evaluators position themselves with respect to the media, to policy researchers, to statisticians? Evaluators need to define evaluation's strategic niche and demonstrate where and how it adds value in looking at inequalities.

"Evaluation is a practice of critical inquiry. When looking at related practices, such as audit, the question arises, what are we as evaluators doing? We never include this question in an evaluation because we assume we know and assume there's a structure to our world, but in this changing world, this is no longer the case. We have to start with the first question about the development intervention being evaluated: What are we doing? And the second question for evaluation: Are we doing the right things? Thirdly, are we doing things right? Are we making a difference? This is an important point, because our field is a field of critical inquiry. It is not a field that simply reports on progress from point A to point B. This mode of critical inquiry needs to play a major role in how we begin to look at inequalities.

"Another advantage of evaluation is its contribution of highly impartial or objective knowledge. Structural independence is important, for example for an evaluation office. Independence and impartiality have to be part of how an evaluator carries out his or her work. I think that's something we should never lose sight of, but we must not be held captive to actually sticking to a level of independence that's not balanced with validity, because a major function of what we do is to consider how valid what it is that we do. Validity has to do with accuracy. If we as evaluators are not accurate in what we say and what we do, tied to the judgments that we make, I think there's a big danger we bring to the world.

"When talking about transformative evaluation, when looking at leaving no one behind, when examining and interpreting the vast inequalities that exist, it is important for us to think with great accuracy on what it is we talking about, to think with responsibility and integrity on our profession that privileges us to make a judgment of value and worth and about truth. How are we interpreting inequalities? How are we actually assessing them? How are we defining what is of value? And how are we making recommendations for policymakers and other decision makers and for accountability of what's done? How are we enhancing learning and change?

"How do we frame what we do as a profession in moving forward? My message is that, as we address these imperatives, we really reflect on the question, what is the value we're adding? What are we doing? What do we actually seek as a profession to add value?"

2 FORMULATING GUIDING PRINCIPLES TO MAKE SURE EVALUATION LEAVES NO ONE BEHIND

AISHA JORE ALI AND **DUGAN FRASER**
CLEAR CENTERS FOR LEARNING ON EVALUATION AND RESULTS, ANGLOPHONE AFRICA

INTRODUCTION

As part of the 2030 Agenda for Sustainable Development, 193 United Nations Member States have pledged to "leave no one behind" and committed to ending extreme poverty. Their commitments include promising to act on bridging the inequality gap and ensuring that those left behind have a chance to catch up and share in global economic growth and progress in a more equitable manner.[19] For Governments, development partners and practitioners working in the monitoring and evaluation (M&E) space, this global commitment to act explicitly on issues of inequality and poverty should include how evaluation is practised and experienced by everyone at all levels.

This paper is a report on a workshop at the United Nations Development Programme (UNDP) National Evaluation Capacities Conference in October 2019, which sought to develop a set of principles to ensure that evaluation rises to this challenge and that it also "leaves no one behind". The paper describes the participatory process followed in the workshop to develop the six principles and concludes by suggesting how they could be taken forward and improved, and notes that their strength arises from the fact that they were developed collaboratively by a group of experienced practitioners working together in a short, intense working session.

Practices in monitoring and evaluation across projects and programmes have largely been guided by the requirements of international development. For example, bilateral and multilateral donor agencies along with many foundations and other investors have adopted and prescribe the use of the Organisation for Economic Co-operation and Development evaluation criteria across the international development ecosystem. As a result, the main guiding criteria for evaluating projects and programmes entail assessing relevance, determining their effectiveness, efficiency and impact and the sustainability

19 UNDP, "What does it mean to Leave No One Behind? A UNDP discussion paper and framework for implementation", UNDP, New York, 2018. https://www.undp.org/content/undp/en/home/librarypage/poverty-reduction/what-does-it-mean-to-leave-no-one-behind-.html

of projects.[20] These criteria are ubiquitously applied, driven in many instances by the agenda of international institutions and normalized through the routinized, uncritical application by evaluation practitioners and consulting firms.

International development systems are often shaped by influences that prioritize a particular economic and social perspective but which have not been effective in addressing inequality across the globe. In many developing countries, ordinary people are not involved in making decisions about the systems that should serve them, and development initiatives and interventions replicate historical unfairness and sustain privilege and exclusion, with benefits continuing to accrue to historical elites. Despite their stated intentions, the effect of many international development systems is to sustain and replicate inequality and exclusion, and as a key element of development management, the role of monitoring and evaluation in reinforcing these problematic dynamics requires scrutiny and attention.[21]

In many instances monitoring and evaluation contribute to inequality and exclusion because they prioritize the delivery of evidence that supports accountability to the providers of development assistance,[22] rather than enabling learning or accountability to communities and citizens. The challenge to the world of development is that as it seeks to close the gaps between men and women, rich and poor, North and South, through programmes guided by frameworks such as the Sustainable Development Goals, there is a danger that the systemic and structural inequities embedded within these systems could exacerbate rather than ease existing problems and present significant challenges to authentic efforts to combat global inequality.

We need to remember that:

> *Institutions are not, as some liberals would have us believe, neutral arenas for the solution of common problems, but rather sites of power, even of dominance. The vast majority of weaker actors are increasingly 'rule takers' over a whole range of issues that affect all aspects of social, economic, and political life*.[23]

The Center for Learning on Evaluation and Results – Anglophone Africa (CLEAR-AA) is at the forefront of efforts to strengthen the use of M&E systems by African Governments, academia and civil society. While it seeks to strengthen accountability systems within countries, it notes the paradoxical nature of its mission and recognizes the need to address the inequalities and inequities that could be exacerbated and deepened by

20 Chianca, T. (2008). The OECD/DAC Criteria for International Development Evaluations: An Assessment and Ideas for Improvement. Journal of MultiDisciplinary Evaluation, 5(9), 41–51.

21 Hall, P. A., & Lamont, M. (2009). Introduction: Social resilience in the neoliberal era. Social Resilience in the Neoliberal Era. https://doi.org/10.1017/CBO9781139542425.003

22 Hurrell, A. (2016). Global Inequality and International Institutions. Metaphilosophy, 32(1), 113–134.

23 Ibid.

its success. CLEAR-AA consistently reflects on the need to take account of debates on governance, neoliberalism and decolonization (among others). These concerns play a major role in shaping the approach taken by CLEAR-AA and informs the conceptual framework that underpins our academic research and the technical and advisory support we provide to Governments and other national evaluation system stakeholders in the countries where we work.

CLEAR-AA engagements with government institutions at national and regional levels, with executives and legislatures alike, reveal that not including the voices of vulnerable and marginalized people in shaping development agendas is a threat to long-term sustainability and prosperity. This is particularly true when the failures of development projects are attributed to factors determined through narrow diagnostics of the situation undertaken prior to interventions and with limited engagement with the actual context.

Monitoring and evaluation are value-laden exercises where judgment calls are made, often drawing from a wide and diverse variety of influencing factors, underpinned by values and ideals subscribed to by decision makers whose interests are other than those of the people whose development they manage. The findings and recommendations arising from M&E processes have a profound effect on projects and programmes. They influence funding decisions and have a key role in the design and targeting of programmes and projects, giving M&E practitioners enormous power that needs to be recognized and wielded with care and caution. When implementation choices around strategies, methods and approaches exclude important individuals and groups, there is a heightened risk of misidentifying problems and choosing inappropriate methods for monitoring and evaluation, which leads to unhelpful and potentially harmful analyses and inaccurate perceptions of performance and results. This makes it essential that M&E processes not leave anyone behind if they are to contribute meaningfully to the achievement of development processes.

FRAMING THE CONVERSATION – WHO GETS LEFT BEHIND IN EVALUATION?

As part of the 2019 NEC Conference in Hurghada, Egypt, CLEAR-AA facilitated a workshop to develop foundational guiding principles for leaving no one behind in evaluation practice. The workshop drew participants from government, UNDP, other United Nations agencies and members of the non-governmental organization and civil society communities from across the globe. Through an engaging and interactive process, participants drew on several frameworks to guide the conversation around the issues of exclusion and inequality in the conduct of monitoring and evaluation.

To guide a frank discussion on the issues of citizen and public participation, power, inclusion and agency, Sherry Arnstein's 1969 Ladder of Participation was used as an

initial framework to start the conversation with participants on what it means to leave people behind in development generally and in monitoring and evaluation specifically.

The purpose of the conversation was to situate the subsequent discussion within the context of a growing global concern about inequality and exclusion and the need to find ways of ensuring inclusion and authentic participation. Presenting the framework helped initiate a discussion on the power dynamics inherent in development processes, and on how meaningful participation is fostered when people who are usually powerless are purposively included in M&E processes and how doing so can be both the cause and effect of a shift in power. The group agreed that Arnstein's statement from 50 year ago, that "participation without redistribution of power is an empty and frustrating process for the powerless", remains as true today as it was then.

After setting the tone by discussing levels of participation, the focus shifted to gaining an understanding of the reasons why people get left out of M&E processes, or in the language of the United Nations system, get "left behind". The workshop used the UNDP 2018 framework for implementation entitled "What does it means to leave no one behind" to initiate discussion among participants on their personal experiences. There was broad agreement that the following five key factors identified in the framework are a very helpful starting point for understanding the drivers of exclusion:

- Discrimination
- Shocks and fragility
- Governance issues
- Socioeconomic status
- Geography

During the workshop, a number of interesting and illustrative examples were used to highlight the issues. These examples included a description of the situation of cattle herders in mountainous regions of Lesotho who are cut-off from services because of geography, among other reasons. There was also a lively discussion on climate change and how its effects on livelihoods are becoming a reality for many people all over the world, particularly the most poor and vulnerable who are already living on the margins.

There was strong agreement that despite efforts to combat gender inequality, it remains a major problem and driver of inequality. Many of the workshop participants noted that several of the factors listed above often work in tandem to exacerbate the situation faced by many people experiencing exclusion. Participants acknowledged that progress in addressing these factors is often slow and incremental and requires sustained and thorough analyses by development practitioners to fully understand the contexts in which development processes take place and how results are really achieved. And there was agreement that this alone is not enough: there needs to be a deliberate and purposeful focus on implementing adequately resourced processes

that empower people who are often excluded to participate in development and M&E processes.

DEVELOPING THE PRINCIPLES

The workshop then turned its attention to evaluations specifically, and used BetterEvaluation's Rainbow Framework[24] as a prompt to reflect on the range of inter-related tasks that need to be undertaken to do evaluations well and consider how equity and inclusion can be addressed throughout the evaluation process.

The seven clusters of evaluation-related tasks identified in the Rainbow Framework are:

- Defining the intervention
- Framing the evaluation
- Describing results
- Understanding causality
- Synthesizing data from various sources
- Reporting and supporting use
- Managing evaluations

Having been reminded by BetterEvaluation what has to be done to do good evaluations, the workshop considered three evaluations conducted in Bangladesh, the Islamic Republic of Iran and South Africa as examples of evaluation practice. Participants suggested who had been left behind in the three cases and why, and used the case reviews to propose how things could have been done differently in each case to make sure "no one got left behind". The suggestions of what could have been done better were then clustered into five areas where practices needed to be improved.

The five areas of potential improvement were then rephrased as guiding principles. The GUIDE approach to principles (described in Michael Q. Patton's book "Principles-Focused Evaluation")[25] was used to support the exercise of turning the five areas of practice into principles and to ensure that they were clear, meaningful and actionable. In terms of the GUIDE approach, principles should:

1. Provide guidance on what to do, how to think, what to value and how to act to be effective.

24 Better Evaluation. (2014). Rainbow Framework. Better Evaluation, 12.

25 Quinn Patton, M., & Campbell-Patton MESI, C. E. (2017). Principles-Focused Evaluation. Retrieved from http://www.cehd.umn.edu/OLPD/MESI/spring/2017/Patton-Principles.pdf

2. Be useful in informing choices and decisions.
3. Inspire by evoking a sense of purpose.
4. Be developmental and adaptable, applicable to diverse contexts over time and provide a way to navigate complexity and uncertainty.
5. Be evaluable, meaning that it should be possible to judge and document whether it is actually being followed and what results emerge from following the principle.

During the process of phrasing the principles, a sixth was added that recognizes the special care that needs to be taken in fragile and conflict-affected contexts.

The six principles developed in the workshop are the following:

Principle 1: Map evaluation stakeholders thoroughly and in detail at the outset of the evaluation.

Undertake detailed and thorough stakeholder mapping processes at the outset of every evaluation, taking care to consider who may be being left behind, in order to facilitate thorough public participation and engagement. This will lead to better evaluation results, greater credibility of findings and more ownership by the publics.

Principle 2: Sustain stakeholder engagements throughout evaluation processes

Ensure regular engagement of diverse groups throughout evaluation processes so that they have an opportunity to have their voices heard and provide space for them to contribute in respectful and enabling environments.

Principle 3: Use diverse and appropriate evaluation methods

Make use of diverse, appropriate and inclusive evaluation methods that are tailored to the needs of the evaluation participants, especially the users of the evaluation, and which take account of the possibility of people being left behind, in order to produce accurate, evidence-based and actionable findings and recommendations.

Principle 4: Always consider and be sensitive to the context

Carefully consider the socioeconomic, political and legal context throughout the evaluation process in order to achieve validity, ensure appropriateness and take account of who may be being left behind.

Principle 5: Disseminate evaluation findings

Disseminate comprehensive evaluation results transparently and equitably, taking care to make sure that they reach people who may be left behind, in order to contribute to an inclusive culture of evidence-based decision-making.

Principle 6: Be particularly vigilant about leaving no one behind in conflict-affected and fragile contexts and in humanitarian crises

In fragile contexts and in situations of humanitarian crisis, the principles that seek to ensure evaluation leaves no one behind should be applied even more rigorously and conscientiously since the risks are higher and the possible consequences of exclusion are potentially even more damaging

CONCLUSION: USING THE PRINCPLES

The principles developed in the workshop were presented by representatives of the workshop participants as part of the main NEC conference proceedings, where they were enthusiastically received. There was widespread recognition that the process of developing the principles was made special because it was inclusive and participatory and that this heightened their usefulness and applicability.

While the principles were warmly received, there were concerns that they do not address certain important issues, especially the need to consider the effects of human activity on natural systems and on our fellow non-human beings. The general consensus was that the principles are a good start with room for further development.

Overall, the principles were recognized as a useful contribution to growing the evaluation field and as a good starting point for the process of growing an evaluation practice that complements and adds value to the implementation of the Sustainable Development Goals. Ways of taking the process forward will have to be determined but the role of the UNDP in providing a space for this important conversation is gratefully acknowledged.

3 GENDER-EVALUATIVE EVIDENCE: A BLIND SPOT IN SDG REPORTING?[26, 27]

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INTRODUCTION

The 2030 Agenda for Sustainable Development has put forward an ambitious agenda to achieve the Sustainable Development Goals (SDGs). Within the frameworks of the Convention on the Elimination of All Forms of Discrimination against Women and the Beijing Declaration and Platform for Action, the 2030 Agenda reaffirms that development will only be sustainable if its benefits are equally shared by both women and men and full attainment of women's equal rights will only be achieved if there are broader efforts to protect the environment and ensure that no one is left behind.[29]

Tracking progress on the 17 SDGs is crucial, and gender-responsive monitoring is the responsibility of all countries in order to strengthen accountability for actions. However, monitoring gender data is not enough. Review and follow-up mechanisms put in place for the 2030 Agenda should be informed by country-led evaluations, among other things, to ensure they are rigorous and based on evidence. Evaluation offers evidence-based learning on how policies and programmes delivered results and what needs to be done differently. Gender-responsive evaluation can analyse the data and present strong gender-evaluative evidence to meet the gender accountability targets for the SDGs.

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26 This paper is based on the policy brief "Equity-focused, gender-responsive evidence: a blind spot in VNR reporting" authored by Silke Hofer-Olusanmokun, Tarisirai Zengeni, Florencia Tateossian, Svetlana Negroustoueva, Claudia Olavarría Manriquez and Kassem El-Saddik, and published by the International Institute for Environment and Development, EvalGender+, EvalSDGs and UN Women Independent Evaluation and Audit Services.

27 The authors would like to thank the members of the EvalGender+ group who have contributed to the evidence base for analysing 2019 voluntary national reviews: Claudia Olavarria, Hur Hussain, Umi Hanik, Abeer Hakouz, Margaret Kakande, Benjamin Kachero, Rashmi Agrawal, Sana Ben Salem, Aicha Ben Yahia, Alexis Salvatore, Anis Ben Younes, Sonal Zaveri, Dolgion Aldar.

28 UN Women is the United Nations Entity for Gender Equality and the Empowerment of Women.

29 UN Women, Turning promises into action: Gender equality in the 2030 Agenda for Sustainable Development; A/RES/70/1 – Transforming our world: the 2030 Agenda for Sustainable Development, para. 74 (g).

The follow-up and review mechanisms also call for inclusiveness, participation and ownership. The 2030 Agenda puts forward that processes should be "people-centred, gender-sensitive, respect human rights"[30] and be "open, inclusive, participatory and transparent for all people".[31] In this line, gender-responsive evaluation becomes a crucial avenue that can support accountability for gender equality commitments in the implementation of the SDGs. At the global level and national levels, capacities are therefore needed for increasing the demand and conducting gender-responsive evaluations in order to meet the accountability commitments for gender equality in the implementation of the SDGs.

Gender-responsive evaluation allows countries to identify the structural causes of inequalities through deeper analysis of power relationships, social norms and cultural beliefs. Gender-responsive evaluation assesses the degree to which gender and power relationships – including structural and other causes that give rise to inequities, discrimination and unfair power relations – change as a result of an intervention using a process that is inclusive, participatory and respectful of all stakeholders (rights holders and duty bearers). Gender-responsive evaluation also provides information on the ways in which development programmes are affecting women and men differently and contributing towards achievement of these commitments. Finally, it helps to promote social change by using the knowledge produced from an evaluation for better development programming that promotes gender equality, women's empowerment and human rights in a sustainable manner.

At the global level, gender-responsive evaluation is driving the way in which evaluation is being conducted in order to meet the accountability commitments for gender equality in the implementation of the SDGs.

Capacity-building for countries should include strengthening national evaluation systems, particularly in least developed countries, small island developing States, landlocked developing countries and middle-income countries.[32] This means that evaluation and national evaluation capacity development should play a crucial role to support effective and efficient implementation of the SDGs. In line with strengthening national evaluation systems, various initiatives across regions are working to build capacities in gender-responsive evaluation. For instance, in the Americas and the Caribbean region, Colombia, Costa Rica, the Dominican Republic, Ecuador and the City of Buenos Aires have engaged in programmes to strengthen their national/local evaluation systems, integrating gender equality and human rights perspectives in the evaluation of public policies. Similarly, Zimbabwe is developing a national monitoring and evaluation framework for gender equality. These uniquely integrated initiatives and activities are expected to

30 Ibid, para 74 (e).

31 Ibid, para 74 (d).

32 Ibid, para 74 (h).

augment efforts by government and non-State actors towards strengthening existing and establishing new gender-responsive national monitoring and evaluation systems.

The global evaluation community has also engaged in reinforcing nationally-owned and -driven evaluation systems with a gender-responsive lens. EvalGender+, a global partnership composed of 37 organizations that aims to strengthen gender-responsive evaluations, has established itself as a unique movement to advocate for equity-focused and gender-responsive evaluation for the SDGs. As such, EvalGender+ works to advocate for gender-evaluative evidence and support accountability for gender equality commitments in the implementation of the SDGs. Among its initiatives, in 2018, EvalGender+, together with the International Institute for Environment and Development and EvalSDGs, jointly published a policy brief that looked at the degree of integration of gender-responsive evaluation in voluntary national reviews (VNRs). In 2019, EvalGender+ extended the study to analyse a group of 2019 VNRs and compare the progress and challenges in meeting the SDGs.

ANALYTICAL FRAMEWORK AND ANALYSIS

The research studies for VNRs for both 2018 and 2019 aimed to answer the following questions:

- Whether and how gender equality is covered by the VNRs.
- Whether and how VNRs incorporate gender-responsive evaluative evidence. If not, what are the possible barriers?
- Whether perspectives from marginalized individuals (Leave no one behind) are included in the VNRs.
- Whether and how evaluation communities have been engaged in VNR processes at national level.
- How evaluative evidence on gender can be strengthened.

Based on these questions, an analytical framework was designed in order to assess the VNRs according to the following categories:

- Use of "Evaluation"- and "Gender"- related keywords
- Reference to a governance system for measuring progress towards the SDGs
- Description of a methodological framework for the VNR
- Integration of evaluation into SDG follow-up and review systems
- Mention of national frameworks, strategies, policies related to gender equality
- Evidence of inclusion of marginalized voices (Leave no one behind) in VNRs
- Evidence of plan(s) for a regular review of SDG progress at the national level, including the role of civil society in those processes

The EvalGender+ reviews included 43 countries that published their VNRs in 2018 and 24 countries that published theirs in 2019.[33] A short summary of the analysis under each category is presented below.

KEYWORD REVIEW

The analysis showed that there are varying uses of the equity-focused and gender-responsive terminology. Mostly, VNRs do not address these terms specifically but use nuances to address issues related to social inclusion, violence against women and evaluation. They usually use the term "review" instead of "evaluation" and use "social participation" with the aim to address inclusion. The terms lesbian, gay, bisexual, transgender, queer or intersex are almost never used.

GOVERNANCE SYSTEM TO MEASURE PROGRESS TOWARDS THE SDGS

Most VNRs in 2019 do not mention monitoring and evaluation systems when describing governance mechanisms for SDG reviews. Only two VNRs (Democratic Republic of the Congo and Guyana) specifically mention the role of national monitoring and evaluation systems as responsible for the SDG reviews. In general, countries within the group analysed in 2019 have relied on national statistical offices and/or ministries of planning, development, finance and in some cases foreign affairs as the main bodies in charge of monitoring and reviewing progress towards the SDGs. It is also important to note that while these bodies are mentioned, there is no observed linkage with national evaluation systems.

METHODOLOGICAL FRAMEWORK FOR SDG REVIEWS

Of 43 VNRs analysed in 2018, 27 mentioned a method, but there is limited clarity on a specific methodological framework or use of a specific analytical tool. Only three countries mentioned the use of the Rapid Integrated Assessment[34] proposed by UNDP. Mexico stands out for mentioning the importance of having an "engendered national plan for monitoring and evaluation". In 2019, 16 of 23 VNRs analysed did mention specific tools and used an analytical framework for analysis. Among these tools, the SDG Indicator Collection and Assessment Tool developed by Guyana, the UNDP Rapid Integration Assessment tool and the Living Standards Framework with indicators focused on well-being (New Zealand) stand out.

33 https://sustainabledevelopment.un.org/vnrs/

34 https://www.undp.org/content/undp/en/home/librarypage/sustainable-development-goals/rapid-integrated-assessment---mainstreaming-sdgs-into-national-a.html

INTEGRATION OF EVALUATION IN VNR REVIEWS

There was limited to no mention of evaluation or of gender-responsive evaluation in the 43 VNRs reviewed for 2018. The VNRs analysed in 2019 did reference evaluation within the monitoring and evaluation context, although with limited examples of use of evaluative evidence and almost no examples of gender-responsive evaluation. The need for evaluations is sometimes highlighted as in the cases of the VNRs for Chile, Guyana and Tunisia. In some cases, past evaluations were used as evidence to reference progress towards the SDGs, for example in the case of the Tunisia VNR, and commitment to invest in evaluation capacity in the future is seen as a crucial element.

GENDER EQUALITY FRAMEWORKS

Major international gender equality frameworks and treaties were increasingly mentioned in the 2019 VNR reviews. Among them, the Convention on the Elimination of all Forms of Discrimination against Women, the international treaty adopted in 1979 by the United Nations General Assembly, and the Beijing Platform for Action were the most cited. National frameworks and laws were also often cited in the VNRs. Data disaggregated by sex were mainly included in the health, education and employment sections of the reviews.

LEAVE NO ONE BEHIND

In the VNRs, a wide range of context-specific marginalized groups were specifically referred to as those who should not be left behind, most commonly children and women and much less so youth, the elderly, persons with a disability and indigenous peoples. When referring to "leave no one behind", VNRs usually also mentioned different type of stakeholders that were part of the VNR discussions and involved in the process of reviewing progress towards the SDGs. These were mainly civil society organizations. Academia and women's organizations or groups were almost never mentioned.

LOOKING AHEAD

The VNRs included a section on how future reviews will be conducted and which governance systems will be part of them. In some cases, national monitoring and evaluation systems were mentioned, as well as information systems through statistical offices. There was some acknowledgement of evaluation but there was no systematic plan to include evaluation systems in future VNRs.

CONCLUSIONS AND RECOMMENDATIONS TO TAKE ACTION

Findings from global and regional analyses point to gaps in using equity-focused and gender-responsive evidence from evaluations to inform VNRs. The analysis showed that although monitoring is strong, evaluation receives almost no attention, nor does evaluative evidence, particularly gender-evaluative evidence. Lack of disaggregated data remains a core problem for tracking progress, especially for selected sectors.

Among the general conclusions, the comparative analysis helped us to observe that:

- Inclusion of gender-responsive evaluative evidence and evidence from national evaluations on gender equality plans and strategies is still extremely limited; however, mention of gender equality frameworks such as the Convention on the Elimination of all Forms of Discrimination against Women and the Beijing Platform for Action has increased.
- Evaluative evidence is present in selected cases, although use of evaluations to inform progress on the SDGs appears limited. This can denote a slight positive change from 2018 to 2019.
- Access to data disaggregated by sex continues to be a challenge to monitoring progress in most of the countries analysed, with health and education targets more often disaggregated by sex than other sectors.
- Inclusion of civil society in SDG reviews is still weak, but there has been some positive progress in terms of considering the voices of civil society organizations regarding progress towards the SDGs. Women's groups are still not specifically referenced in most cases and neither are voluntary organizations for professional evaluation.

Based on this analysis and conclusions, a series of recommendations are put forward for action by the global development and evaluation community.

RECOMMENDATIONS

- To engage with frameworks such as the Rapid Integrated Assessment framework for SDG readiness
- To promote resources and expertise from the evaluation community, including voluntary organizations for professional evaluation, related to gender-responsive evaluative evidence
- To engage with gender machineries, to sensitize them to demand gender-responsive evidence and provide them with evidence for advocacy
- To ensure that evaluation processes elevate gender-responsive evaluation from an approach to a stand-alone evaluation criterion, to make them catalysts for transformative change, including in the 2030 Agenda

- To strengthen evaluation of national gender policies, plans and strategies that can feed into VNR processes
- To build and/or enhance partnerships between statistical commissions, national SDG governance platforms and evaluation communities to enable strong links between data, analysis and evaluation

4 LEAVING NO ONE BEHIND: ELEVATING SOCIAL PROTECTION FOR FILIPINO MIGRANTS THROUGH EVALUATION

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INTRODUCTION

Currently, there are more than 10 million Filipinos staying in 197 foreign countries and territories, making the Philippines one of the top sources of immigrants around the world. The rapid and large-scale international labour migration from the Philippines started five decades ago as a response to the demands of oil-rich Gulf countries for workers to carry out infrastructure development projects after the oil crisis in 1973. Reinforcing the outflow of migrants was the passage of the Labor Code of the Philippines in 1974, which established the Philippine Government's overseas employment programme. This opened employment opportunities abroad and prompted Filipinos to migrate in pursuit of better economic conditions and quality of life elsewhere.

While the economic benefits of migration through increased remittances are clearly substantial, the trade-off is that the safety and welfare of the Filipino migrants sending these remittances have been put at risk. Over the years, statistics showed that a considerable number of overseas Filipinos became distressed; many became victims of abuse, maltreatment and trafficking; some have lost their jobs due to economic downturns; others even face criminal charges and sentences.

In response to the social protection and welfare concerns of overseas Filipinos, the Department of Social Welfare and Development (DSWD), being the lead government agency in the Philippines providing protection to vulnerable and disadvantaged Filipinos, started to implement the International Social Welfare Services for Filipino Nationals (ISWSFN) project in 2002 in countries with a high concentration of overseas Filipinos.

This paper describes the efforts of DSWD in elevating social protection for migrant Filipinos through evaluating the ISWSFN and examining the Philippine Government's approach to address the needs and issues of overseas Filipinos and their families. It also shares how evidence harvested from the evaluation was used to influence the legislature and policies and improve programme implementation.

SITUATION OF OVERSEAS FILIPINOS

The Philippines is known as a major source of global workers. Since the 1970s, the number of Filipinos migrating to work abroad has followed an upward trend. More than 1 million Filipino workers are deployed annually to about 197 countries and territories all over the world, who then work in thousands of different settings. In 2014, the Commission on Filipinos Overseas counted 10,238,614 overseas Filipinos in 197 countries and territories as of December 2013.

Meanwhile, in the 2017 Survey on Overseas Filipinos by the Philippine Statistics Authority, 2.34 million Filipinos were estimated to be working abroad at any time during the period April to September 2017. Fifty-seven percent of the overseas Filipino workers (OFWs) are concentrated in countries in the Middle East, led by the Kingdom of Saudi Arabia with 25 percent of the total number of OFWs. However, according to the Philippine Department of Foreign Affairs (DFA), Malaysia has the greatest number of undocumented Filipinos with 448,450 persons, or 38 percent of all undocumented OFWs.

In the same 2017 Survey, it was revealed that women OFWs constitute almost 54 percent (53.7 percent) of total OFWs, and that they were generally younger than the male OFWs. Of these 2.34 million OFWs, 54 percent serve as labourers, unskilled workers and service workers. These types of employment offer minimal protection, exposing the OFWs further and making them, especially women, vulnerable to sexual exploitation, abuse and violence.

The combination of their vulnerability (female, unskilled, low level of education) and high likelihood of exposure (type of work, tenure and location of work) puts the welfare and safety of OFWs at risk. Over the years, statistics showed that many OFWs under these conditions suffered abuse, maltreatment, forced labour and exploitation, hence their need for special protection.

MEASURES IMPLEMENTED TO PROTECT OVERSEAS FILIPINOS

In 2002, prompted by the massive crackdown/deportation of Filipino nationals in Malaysia, the DSWD began posting Social Welfare Attaches (SWAtts) to help the Philippine Embassy uphold and protect the rights and welfare of OFWs, especially those who are undocumented and distressed.

In 2003, pursuant to its mandate to provide care and protection to vulnerable and disadvantaged individuals, the DSWD developed the ISWSFN as a guide for the proper delivery of social welfare services to overseas Filipinos.

In 2004, Executive Order No. 287 was signed by then President Gloria Macapagal Arroyo, directing the deployment of SWAtts in countries with the highest concentration of OFWs as determined in coordination with the DFA, Department of Labor and Employment (DOLE) and the Philippine Overseas Employment Agency.

Through the representation of the DFA and DOLE, SWAtts were posted in Hong Kong, Qatar, Saudi Arabia (Riyadh and Jeddah), Kuwait, Jordan, Italy and the Republic of Korea. As members of the One Country Team (OCT) in the Philippine Embassy, the SWAtts are helping migrant Filipinos and other overseas Filipino nationals who are in crisis situations and in need of special protection, such as victims of trafficking, illegal recruitment, abuse/exploitation, maltreatment by employers and even human-induced and natural disasters.

The SWAtts also provide services to prisoners/detainees, children in need of special protection such as those who have been abandoned, neglected, exploited and abused, children needing alternative placement, Filipinos experiencing marital and domestic problems, those in need of pre-marriage/marriage counselling and those with health problems, among others.

EVALUATION OF THE INTERNATIONAL SOCIAL WELFARE SERVICES FOR FILIPINO NATIONALS PROJECT

Despite the efforts of Philippine embassies, consulates, Overseas Labor Offices, Workers Welfare Offices and the SWAtts, the surge of distressed OFWs continues. Since 2016, more than 22,000 distressed OFWs have been repatriated. This is indicative of the gravity of the problems besetting our OFWs, leading to the question, are our preventive and protective programmes for OFWs responsive and effective? This is also very timely to ask since, even with almost two decades of programme implementation, no evaluation study has been conducted to examine the extent of the relevance, efficiency and effectiveness of the ISWSFN interventions.

In response, in 2017 the DSWD formed a team that conducted an assessment of the ISWSFN to: (1) determine the responsiveness and effectiveness of the social welfare services provided to distressed OFWs; and (2) ascertain the measures necessary to prevent exposure and protect vulnerable OFWs and other migrant Filipinos.

The team examined quantitative and qualitative information collected from distressed overseas Filipinos receiving ISWSFN services, various programme stakeholders and other relevant sources of data including members of the OCT in four selected countries where the assessment took place: Malaysia, Saudi Arabia, United Arab Emirates and Kuwait.

Resulting evidence from the assessment proved the continuing need for ISWSFN interventions in the foreseeable future. The relevance of social welfare services provided through ISWSFN was heightened given the high magnitude of distressed and vulnerable overseas Filipinos in the selected countries. In fact, the assessment team found thousands of distressed OFWs in the countries visited, with household service workers and undocumented overseas Filipinos comprising most of them.

The study revealed that the presence of SWAtts in the countries visited proved to be relevant in providing immediate response and continuing psychosocial interventions to overseas Filipinos in distress. Due to the complex nature of overseas Filipinos' cases, the

expertise and distinct role of SWAtts were highly recognized. Additionally, the SWAtt services are also crucial in providing an immediate response to the needs of individuals in crisis situations. Due to the limited number of SWAtts vis-à-vis the enormous number of distressed OFWs, including those in far-flung areas, only about 15 percent of OFWs assisted by the Philippine Embassies were served by the SWAtts. Despite the resource constraints, however, the effectiveness of ISWSFN was not compromised as evidenced by the clients' highly satisfied feedback.

One constraint is that despite the relevance and necessity of the SWAtts, Republic Act (RA) 10022 or "An Act Amending RA 8042 or the Migrant Workers and Overseas Filipinos Act of 1995", does not include provisions on the role of DSWD in providing services to overseas Filipinos.

Given these findings, the assessment team made the following recommendations:

- Continue the deployment of SWAtts and increase manpower in the foreign posts to be able to serve more distressed overseas Filipinos and to cover those located in far-flung areas
- Despite having a Joint Manual of Operations, clearly delineate the roles and services of each OCT member agency and closely coordinate their services
- Review and revise the manual for the ISWSFN and clearly define the mechanisms and processes along the following components: (1) target clients and available services; (2) structure (local and at post); (3) qualification, selection and deployment of SWAtts; (4) benefits and incentives; (5) protocols in communication; (6) monitoring and evaluation system; and (7) information system
- Amend the Migrant Workers and Overseas Filipino Act to include DSWD and its role in the protection and promotion of the welfare of overseas Filipinos, particularly the undocumented and distressed

HOW THE EVALUATION INFLUENCED PROGRAMME IMPLEMENTATION, POLICIES AND THE LEGISLATURE

The success of evaluation studies relies heavily on their utilization for organizational learning and policymaking processes. As experienced by the Philippine Government, the evaluation study of the ISWSFN has been successful in fulfilling its purpose as it transformed evidence into results, in that the evidence it generated was essential in improving programme implementation, policy enhancement and legislative processes. Specifically, the evaluation study had the following impacts:

- **Deployment of SWAtts in foreign posts continued.** As mentioned earlier, the study aimed to determine whether the SWAtts are relevant in addressing the social welfare concerns of overseas Filipinos. Before the study was conducted, the DSWD management was considering discontinuing the deployment of

SWAtts given the high budgetary requirements this service incurs. However, evidence from the study highlighted the need for SWAtts in foreign posts. Thus, not long after the evaluation results were released, the DSWD decided to resume deployment and continue the SWAtt operations instead.

- **Development of more comprehensive social protection strategies.** The results of the study were used in the review and revision of the ISWSFN guidelines and manual of operations in consideration of the current and emerging issues prevailing in the overseas Filipinos' host countries.

  The existing social protection services for overseas Filipinos are implemented and concentrated in diplomatic posts; hence little attention was paid to premigration and reintegration services. In consideration thereof, the DSWD is now accelerating its social protection strategies which will be reflected in the amended ISWSFN guidelines and manual.

- **Establishment of the Office for the Social Welfare Attaché signed into law.** One of the biggest impacts of the evaluation study was its contribution to the approval of Republic Act (RA) No. 11299, also known as "An Act Establishing the Office for the Social Welfare Attaché." Signed by the President on 17 April 2019, this law is aimed at strengthening the international social welfare services provided by DSWD.

  The law amends Section 2 of RA No. 8042, or the "Migrant Workers and Overseas Filipinos Act of 1995" to include: (1) providing protection and assistance to Filipino migrant workers, especially workers vulnerable to physical, emotional and psychological stress or abuse and cases of abandoned or neglected children; and (2) establishing and maintaining a databank and documentation of OFWs and their families so that appropriate social welfare services can be more effectively provided. Further, the law tasks the DSWD, in coordination with DFA and DOLE, to deploy SWAtts to countries with large OFW populations.

The ISWSFN evaluation study was an integral document in providing stronger evidence towards the need for approval of the bill. It was disseminated to the national legislature of the Philippines and was primarily used by Senator Joel Villanueva, the principal author of the bill, to justify the creation of the Social Welfare Attaché Office.

With the enactment of RA 11299,[35] the deployment of SWAtts and appropriation of budgetary requirements for implementation of international social welfare services

35 The law emphasizes that the Philippine Government shall "provide adequate and timely social, economic and legal services to Filipino migrant workers, especially for workers who are vulnerable to physical, emotional, and psychological stress or abuse." It also mandates the Department of Social Welfare and Development to deploy social welfare attachés in countries where there are high concentrations of overseas Filipino workers.

have been institutionalized. The passage of this law and the new guidelines will help fulfil the DSWD commitment that Filipinos, even those overseas, will be properly provided with social protection services to ensure that no one will be left behind.

CONCLUSION, CHALLENGES AND WAYS FORWARD

The Philippine Government has already achieved gains in enhancing its social protection programmes and policies for Filipino migrants. Still, much remains to be done in addressing persistent and emerging migration issues.

New and complex vulnerabilities are emerging. Countries visited, except for the United Arab Emirates, had a high magnitude of undocumented child clients. These are cases of children born to undocumented parents, illegitimate children and those who are born out of wedlock, among others. These figures could be higher since not all overseas Filipinos seek assistance from Philippine embassies with regard to concerns of undocumented children. Apart from them, the numbers of distressed overseas Filipinos who are elderly and with disabilities are emerging. This would need wider social welfare services and stronger case management strategies under the ISWSFN.

Escaping poverty is the main reason for migration. The distressed overseas Filipinos wanted to have a "masaganang buhay" or "better quality of life" and they believed that working abroad wouldl help them achieve this. Hence, poverty is still seen as the main reason behind Filipino migration.

This calls for stronger efforts from the whole of the Philippine Government to accelerate its efforts in comprehensively addressing poverty. Specifically, opportunities in the Philippines should be expanded to discourage international labour migration.

There is a need for a more convergent delivery of social protection services for migrant Filipinos. Although there are a Joint Manual of Operations and guidelines aimed at harmonizing service delivery, duplication of services and lack of clear delineation of roles among the Philippine government agencies remain persistent. The Philippine Government should take measures to strengthen inter-agency coordination to upgrade its services in addressing issues on the delivery of interventions to overseas Filipinos and their families.

Admittedly, Philippine government agencies face difficulties in combating risks associated with migration. But with the burgeoning appreciation of the importance of evaluation within the Government, opportunities for strengthening the country's social protection system for Filipino migrants abound in the foreseeable future.

5 EVALUATION TO LEAVE NO ONE BEHIND: ADAPTING TO A CHANGING CLIMATE

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THE CHANGING GLOBAL CLIMATE

The climate is changing, and the evidence is unmistakable. At the United Nations Climate Action Summit in New York in October 2019, Secretary-General António Guterres opened the proceedings, noting that the years 2015 to 2019 were the five hottest years on record. He stated,

> *Seas are rising and oceans are acidifying. Glaciers are melting and corals are bleaching. Droughts are spreading and wildfires are burning. Deserts are expanding and access to water is dwindling. Heat waves are scorching and natural disasters are multiplying. Storms everywhere are more intense, more frequent and more deadly… As the scientific community has told us again and again, we need to cut greenhouse emissions by 45% by 2030; reach carbon neutrality by 2050; and limit temperature rise to 1.5 degrees by the end of the century.*[36]

This dire warning was preceded in October 2018 when the Intergovernmental Panel on Climate Change issued a Special Report on Global Warming of 1.5°C which stated that:

> *Human activities are estimated to have caused approximately 1.0°C of global warming above pre-industrial levels, with a likely range of 0.8°C to 1.2°C. Global warming is likely to reach 1.5°C between 2030 and 2052 if it continues to increase at the current rate.*

The report makes clear that such a warming trend will have "rapid and far-reaching" impacts on land, energy, industry, buildings, transport and cities.[37]

We know that countries and communities that anticipate and put in place measures to mitigate the risks of extreme weather events face less destruction, and build back faster than those that don't. Yet we also know, especially over this past decade, that even countries with strong coping and adaptive capacities can struggle to deal effectively with the expanding nature of the hazards they face.

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36 https://www.un.org/sg/en/content/sg/speeches/2019-09-23/remarks-2019-climate-action-summit

37 https://www.ipcc.ch/sr15/

The battle to curb carbon dioxide emissions dovetails with the human development goal of leaving no one behind. The challenges to vulnerable developing countries are profound. Many struggle with fragile health systems, malnourished populations, haphazard land planning, poor infrastructure and inadequate emergency response systems. We know that over 95 percent of the recorded deaths from natural disasters between 1985 and 2008 occurred in developing countries.

Support for adaptation, especially for the poorest and most vulnerable countries, will be a critical part of the global response to global warming. While no country in the world will be insulated from the consequences of global warming, some countries have a particularly high exposure. This is especially apparent in the case of some small island developing States, where rising sea levels pose an existential threat. Beyond questions of exposure, it has been shown that poor countries and the poor communities within countries are more vulnerable to global warming than richer ones. If smart choices are not made now, climate change will exacerbate and further entrench inequalities both within and between countries

GLOBAL CLIMATE PRIORITIES

Sustainable Development Goal 13, on climate action, has five global targets. These are to:

1. Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries.
2. Integrate climate change measures into national policies, strategies and planning.
3. Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning.
4. Implement the commitments undertaken by developed country parties to the United Nations Framework Convention on Climate Change, to mobilize jointly $100 billion annually, starting in 2020, to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation, and fully operationalize the Green Climate Fund through its capitalization as soon as possible.
5. Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities.

EVALUATING CLIMATE CHANGE ADAPTATION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) is undertaking an evaluation of UNDP assistance to countries on climate change adaptation. Its objective is to evaluate the achievements and performance of UNDP in helping partner countries reduce climate-related risks and adapt to new climate conditions. The evaluation is taking up questions such as:

- How is UNDP contributing to improved climate change adaptation of partner Governments and achievement of their adaptation goals? In what areas are achievements observable?
- How is UNDP helping to ensure the pledge of the 2030 Agenda for Sustainable Development to "leave no one behind" and "endeavour to reach the furthest behind first" in its climate change adaptation support? How has adaptation support helped to foster more sustainable consumption and production patterns, so that natural resources can support the needs of future generations in the context of a warmer planet? To what extent has UNDP considered gender aspects in its work in support of climate change adaptation?
- In areas where results have proven to be more elusive, how can UNDP better support partner Governments to overcome their climate change adaptation challenges?

The National Evaluation Capacities (NEC) Conference, held in Hurghada, Egypt in October 2019, provided an opportunity to bring government officials and evaluators together to discuss the Sustainable Development Goals. The proceedings included a distinguished panel of United Nations and national government officials considering how the international community and national and local leaders are taking up the challenge of adapting to a warmer world. Included in the panel were:

- Mashavu Omar, Commissioner for Monitoring and Evaluation, Zanzibar Planning Commission, Zanzibar, United Republic of Tanzania
- Keiichi Muraoka, Director, ODA Evaluation Division, Ministry of Foreign Affairs, Japan
- Zénabou Segda, Coordinator, Women's Environmental Programme, Burkina Faso
- Serdar Bayryyev, Senior Evaluation Advisor, Food and Agriculture Organization of the United Nations (FAO)
- Dustin Shinn, Regional Climate Change Specialist, UNDP Regional Hub for the Arab States

KEY TAKEAWAYS FROM THE NEC CLIMATE CHANGE ADAPTATION PANEL

1. Climate change is having real consequences across the developing world. For example, the Arab States include 14 of the world's 20 most water-stressed countries. Current climate change projections show that by 2025, the water supply in the Arab States region will be only 15 percent of the levels available in 1960. The region has a 4 percent annual deforestation rate, largely due to charcoal production. Between 2007 and 2017, the region saw one of its most severe drought cycles, triggering large internal displacement and exacerbating social disruption and instability.
2. A 2011 study of the economics of climate change in Zanzibar[38] noted that over the previous 30 years, temperatures had been rising and rainfall was increasingly unstable, with heavy intermittent rains reaching a recording 212 millimetres of rain in just one seven-hour period. The increased variability and intensity have continued since 2011, with resulting loss of life, homes and other infrastructure. The increased variability of rain has imperilled farm production. Higher offshore winds have increased wave activity associated with coastal erosion, and the resulting intrusion of salt water into low-lying agricultural land makes these lands unfit for production, with higher incidences of contaminated drinking water.
3. Existing agriculture and food systems are partly responsible for climate change. Recent estimates are that up to 20 percent of greenhouse gas emissions are from agricultural activities. But at the same time, appropriate actions to ensure sustainability in agriculture and food systems, forestry and fisheries can actually mitigate greenhouse gas emissions and promote climate change adaptation. Ninety percent of countries today, in their intended nationally determined contributions to climate mitigation, referred to agriculture, land use and the forestry sector as part of their contributions to mitigation and adaptation.
4. United Nations agencies are heavily involved in providing support to developing countries on climate change adaptation, especially with funding provided by the Global Environment Facility (GEF), Adaptation Fund and Green Climate Fund. UNDP works in over 100 countries to improve climate resilience. By the end of 2019, UNDP had secured $1.2 billion for 124 climate-related projects that support 99 countries, with $1.35 billion in the pipeline.

38 See part 2, chapter 6, "Climate Change Adaptation in Zanzibar and the Implications for Evaluation" by Mashavu Khamis Omar for an in-depth discussion of this study.

5. An estimated 25 percent of the project portfolio of FAO is dedicated to or significantly associated with climate change. In 2015, work on climate change was adopted as a cross-cutting theme in the FAO strategic framework, guiding all FAO programming, advisory services and other activities. FAO works to promote and apply sustainable food and agriculture principles; generate data in support of sustainable production; and expand the use of climate-smart agriculture and conservation agriculture.
6. Conservation agriculture and climate-smart approaches are being introduced, yet adoption is at a very slow pace and there is limited scale-up. This was particularly the case in food-insecure and vulnerable regions of sub-Saharan Africa and South-East Asia, where barriers to adoption include land ownership insecurities, limited property rights, low levels of investment and support for agricultural research and extension and high operational costs. The conservation agriculture approaches used in FAO-sponsored projects in Morocco and Zambia resulted in reduced use of mechanized labour and in lower labour and energy costs. However, there were also substantial investment costs to purchase required equipment and herbicides, emphasizing that climate-smart techniques require long-term approaches and containing financial support to see sustainable benefits. In the case of the project in Morocco, adoption was also challenging for the farmers, as it involved specialized expertise to introduce and manage new land and crop management techniques.
7. An important effort in the United Republic of Tanzania has been to strengthen the capacity of the Tanzania Meteorological Authority so it can give meteorological data on a timely basis, providing early warning of high winds, heavy rains and other high-risk climate conditions. Other efforts have been to institutionalize capacity-building on climate change coordination and to reach out to vulnerable populations, including coastal farmers, seaweed collectors, etc., so they are better aware. There are challenges of course, as the cost of changing practices can greatly exceed what local farmers can manage. (This is expanded upon in the next paper in this volume, *Climate Change Adaptation in Zanzibar and the Implications for Evaluation*.)
8. The work of the Government of Japan in support of the Philippine Government's natural disaster risk management is instructive. Evaluations of this work make clear the importance of mainstreaming disaster risk reduction by compiling disaster statistics and introducing a disaster risk management system in the country. This is more than just a matter of providing loans and grants to build infrastructure and obtain equipment, as capacity-building is essential and efforts are needed to increase partnerships with the energy sector and the private sector in order to increase resilience to national disasters. In addition, one of

the most important efforts is to get local communities involved by way of education, information and communication with all stakeholders. (See also *Japan: Evaluation and the SDGs* on page 52.)

9. The private sector, in particular the insurance industry, has an important role to play, yet engagement with the private sector on climate change-related work tends to be limited in scope, and often risk management is not taken fully into consideration by the private sector. Through the GEF, UNDP has been working with private insurers to develop Sudan's very first weather index-based insurance scheme, including institutional and technical capacity for climate observation, forecasting and early warning. The plan is to provide 45,000 farmers and pastoralists in the country with weather index-based insurance through three microcredit flexible loan products to be packaged together with the insurance. Cooperation with global companies is also expanding, for instance IKEA's support for sustainable forestry management and work with Google in assessing changes in global land and forest resources.

CONCLUDING COMMENT

The panel session provided important lessons for the IEO at the launch of its evaluation of UNDP support to countries on climate change adaptation, offering a useful mix of global, national and local experiences. As the panel discussion made clear, many of the challenges in promoting climate change adaptation relate to the slow pace of adoption of innovative new approaches; limited sustainability of innovative measures that are put in place; and the lack of follow-up efforts to scale up and replicate successful mechanisms. There are also issues of competing interests and trade-offs, as well as the need to adapt mechanisms to local contexts and priorities.

Japan: Evaluation and the SDGs

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Japan is a natural disaster-prone country; for centuries it has been struggling to reduce natural disaster risk from not only earthquakes and tsunamis but also climate-related disasters like typhoons, floods and landslides.

In its long history of combating natural disasters, Japan has developed various preventive measures to mitigate the damages of natural disasters. The people of Japan are now sharing their knowledge and experiences in the form of development cooperation. In the field of disaster reduction, Japan's cumulative total official development assistance (ODA) from 2005 to 2011 was US$105.5 million, making Japan the largest donor among member countries of the Development Assistance Committee of the Organisation for Economic Co-operation and Development.

For the purpose of accountability and to gain lessons learned, the ODA Evaluation Division of the Ministry of Foreign Affairs implemented a policy-level evaluation, *Evaluation of Assistance under the Initiative for Disaster Reduction through ODA*[39] in fiscal year (FY) 2013.

To complement the presentations of session 7 on *Evaluation and the Sustainable Development Goals (SDGs): Adapting to a changing climate*, the recommendations of the policy-level evaluation are as follows:

- Mainstream disaster risk reduction (DRR) by compiling disaster statistics and introduce a disaster risk management system so that DRR aspects can be incorporated into all projects
- Strengthen strategic utilization of a soft component in order to increase its impact
- Build partnerships with diverse actors such as local governments, non-governmental organizations, private companies, universities and research institutions
- Formulate new initiatives with a clear message

On a programmatic level, the Embassy of Japan in the Philippines and the National Economic and Development Authority of the Philippines conducted a joint evaluation, *Japan's ODA to the Disaster Risk Reduction and Management Sector in the Philippines*[40] in FY2015.

39 https://www.mofa.go.jp/policy/oda/evaluation/FY2013/pdfs/drr.pdf

40 https://www.mofa.go.jp/policy/oda/evaluation/FY2015/pdfs/philippines.pdf

The recommendations from the joint evaluation are:

- Make (Japan's) ODA projects DRR-sensitive
- Strengthen complementarity among technical cooperation, loans and grants
- Pursue collaborative projects with other providers of development cooperation

In addition to the above, key lessons learned at the community level gained from project-level evaluations of disaster risk reduction and mitigation projects confirm the need for:

- Initiatives by local government
- Involvement of central government
- Better data and information on past damage from natural disasters
- Introduction of information, education and communication activities

In order to enhance the effectiveness and impact of climate adaptation-related interventions on policy, programmes and projects to meet SDG 13 and its targets, it is highly recommended to utilize the results of evaluations of similar interventions.

6 CLIMATE CHANGE ADAPTATION IN ZANZIBAR AND THE IMPLICATIONS FOR EVALUATION

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INTRODUCTION

Climate change is a global threat posing challenges to the survival of mankind, biodiversity and sustainable development. Climate change is part of the global 2030 Agenda for Sustainable Development and as we all know Sustainable Development Goal 13 addresses climate change. Climate change is a national agenda; it is included in the Zanzibar Strategy for Growth and Reduction of Poverty III, 2016–2020, in particular key result area D on environmental sustainability and climate resilience. Zanzibar is in the process of evaluating the Zanzibar Vision 2020, to be followed by development of the new Zanzibar Vision 2050, which will prioritize environmental sustainability and climate resilience.

Zanzibar, being an island archipelago, already suffers from the threats posed by climate change. In recent decades, Zanzibar has experienced rising temperatures, increased rainfall variability, higher wind speeds and excessive high-tide levels, and an increase in extreme events of climate variability. The latter have led to various effects including droughts and floods which have had major socioeconomic impacts on Zanzibar's development, yet these events appear to be recurring and intensifying phenomena.

CURRENT CLIMATE VARIABILITY

A large proportion of Zanzibar's gross domestic product is associated with climate-sensitive activities, either directly such as agriculture (crop production and fishing) and tourism, or indirectly for example from the use of natural resources. The economy of Zanzibar and the livelihoods of the people are therefore very dependent on the weather and the climate. The islands are also affected by the regional patterns of extreme weather, which lead to major events such as floods, droughts and storms. The study of the economics of climate change in Zanzibar of 2011 summarizes the following findings on Zanzibar's climate variability:

1. Temperatures have been rising over the last 30 years with a strong increase in average and maximum temperatures. The increases are highest in the months from December to May and the highest-ever temperature recorded on the island was over 39°C.

2. The changes in rainfall are complex, and there does not appear to be a simple precipitation trend across the islands. However, there are indications of changes in rainfall variability and there have been higher-intensity rainfall events recorded in recent years. For example, on 5 May 2015, Zanzibar recorded 172.00 millimetres of rainfall in three hours that caused serious flooding in different parts of Zanzibar, both urban and peri-urban. Another event was recorded on 17 April 2016 when 212.4 millimetres of rain fell over seven hours, causing loss of life and property.
3. There are observational trends of increasing wind speeds on the islands over the last 20 years, with an increasing tendency of extreme wind events. The analysis of data shows that the strongest winds are experienced in January, February and August, with the monthly mean wind speeds generally exceeding 10 knots during these months. The data show significant inter-annual variations of the wind speeds with stronger wind speeds than in the previous decade. This would suggest that the wave climate regime has also changed over the last two to three decades, with the tendency of increasing wave activity and associated coastal erosion, especially on shores which lack natural protections.
4. There is some evidence that extreme events are intensifying. The most extreme cases of temperature, heavy rainfall and wind speeds on record on the islands have all occurred over the last 10 years.

MAJOR EFFECTS OF CLIMATE CHANGE IN ZANZIBAR

- Intrusion of saltwater leading to inundation of low-lying agricultural land, making the land that was used for agricultural activities to be unproductive, and to contamination of drinking water, especially the wells that have become salty.
- Increase in sea surface temperature, particularly for shallow water, which led to the bleaching of Zanzibar's coral reefs and caused a decline in the production of seaweed, a major source of livelihood for most women living in coastal areas of Zanzibar. The reduction in productivity in seaweed farming made these women vulnerable.

CLIMATE CHANGE INITIATIVES IN ZANZIBAR

CARRY OUT STUDY ON THE ECONOMICS OF CLIMATE CHANGE IN ZANZIBAR

This study was carried out in 2011 through support from the Department for International Development of the United Kingdom. The work was led by the Global Climate Adaptation Partnership, working with other international and local partners. The study assessed the potential impacts and economic costs of climate change in Zanzibar, and scoped the cost of adapting to these effects over time and the potential

for low-carbon growth. This study provides a good reference for climate change in Zanzibar and the report formed a base for the development of the Zanzibar Climate Change Strategy and Zanzibar Climate Change Action Plan.

DEVELOPMENT OF A NEW ENVIRONMENTAL POLICY THAT INCORPORATES CLIMATE CHANGE

Recognizing the importance of its environment, the Revolutionary Government of Zanzibar launched the first environmental policy for Zanzibar in 1992. However, the policy did not include climate change issues, so in 2013, due to the serious impacts of climate change in Zanzibar and other emerging environmental issues, the government launched a new Environmental Policy. The policy among others includes an analysis and policy statement on climate change issues, stating that "the Government in collaboration with partners will secure national capacity to manage (preparedness, mitigation and adaptation) climate change effects and implement climate change programmes".

Implementation strategies for this policy statement are to:

1. Develop and implement participatory national strategies, programmes and plans on climate change issues.
2. Develop and implement climate change financing mechanisms for Zanzibar.
3. Promote national capacity to address climate change issues.
4. Promote public awareness and education on climate change-related issues.
5. Enhance local, regional and international cooperation on climate change issues.
6. Enhance Zanzibar's climate change governance framework and coordination among stakeholder institutions.

ENACTED NEW ENVIRONMENTAL MANAGEMENT ACT THAT INCLUDES CLIMATE CHANGE

The Environmental Management Act of 1996 was reviewed and the Zanzibar Environmental Management Act of 2015 enacted. Section 25 of the Act directs the establishment of Environment and Climate Change Units in each ministry and local government authority to:

1. Coordinate all matters related to environment and climate change within the respective ministry or local government authority.
2. Consider and mainstream environmental norms and climate change into the policies, plans, programmes, projects and activities of the institutions in the respective sectors.

Based on this Act, the implementing entity for coordination of all climate change issues is the Second Vice-President of Zanzibar, and the Department of Environment coordinates matters related to climate change on a daily basis. Technical and steering committees were also established.

DEVELOPMENT OF ZANZIBAR'S CLIMATE CHANGE STRATEGY

Launched in 2014, the Climate Change Strategy was developed to spearhead climate change interventions in Zanzibar. The strategy envisages building a climate-resilient and sustainable Zanzibar, and provides strategic priorities for addressing climate change through building resilience and developing opportunities for carbon-relevant sustainable development. It considers the key sectoral and cross-sectoral risks and opportunities as well as cross-cutting themes that are important for Zanzibar.

The five priority sectors which have been identified under the Zanzibar Climate Change Strategy are:

1. Building climate information and capacity, disaster risk management and resilient settlements
2. Resilient coastal and marine areas
3. Climate-smart agriculture and improved natural resources management (including freshwater availability and improved land management)
4. Sustainable forests and energy/electricity
5. Sustainable and low-carbon tourism

The strategy further outlines four strategic priorities:

1. Building capacity: interventions that increase adaptive capacity, provide information, raise awareness, help institutions and address barriers
2. Low- and no-regret options: interventions that have benefits in reducing current climate risks, reducing greenhouse gas emissions or are synergistic for both (win-win)
3. Mainstreaming: interventions to mainstream climate resilience and low-carbon development into existing or near-term plans and reduce risks (climate proofing)
4. Addressing future challenges: early actions for future challenges, providing information for later decisions or encouraging robustness and flexibility

ESTABLISHMENT OF 57 COMMUNITY FORESTRY MANAGEMENT AGREEMENTS

Zanzibar initiated the REDD mechanism (reducing emissions from deforestation and forest degradation in developing countries) as well as REDD+, which plays a significant role in conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries. As an outcome of REDD+, Zanzibar has established 57 Community Forest Management Agreements.

CONSTRUCTION OF DYKES

Dykes are constructed in some areas to minimize the impact of saltwater inundation of the coastal farmlands. Nearly 1,840 metres of dykes have been constructed in Zanzibar,

in Tumbe West (250 metres), Ukele (700 metres), Sizini (200 metres), Mziwanda (400 metres), Gando Nduuni (150 metres), Chokaani (20 metres) and Kengeja (120 metres).

CONSTRUCTION OF SEAWALLS AND MANGROVE PLANTATIONS UNDER A LEAST DEVELOPED COUNTRY FUND PROJECT

Along some parts of the coastline of Zanzibar, seawalls have been constructed and mangrove plantations established to minimize the impact of beach erosion, which is currently accelerating at high speed due to changing climate. Five seawalls totalling 420 metres in length (three walls of 100 metres each and two walls of 60 metres each) have been constructed at Kilimani and a 50 metre wall at Kisiwa Panza. About 270 hectares of mangrove vegetation have been planted at Kilimani, Kisakasaka, Tumbe, Kisiwa Panza, Ukele and Tovuni to reduce saltwater intrusion in farms and settlements.

This project was established under the United Nations Framework Convention on Climate Change to support climate change initiatives in the least developed countries.

AFRICAN ADAPTATION PROGRAMME PILOT PROJECT

The project is supported by the Government of Japan through UNDP. It was implemented in Nungwi Village as an adaptation response to the impact of climate change due to salt-water intrusion in all wells and boreholes around the village. The objective was to supply clean and safe water to the community. The project drilled a new borehole some seven kilometres from the village and served about 11,000 people with clean and safe water.

UNDAP ENVIRONMENT AND CLIMATE CHANGE PROJECT

This project aimed at strengthening environment and climate change governance in Zanzibar. It was supported by UNDP through the United Nations Development Assistance Plan. The following project milestones have been realized:

- Zanzibar's Climate Change Strategy has been developed and launched.
- A total of 250,000 mangroves trees equivalent to 100 hectares have been planted in different locations of Zanzibar. The wards (Shehia) that have benefited are Charawe, Ukongoroni, Bwejuu, Michamvi, Pete, Jozani, Muwanda, Kiongwe, Bumbwini Mafufuni, and Bungi in Unguja, and Kengeja, Muwambe, Mtambwe, Shumbamjini, Wambaa, Wesha in Pemba.
- Six community groups (four in Pemba and two in Unguja) were supported in improving water infrastructure for irrigation and fish farming in their local communities so as to increase food security and reduce poverty. A total of 23 farms benefited from this initiative.
- Two hundred beehives, together with necessary tools and equipment, were distributed to 19 local community groups in Unguja and 11 in Pemba. This project is aimed at adding value and production of honey and beeswax at community level.

CONCLUSION

Zanzibar remains particularly vulnerable to the impacts of climate change and unfortunately, the level of understanding of the general public is not adequate. To ensure that no one is left behind, the government has taken the following measures:

- Improved the effectiveness of early warning information. The Commission for Disaster Management was established to ensure that communication and dissemination of information are effective and reliable by establishing an early warning information system, and ensuring that the information reaches (and is understood by) the range of potential users (fishermen, communities at risk, farmers, etc.) on timely basis.
- Enhanced the capability and resources of the Tanzania Meteorological Authority and other related institutions looking at meteorological data (both terrestrial and marine). Key priorities are to improve data collection and interpretation and inform the public from time to time about climate change.
- Promoted institutional capacity for climate change coordination and mainstreamed mechanisms in all sectors of Zanzibar.
- Promoted sustainable forestry management and institutionalized afforestation mechanisms in all level of society.
- Enabled seaweed farmers, the majority of whom are women, to farm at high water levels.
- Undertook an evaluation of areas affected by climate change, with about 20 areas identified. They have been digitized, and show the impact, causes, livelihood activities and proposed measures to mitigate climate change. To ensure that no one is left behind, all stakeholders were involved during the mapping exercise, including citizens (communities), investors, non-governmental and community-based organizations, central government and local authorities. They were involved in the identification of relevant activities at specific areas according to the nature of impact, and they are participating in the implementation of rehabilitation programmes for the affected areas. This was the initial evaluation which identified the affected areas and mapped the magnitude of effects. The evaluation was thorough, and what follows now is the implementation of all identified activities and programmes in all areas, to be followed by the end-of-project evaluation.

However, challenges remain, including:

- The capacity gap of practitioners and communities (we have low adaptive capacity) and technology transfers to make use of technology to minimize risk.
- As mentioned, the construction of dykes and seawalls has not covered all places.

Hence, the Revolutionary Government of Zanzibar is continuing to work with development partners in climate change mitigation to ensure no one is left behind and for future generations.

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PART 3
Architecture for Evaluation Effectiveness



1 ARCHITECTURE FOR EVALUATION EFFECTIVENESS

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INTRODUCTION

The evaluation profession has rapidly grown globally, with most Governments and development partners drawing on evaluative knowledge and expertise to improve performance and demonstrate accountability. In any oversight and accountability type of evaluation, key principles are important and need to permeate the evaluation architecture. The United Nations Development Programme (UNDP) references its evaluation function and offices to the 2016 United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation.[41] These are foundational principles that explain what constitutes a sound evaluation function. An important issue to note is that for evaluation reports to be taken seriously and acted upon, they need to emanate from credible evaluation units, the key to which is the principle of independence. Evaluations make a judgment about the quality and worth of a strategy, programme or project, offering a basis for discussion on what needs to be changed and how. Evaluation thus cannot be compromised by bias, and therefore structural, financial, content and behavioural independence are critical.

This paper discusses the independent evaluation function of UNDP, providing lessons from the largest independent evaluation office in the United Nations system. It describes key issues that have been addressed in policy and practice to make the Independent Evaluation Office (IEO) of UNDP a model office. The paper focuses on four areas critical for strengthening any evaluation function, i.e., evaluation policy, evaluation quality, evaluation coverage and communication.

STRENGTHENING THE EVALUATION FUNCTION

As UNDP implements its new Strategic Plan, 2018-2021, the vision of which is "to help countries achieve sustainable development by eradicating poverty in all its forms and dimensions, accelerating structural transformations for sustainable development and

41 http://unevaluation.org/document/detail/1914

building resilience to crises and shocks", to be delivered through country support platforms for the Sustainable Development Goals (SDGs) and global development and advisory and implementation support platforms, with an increased focus on innovative solutions to support development,[42] it is increasingly relevant for the organization to have a strong, credible and independent evaluation function. Such an evaluation function will ensure the accountability and transparency of its operations and contribute to promoting learning across the organization and strengthening evidence-based policymaking.[43] The independence of the UNDP evaluation function remains essential to insulate the IEO from undue influence and uphold its credibility in judging the programmatic effectiveness of UNDP.[44] It is important to emphasize the two dimensions of the independence of the evaluation function which include behavioural and organizational independence. The former entails the ability to conduct evaluations without undue influence of a third party while the latter refers to the structural independence from management functions.[45] These dimensions are reinforced at the IEO.

The IEO abides by the Evaluation Policy of UNDP.[46] UNDP has had an evaluation function since shortly after its establishment in 1967, but did not have an evaluation policy until 2005. According to Trochim,[47] "*an Evaluation Policy is any rule or principle that a group or organization uses to guide its decisions and actions when doing evaluation*". The UNDP Evaluation Policy has evolved considerably over time, having been revised in 2011, 2016 and again in 2019. Developing a national evaluation policy may also take time, or may evolve over time, with subsequent iterations. The purpose of the policy is to establish a common institutional basis for the UNDP evaluation function. The policy seeks to increase transparency, coherence and efficiency in generating and using evaluative knowledge for organizational learning and effective management for results, and to support accountability. The elements of the 2016 and 2019 UNDP Evaluation Policies remain critical for any evaluation office, for example, foundational principles such as reporting lines, behavioural independence (term limitations of heads to prevent conflict of interest), and operational and budgetary independence.

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42 UNDP Strategic Plan, 2018-2021: https://undocs.org/DP/2017/38

43 Naidoo, Indran, 2018b, Evaluation, a driver for democracy and development towards Sustainable Development Goals success in Africa, Evaluation Matters First Quarter 2018; and UNDP IEO, 2018, Annual Report on Evaluation, New York: UNDP IEO, http://web.undp.org/evaluation/annual-report/are-2018.shtml

44 Naidoo, Indran, 2019, Audit and Evaluation: Working Collaboratively to Support Accountability, EES Conference paper. http://web.undp.org/evaluation/papers/papers-articles.shtml

45 UNEG Norms and Standards for Evaluation, 2016.

46 http://web.undp.org/evaluation/policy.shtml

47 Trochim, W.M.K. (2009). Evaluation policy and evaluation practice. In W.M.K. Trochim, M. M. Mark, & L. J. Cooksy (Eds.), Evaluation policy and evaluation practice. New Directions for Evaluation, 123, 13–32.

The IEO has successfully established its own structure, budget and professional and managerial independence. It has put in place measures to protect the evaluation function of UNDP from erosion and undue influence to ensure the continued credibility of its work and the transparency and accountability of the organization as a whole. As outlined in the UNDP Evaluation Policy, clear budgeting benchmarks were established to ensure that the work of IEO cannot be restricted through financial constraints. UNDP management continues to affirm the importance of independence in the work of the IEO and its value in strengthening the development contribution of the organization. This recognition has resulted in a fourfold increase in independent evaluations by the office, with US$7.2 billion in programming being evaluated in 2018 and 2019. A critical mass has been reached in advancing a reflective evaluation culture.

Another question that arises with respect to independent evaluation functions is, who oversees the evaluation office? In UNDP there are three levels of oversight. The Executive Board of UNDP is the custodian of the Evaluation Policy. The IEO reports to the Executive Board, which also approves its budget and multi-year programme of work. In addition, IEO engages with the UNDP Audit and Evaluation Advisory Committee and the IEO Evaluation Advisory Panel. The Panel advises on the office's work and provides periodic quality assurance of evaluations which contributes to monitoring both structural and substantive independence within the organization.[48]

However, the independence of the evaluation function is not inconsistent with the practices of consulting stakeholders during the evaluation process.[49] It rather strengthens transparency and ensures an inclusive evaluation approach, which are key elements of credibility according to the UNEG Norms and Standards for Evaluation.[50]

> **"In the Philippines** we have had an evaluation policy framework in place for three years. We receive funding on an annual basis. The system is still in its infancy; we are pilot testing some evaluations. We have an annual [monitoring and evaluation] forum where we share the lessons from the initial evaluations with all government stakeholders and other partners, including academia, development partners and civil society. We now have two pending bills in the Senate and the lower house to pass an evaluation act."
>
> – **VIOLETA CORPUS**, DIRECTOR IV, NATIONAL ECONOMIC AND DEVELOPMENT AUTHORITY, GOVERNMENT OF THE PHILIPPINES

48 Wilton Park and UNDP IEO, 2018, Revisiting independence, objectivity and the critically reflective role of evaluation for the SDG era, Report.

49 Ibid.

50 UNEG Norms and Standards for Evaluation, 2016.

"In Morocco, in 2006, the National Observatory for Human Development (Observatoire National du Développement Humain (ONDH) was created. This Observatory was established following an in-depth study of development programmes and human development, which found, among others, that while there were many strategies and programmes designed to promote human development, and that Morocco had made quite a bit of progress, there were no evaluations to determine which programmes had been successful or not.

The ONDH is led by a Council of 24 people identified and appointed by the King, and includes representatives from the scientific community, the professional world, [non-governmental organizations] and the administration. The Council is supplemented by a technical, operational team. The ONDH is independent from the executive, from the Government, although it is attached to the Head of Government for its budget allocations. The programme of work and the evaluations are carried out by the Council members and the technical teams of the ONDH."

– **EL HASSAN EL MANSOURI,** GENERAL SECRETARY AT THE NATIONAL OBSERVATION OF HUMAN DEVELOPMENT, MOROCCO

It is important to note that although independent, the office continues to engage fully with UNDP management and programme teams in undertaking evaluations to ensure that findings, conclusions and recommendations are thoroughly considered, and as a result, are taken into account in adjusting or developing new policies, programmes and development approaches across the organization.

EVALUATION COVERAGE

Evaluation coverage of the organization's programme is critical in ensuring accountability and learning. The coverage affects three dimensions of the evaluation which include the subject (what is supposed to be done by the evaluation agency), the focus of the evaluation and the type of evaluation methods and techniques to be used.[51]

The IEO of UNDP conducts evaluations of UNDP country programmes prior to the submission of a new four- or five-year country programme document to the UNDP Executive Board.

Our move towards 100 percent independent evaluation coverage of all country programmes that are scheduled for a new strategy is a key milestone for IEO. This coverage relates to visibility and impact, and issues of scale and scope are pertinent.

51 Boyle, R., and Lemaire, D. (Eds.), 1999, Building effective evaluation capacity: Lessons from practice (Vol. 8). Transaction Publishers.

Implementing an evaluation strategy that facilitates 100 percent coverage of countries allows for a more in-depth examination of key issues within clusters or typology of countries. The IEO recognizes that expanding country programme evaluation coverage requires both product innovation (i.e., in the content and scope of evaluations) and process innovation (i.e., in the ways country programme evaluations are conducted).

The IEO also carries out corporate thematic evaluations designed to inform the organization's global policies and programmes. These evaluations are tabled for formal consideration and decision by the UNDP Executive Board, generate considerable discussion within the organization and among other key stakeholders, and also inform UNDP global policies and strategies.

"The title of this session, Architecture for Evaluation Effectiveness, is very relevant, as it points to the fact that we are actually building something. **In Montenegro**, over the last decade, public administration reform and institution building has been largely determined by the [European Union] accession process. This has resulted in a 'hyper production' of strategic documents. However, when we mapped our strategic framework, we realized that only a third of the more than 120 strategies in our system envisaged evaluation. From 2017 we have been working on the legal framework for strategic planning, which includes reference to the need for all strategies to be evaluated. Evaluation is now an inherent part of the policy cycle."

– **ZORKA KORDIC**, SECRETARIAT-GENERAL OF THE GOVERNMENT OF MONTENEGRO, DEPUTY SECRETARY-GENERAL OF THE GOVERNMENT, HEAD OF DEPARTMENT FOR GOVERNMENT STRATEGIES, MONTENEGRO

EVALUATION QUALITY

Evaluation quality has been subject of significant contributions in the literature. Many authors have emphasized a wide range of criteria to ensure quality. Cooksy and Mark[52] highlighted two necessary criteria, which include the use of the right methods based on the evaluation objectives and the sufficiency of data collected with appropriate rigour. The application of the right methods needs to respond to the context without compromising evaluation quality, which in turn can undermine the legitimacy of the

52 Cooksy, L. J., and Mark, M. M., 2012, Influences on evaluation quality, American Journal of Evaluation, 33(1), 79-84.

evaluation institution.[53] Evaluation quality is also impacted by several factors including limited resources, insufficient understanding of the evaluation function, poor data, non-alignment of timing and scope of the evaluation with the budget cycles.[54] In UNDP, the allocation of resources to the evaluation function is a critical issue addressed by the UNDP Evaluation Policy. This is consistent with the literature which identifies the evaluation policy as an important contextual variable that affects evaluation quality by the way it defines allocation of resources and conditions under which evaluations are carried out.[55]

Quality is therefore a key issue for evaluation. Independence does not mean ignoring quality. Credibility is based on quality. Since 2012, when I joined the office, the IEO has made considerable progress in building internal mechanisms, platforms and processes for optimizing its independent evaluation, oversight, quality assurance and outreach functions. To ensure evaluation quality at a lower cost, the office has strengthened its team of professional evaluators as well as its research team, enabling more research and data collection prior to country visits when initial desk-related findings are verified.

Establishment of an Evaluation Advisory Panel is one of the key measures taken by the IEO for outside scrutiny and advice to strengthen the quality of independent evaluations. The members of the Panel are eminent and internationally recognized leaders in evaluation who support the quality assurance function of the IEO Director. The Evaluation Advisory Panel has reviewed and made recommendations on various IEO products; provided the IEO with strategic advice; conducted several training sessions on various topics relating to development, evaluation theory and practice; provided guidance on methodology, communications, outreach, a knowledge management strategy and staff professionalization and capacity; and participated with the IEO in a number of external outreach events and conferences, including the National Evaluation Capacities (NEC) conferences. The NEC conference is part of the IEO strategy to support the development of national evaluation capacities across the globe.[56]

Evaluations conducted by programme units are important building blocks for independent evaluations, hence their quality assumes importance. One of the tasks of the IEO is the assessment of the quality of the evaluations conducted by programme units, which has resulted in a steady improvement of evaluations. The process aids UNDP in

53 Naidoo, Indran, 2012, "Management Challenges in M&E: Thoughts from South Africa." Canadian Journal of Program Evaluation 25, no. 3, pp103-114; and Naidoo, Indran, 2013, Growth and Integration in the Evaluation Profession: Some Perspectives for Consideration, American Journal of Evaluation.

54 Naidoo, 2018b.

55 Trochim, 2009; Cooksy and Mark, 2012.

56 Naidoo, Indran and Soares, Ana Rosa, "Incorporating the Sustainable Development Goals in National Evaluation Capacity Development"; Rob D. van den Berg, Indran Naidoo and Susan D. Tamondong, eds. 2017, Evaluation for Agenda 2030: Providing Evidence on Progress and Sustainability, Exeter, UK: IDEAS, pp 51-63.

identifying weaknesses across the implementation of evaluations that may need further strengthening, support or capacity-building, both geographically and by evaluation type. Quality assessment data, comments and recommendations are readily available to improve implementation and use of resources. IEO developed comprehensive UNDP evaluation guidelines which reflect the commitment of UNDP to evaluation and its desire to improve evaluation quality, credibility and usability.

EVALUATION COMMUNICATION

Evaluation communication is crucial in the evaluation process as poor communication, in the sense of wrong messaging or not recognizing language nuance, affects timely delivery of evaluations to the right audiences.[57] According to Torres, Preskill, and Piontek,[58] the use of evaluation, which is the most fundamental aspect of evaluation, is related to how we communicate about evaluation activities and report findings. The issues related to communication are of concern not only at the time of the final report dissemination but also throughout the whole evaluation process. The authors conducted a survey with 246 respondents from the United States membership pool of the American Evaluation Association and found that good practices of evaluation communication include involving stakeholders in the evaluation design, using clear language and timely reporting of results to a variety of audiences.

In IEO, communication has been deliberately strengthened to involve stakeholders and communicate key evaluation messages to them throughout the evaluation processes. The IEO website, the face of the office, was redesigned and revamped to become more user-friendly with innovative features. Several communication strategies and processes have been introduced and transformed the one product into multiple digestible products with the goal to increase the visibility of IEO and strengthen an evaluation culture within UNDP. As a result, the IEO, in addition to its full reports, now creates illustrated summaries, briefs, infographics, expanded annual reports, newsletters, summaries, animated videos and regular posts to social media networks.[59] These strategies have led to increased access to evaluations on both the Internet and outreach platforms.

A key principle of independence is the ability to share findings and recommendations in a timely manner. All UNDP independent evaluations are undertaken in close collaboration

57 Naidoo, Indran, 2018a, Graduation Dinner Speech, International Program for Development Evaluation Training, 2018.

58 Torres, R. T., Preskill, H. S., and Piontek, M. E. (1997). Communicating and reporting: Practices and concerns of internal and external evaluators. Evaluation Practice, 18(2), 105-125.

59 Multimedia and media resources that IEO engaged with: Video of Srini Pillay, M.D., CEO and Founder of NeuroBusiness Group; Assistant Professor (Part-time), Harvard Medical School, https://drive.google.com/file/d/1qlvGAQb23JFXUIsdtjGjJEoqpG3pI2Dr/view?ts=5dad633e

with programme units within UNDP as well as partners and stakeholders. Continued strong communication and cooperation with UNDP have ensured highly informative and detailed evaluator findings and robust and detailed management responses to recommendations. It is critical that messages, irrespective of how challenging they are, be shared in the public domain. UNDP decentralized evaluations, as well as independent evaluation, are shared on a public repository (https://erc.undp.org/).

Country programme evaluations are shared with the respective Governments and other key partners of UNDP. Corporate thematic evaluations are shared with the UNDP Executive Board at informal and formal sessions, where the IEO presents detailed evaluation findings, giving opportunities for robust discussion. In addition, the office is increasingly developing new information pieces to keep the Board and partners informed of its work.

We have even explored brain science to understand how evaluands react to evaluative results. We have invested in our team, providing training on how to communicate results without making the evaluand feel defensive, but without compromising the message.

CONCLUSION

In summary, the ultimate goal of the evaluation function in UNDP is to make UNDP stronger, just as a national evaluation function seeks to help a country achieve its development goals. The independence of the evaluation function lends it credibility. Pursuing quality also strengthens credibility, and in turn, the potential for evaluation use for positive change. Quality evaluations also require effective communication to ensure evidence feeds into decision-making.

Strengthening an evaluation function, whether in an organization like UNDP or in a national context, is a journey, one that is not always easy nor straightforward.

2 NATIONAL EVALUATION SYSTEMS IN LATIN AMERICA: CHALLENGES AND LESSONS LEARNED FOR OTHER REGIONS

NATALY SALAS
FOCELAC PROJECT (FOMENTO DE CAPACIDADES EN EVALUACIÓN EN LATINOAMÉRICA – CAPACITY DEVELOPMENT IN EVALUATION IN LATIN AMERICA), COSTA RICA

National evaluation systems (NES) are defined as the sum of all processes, institutions, proceedings and structures that define and allow the evaluation of national public policy in a country. To be functional, NES should have minimum set of characteristics to be effective: formal existence, under the authority of the executive branch; regular monitoring and evaluation activities, bolstered by the development of appropriate tools and instruments; intention of global coverage; use of information; explicit articulation of users' and system functions; and a regulatory role within the public administration system.[60]

NES are relatively new in Latin America. Although not all countries in the region have systems that regulate and standardize the planning, implementation and use of evaluations of public interventions, many countries have made great strides along these lines.

As mentioned by Martinaitis et al.,[61] the existence of NES has a great impact on decision-making processes at the political and institutional levels, as well as the use made of the evaluation results. The existence of robust NES is considered vital, generating relevant and timely information oriented to decision-making and increasing the commitment of the actors involved to use the evaluation results.

In the context of the 2030 Agenda for Sustainable Development, NES might enable the technical, conceptual and political conditions to evaluate the progress of a country towards the Sustainable Development Goals (SDGs), review programmes from a holistic point of view or facilitate inclusion in the public agenda of civil society, academia and the private sector.

FOCELAC (Fomento de capacidades en evaluación en Latinoamérica – Capacity development in evaluation in Latin America) is a project on evaluation capacity development and articulation of actors in evaluation in Latin America, implemented by the German Institute for Development Evaluation, known as DEval, and the Costa Rican Ministry of National Planning and Economic Policy (Ministerio de Planificación

60 Adapted from Pérez, G., & Maldonado, C. (2015). *Panorama de los sistemas nacionales de monitoreo y evaluación en América Latin*a. Ciudad de México: CIDE CLEAR.

61 Martinaitis, Ž. et al. (2019), "Evaluation systems: How do they frame, generate and use evidence?", *Evaluation*, Vol. 25, No. 1, pp. 46-61.

Nacional y Política Económica (MIDEPLAN), which aims to strengthen the NES in Costa Rica. It has also recently initiated support to strengthening the culture of evaluation in Ecuador.

Following its interest in the experiences of these countries in the construction, implementation, strengthening and management of their NES, as well as the challenges faced and the lessons learned, FOCELAC organized an exchange with experts from the two countries and from Mexico and Colombia, using their NES as examples of good practice.

The discussion is embedded in a context where state democratic institutions are fairly consolidated, but still face extralegal, antidemocratic interests. Against this background, civil society's trust in public institutions is very low, which is another challenge for NES. This context allows us to point out strengths and challenges in the consolidation of NES from the regional and integrative perspective of the Regional Evaluation Network.

CHALLENGES FOR COSTA RICA IN THE PROCESS OF STRENGTHENING THE INSTITUTIONALIZATION OF EVALUATION[62]

FOCELAC has been working with MIDEPLAN, supporting the institutionalization of evaluation. Even with this support, it has faced challenging issues, such as:

- Strengthening the linkage between the evaluation and the systematic use of its results in the public management cycle for development results
- Assuring continued support to the NES and National Evaluation Agenda during each presidential period
- Developing incentives for the practice of evaluation, as well as linking it with the public policy cycle
- Promoting evidence-based decision-making to improve the design, implementation and results of public interventions
- Deepening the scope of evaluations, to have better measurement and assessment of the effects of public interventions (databases and information systems)
- Integrating the participation of different public sectors in evaluation processes to strengthen the transparency, accountability and legitimacy of public actions
- Evaluating the SDGs and the 2030 Agenda

62 Based on the participation at the National Evaluation Capacities (NEC) conference of Carolina Zúñiga, Evaluation Analyst, Ministry of National Planning and Economic Policy, Costa Rica.

IN MEXICO, POLITICAL CONTEXTS DETERMINED THE CREATION AND CONSOLIDATION OF NES[63]

As stated by Krapp and Geuder-Jilg,[64] enabling conditions in the political context that allow the consolidation of NES in a country are important. Mexico is a particular case since it did not have this enabling context. Rather, the lack of adequate political conditions led to the creation of the NES.

Some of the lessons learned from the creation of the NES in Mexico are:

- The balance of power between Congress and the Executive is important.
- Credibility and trust should be at the centre of the overall institutional set-up.
- Academic council members are independent and objective regarding public interventions, which make them key members of the National Council for the Evaluation of Social Development Policy.
- Maintaining the fine balance between accountability and policy improvement is important.

STRATEGIC ALLIANCES TO STRENGTHEN A NATIONAL EVALUATION BODY: ECUADOR[65]

For the fulfilment and sustainability of a strong NES, it is necessary to generate strategic alliances with the diversity of actors involved. To this end, in Ecuador the Evaluation Platform was created as a space to create such alliances, based on the experience of MIDEPLAN in Costa Rica and with the support of FOCELAC.

The Platform intends to achieve concrete consensus and agreements, promote collaborative work and structure articulated actions that aim to boost evaluation in the country and the active participation of civil society.

The institutionalization of evaluation is a task and responsibility of all evaluation-related actors in the country. Therefore, the public sector, civil society, academia, voluntary organizations for professional evaluation and international cooperation partners should establish synergies and strategic alliances.

Beyond political will, strengthening the role of organized civil society and academia is essential to promote the sustainability of the actions carried out.

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63 Based on the participation at the NEC conference of Gonzalo Hernández, evaluation specialist in the public sector, former director of the National Council for the Evaluation of Social Development Policy, Mexico.

64 DEval Policy Brief 7/2018.

65 Based on the participation at the NEC conference of Viviana María Lascano Castro, Director of Public Policy Evaluation, Technical Secretariat of Planning, Government of Ecuador.

THE EXPERIENCE OF COLOMBIA IN EVALUATION OF THE 2030 AGENDA[66]

Colombia has adopted the 2030 Agenda in the National Development Plan since 2018, integrating the global, national, local and sectoral agendas to comply with the SDGs.

The *Strategy for the implementation of the SDGs in Colombia*[67] consists of: (1) a monitoring and reporting scheme; (2) alliances with non-governmental actors; (3) a territorial strategy; and (4) access to open data for monitoring compliance with the objectives.

Some of the challenges faced by the NES are:

- Improving knowledge of ways to ensure that evidence is used to inform decisions
- Disseminating evidence to different audiences
- Using behavioural science to help understand motives
- Democratizing evidence by making it accessible
- Working with local partners

INSTITUTIONALIZING EVALUATION SYSTEM PROCESSES AND CONSOLIDATION OF AN EVALUATION CULTURE IN LATIN AMERICA: RELAC[68]

The Latin American and Caribbean Monitoring, Evaluation and Systematization Network (ReLAC) conducted a survey on national priorities, the SDGs and evaluation during the first quarter of 2019. The survey aimed to identify national priorities regarding the SDGs and their evaluation in the region. The survey was completed by 15 national voluntary organizations for professional evaluation from Latin America.

Some of the conclusions of the analysis show that:

- The historical opportunity of the SDGs is recognized as a means to address the issue of development with a more comprehensive approach and a view to sustainability.
- The outlook in the countries is very diverse in terms of national priorities, the SDGs and their link to the evaluation.
- Several countries have favourable measures for institutionalization of the evaluation, but only three countries reported having NES.
- The role of the evaluation should be the supervision and monitoring of policies and strategies to demonstrate progress and compliance with the SDGs.
- To make a qualitative leap in the commissioning, conduct and use of evaluation in response to the SDGs, it is necessary to strengthen both the multisectoral dialogue and collaboration.

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66 Based on the participation at the NEC conference of Fernando Bucheli, Senior Evaluation Advisor, Public Policy Monitoring and Evaluation Area, National Planning Department, Government of Colombia.

67 National Council of Economic and Social Policy Republic of Colombia (CONPES 3918).

68 Based on the participation at the NEC conference of Janett Salvador Martínez, ReLAC board member.

EVALUATION CAPACITY DEVELOPMENT PROJECT IN LATIN AMERICA: FOCELAC

The DEval capacity development project, FOCELAC, is conceived as multi-stakeholder platform to support evaluation capacity development in Latin American countries. It applies a systemic approach which stresses the necessity to work on three levels: individual, institutional and contextual.[69]

Some of the main lessons learned from the use of a systemic approach for an evaluation capacity development project are that in stable systems which do not yet have adequate evaluation structures, there are good starting points to promote the use of evaluations in political decision-making processes. The willingness of stakeholders plays a considerable role in the success of the systemic approach, and even under difficult conditions, stakeholders' awareness of the usefulness of evaluation can be raised and the discourse on evaluation can be encouraged.

Below are some strengths and limitations of the systemic approach to evaluation capacity development:

Strengths

- Relevant actors collaborate and increase their ownership of evaluation processes.
- As different actors are involved in evaluation systems, the sustainability of the system is guaranteed, even if there is a change of government.

Limitations

- In authoritarian systems and fragile contexts, it is almost impossible to implement this approach. Favourable entry points for timely evaluation capacity development activities may be difficult to find.
- In such countries, calling for transparency and accountability may jeopardize the safety of strategic actors.

To promote the use of evaluation capacity development approaches in other regions, DEval has gathered some **lessons learned** for donors, state authorities and voluntary organizations for professional evaluation.

FOR DONORS/INTERNATIONAL AGENCIES INTERESTED IN DEVELOPING EVALUATION CAPACITIES

- The process of applying a systemic approach in evaluation capacity development is gradual and requires meticulous work with strategic public sector and other partners.

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69 **Individual capacity**: Individuals such as civil society representatives, evaluators, public staff and parliamentarians are aware of the potential of evaluation and can conduct, use and/or steer evaluations. **Institutional capacity**: Organizations such as public and private institutions, voluntary organizations for professional evaluation, academia, parliaments and civil society are oriented to use, train on, conduct and/or gain a foothold on evaluation matters. **Enabling environment**: The country has the political and technical conditions that embed evaluation as a key matter for decision-making.

- It is necessary to understand the culture of the countries in which to develop evaluation capacities, how they prioritize evaluation and at what political levels project impacts can be possible.
- It is necessary to have a strong public sector partner which can eventually lead evaluation actions on its own.
- The application of the model in authoritarian national systems, complex contexts and fragile democracies could have more moderate results. Favourable entry points for timely evaluation capacity development activities may be difficult to find.

FOR STATE AUTHORITIES THAT ALREADY HAVE SOME EVALUATION SYSTEM

- The systemic participation of actors from all sectors (public, private, civil society, academia, voluntary organizations for professional evaluation) is essential to ensure the creation of a robust and sustainable evaluation culture.
- Standardize the use of terminology, tools and procedures for the development of evaluation throughout the public sector to enhance a common understanding and coordination among state actors.
- Evaluation capacity development is not an objective per se but should ultimately aim at enhancing the use of evaluations for decision-making processes. Mechanisms should be designed accordingly.
- Public institutions must ensure the availability of financial resources for sustained training processes and the execution of evaluations (financing should not depend on international cooperation).

FOR VOLUNTARY ORGANIZATIONS FOR PROFESSIONAL EVALUATION

- To fulfil their essential role in consolidating an evaluation culture, evaluation networks must be robust, committed and active actors with strong links to the evaluation community.
- Working with emerging young evaluators is key to ensuring the sustainability of capacity development at the individual level, making it important to include them in different evaluation missions and networking spaces.
- Voluntary organizations for professional evaluation should integrate emerging young evaluators into their governance structures and strategies to ensure that leadership is created and maintained over time.

3 EMBEDDING EVALUATION IN VOLUNTARY NATIONAL REVIEWS

DOROTHY LUCKS
EXECUTIVE DIRECTOR, SDF GLOBAL AND CO-CHAIR, EVALSDGS

INTRODUCTION

The workshop on embedding evaluation in voluntary national reviews (VNRs) was conducted at the 2019 National Evaluation Capacities Conference on 21 October. It was led by the United Nations Children's Fund (UNICEF) and EvalSDGs, and featured presentations from Ada Ocampo, Senior Evaluation Specialist, UNICEF; Dr. Dorothy Lucks, Co-Chair of EvalSDGs and Executive Director of SDF Global; Robert Stryk, UNICEF Regional Evaluation Adviser; and Asela Kalugampitiya, EvalPartners Executive Coordinator. The session attracted 30 participants from several different countries and with varying levels of experience with VNRs, ranging from no experience to considerable experience.

The learning objectives of the workshop were to:

1. Increase the capacity of countries to embed evidence from evaluations in VNRs;
2. Understand the relevance of scaling up evidence from evaluations to inform national policies and VNRs as a means to accelerate progress towards the Sustainable Development Goals (SDGs); and
3. Be better able to use evidence from evaluations and other sources in future VNRs.

The workshop included practical examples from around the world and gave participants an opportunity for some hands-on experience collaborating with people from a variety of countries.

The purpose of this paper is to reflect on and discuss the key messages of the workshop. It will begin by outlining the background and purposes of VNRs in national evaluations, followed by a discussion of national evaluations and the importance of country ownership in leading such evaluations. The need for identifying existing data and utilizing quality evidence in evaluation decision-making is outlined along with the importance of embedding evidence in VNRs. Examples of good practice evaluation in VNRs are presented.

BACKGROUND AND PURPOSES OF VNRs

VNRs are designed to be "regular and inclusive reviews of progress at the national and subnational levels, which are country-led and country-driven".[70] This workshop highlighted that VNRs "make possible the sharing of experiences, including successes, challenges and lessons learned, with a view to accelerating the implementation of the 2030 Agenda [and] strengthen policies and institutions of governments and to mobilize multi-stakeholder support and partnerships".[71]

The important characteristics of VNRs are outlined in the 2030 Agenda (paragraphs 74 (g) and 74(h). It stated that follow-up and review processes "will be rigorous and based on evidence, informed by country-led evaluations and data which is high-quality, accessible, timely, reliable and disaggregated by income, sex, age, race, ethnicity, migration status, disability and geographic location and other characteristics relevant in national contexts". Furthermore, follow-up and review processes "will require enhanced capacity-building support for developing countries, including the strengthening of national data systems and evaluation programmes…".

While monitoring for the 2030 Agenda is necessary, it is not sufficient, as monitoring is focused on assessing the extent to which plans are being executed. Evaluations go further to assess whether those plans are resulting in their intended outcomes and impacts. Evaluations are essential for accountability and good governance purposes. Evaluations involve deep analysis of issues such as causality, relevance, effectiveness, efficiency and sustainability. Evaluations promote learning and use of the findings for continuous improvement, not as a punitive exercise. Evaluations can be policy-, programme- or project-based but can also focus on learning issues or themes, especially for those "left behind".

Evaluation for those left behind can help to achieve greater equality for all via various evaluation means, such as equity- and gender-focused evaluation, indigenous evaluation or participant-led evaluation. For example, the 2019 VNR for Tonga reported the development of a monitoring and evaluation framework relating to the SDGs. This framework includes specific sections for each group of people at risk of being left behind. Each section includes the identification of actions to reduce this risk for each population and potential barriers to action.[72]

70 United Nations, Transforming our World: The 2030 Agenda for Sustainable Development, 2015, pg. 38 paragraph 79.

71 Sustainable Development Knowledge Platform, 2018.

72 Kingdom of Tonga, Voluntary National Review 2019.

EVALUATION SYSTEMS AND THE IMPORTANCE OF COUNTRY OWNERSHIP

Evaluation systems require country ownership and leadership "champions". This involves: (1) country leaders understanding and supporting evaluation; (2) all key stakeholders gathered together, including government, parliamentarians, civil society, the private sector and development support agencies; (3) assessing capacities; (4) identifying gaps; and (5) developing action plans, including agreement on responsibilities and resources.

A national evaluation system is a system "in which evaluation is a regular part of the life cycle of public policies and programmes, it is conducted in a methodologically rigorous and systematic manner in which its results are used by political decision makers and managers, and those results are also made available to the public".[73]

National evaluation systems are characterized by the following:[74]

- The presence of evaluation in political, administrative and social discourse
- A need for consensus on what evaluation is, what type of knowledge is produced and how evaluations should be conducted
- An evaluation agenda/plan with organizational responsibility
- Integrating the SDGs into national evaluation plans

IMPORTANCE OF EVIDENCE-BASED DECISION-MAKING

Identifying existing data and utilizing quality evidence was a key message reinforced during the workshop. Evaluation is important in order to achieve better decision-making and stronger accountability, improve/transform performance and generate knowledge. Evidence is required to inform local, national, cross-boundary and global decision-making to achieve better solutions in pursuing the 2030 Agenda and the SDGs.

Evidence matters in evaluation as it helps us identify the C-A-U-S-E of initiatives that are working or not working well. The process of gathering evidence is an important part of a national evaluation system. The following pneumonic helps us to remember the important steps required in building and using evidence:

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73 Lazaro, Blanca, Comparative study on the institutionalisation of evaluation in Europe and Latin America, EUROsociAL Programme, Madrid, 2015, pg. 16.

74 Clear/UNICEF presentation 'Orientation to Countries on Evidence-Based VNRs', Addis Ababa, 11-12 December 2018.

- **C**: Collect data
- **A**: Analyse data
- **U**: Use findings
- **S**: System-based thinking
- **E**: Evaluation of what is working well or not to generate recommendations

Evidence is data that is independent, objective, verifiable and valid. It holds both internal validity (has scientific credibility) and external validity (has contextual relevance of data), and can be quantitative and qualitative. Strong evidence is to be drawn from multiple sources and cross-analysed, and will thus speak for itself.

An important distinction was made between evidence and opinion. Evidence is NOT opinion and therefore is not subjective ("I think…"), partial ("In my situation…") or difficult to verify.[75]

Evidence is readily available through various sources. Data may be found in quantitative, qualitative or combined sources, and can either be primary (e.g., surveys, financial data, expert knowledge, focus groups etc.) or secondary (e.g., published research, statistical data, peer-reviewed articles, published policy papers, etc.).[76] What is important is focusing on analysis and finding the missing pieces.

Both quantitative and qualitative evidence have strengths and weaknesses. Therefore, assessing the quality of various evidence data sets is required for evaluations. The following questions should be considered when assessing evidence quality:

- Accuracy – to what extent is the data that are present accurate? What biases may be present?
- Completeness – how complete is the data set? How much missing data is there?
- Timeliness – when was the data collected? Is this sufficiently recent to still be relevant?
- Coverage – which population/area is missing?
- Accessibility – who has access to the data? Who controls this access?
- Confidentiality – can individuals be identified from the data?
- Ethics – personal data may only be used for the purposes for which it was collected.

75 Clear/UNICEF presentation 'Orientation to Countries on Evidence-Based VNRs', Addis Ababa. 11-12 December 2018.

76 Ibid.

IMPORTANCE OF EMBEDDING EVIDENCE IN VNRs

The workshop emphasized the importance of considering evaluation as an integral part of the VNR process. A checklist of activities to consider is:

- Entry points for incorporating evidence in the VNRs
- Diagnosing
- Planning
- Informing implementation
- Assessing outcomes and impact
- Learning
- Timing

EXAMPLES OF GOOD PRACTICE EVALUATION IN VNRs

Some countries have already begun incorporating VNRs in their evaluation practice and lead as examples of good practice evaluation.

AZERBAIJAN

The Baku Forum on Sustainable Development was held in Baku, Azerbaijan in October 2018. The main objectives of the Forum were to share lessons learned and best practices gained by countries in and around the region, which can contribute to tracking, evaluation and monitoring of implementation plans and strategies developed with a view to achieving the SDGs. The discussions and studies conducted have shown a need for Azerbaijan to expand the coverage and depth of the national information systems relating to the SDGs, improve their coordination by enhancing logistical and human capacities and software support, and develop evaluation capacity.

BELIZE

The Belize VNR utilizes earlier evaluation findings to assess the current situation for cash transfer programmes, gender equality and fisheries/marine management.

ETHIOPIA

Ethiopia emphasizes the value of learning through monitoring and evaluation and has conducted a national review of performance against the Millennium Development Goals. This has fed into the preparation of Ethiopia's national agenda for the SDGs.

GHANA

In Ghana, the SDG Implementation Coordination Committee has been established with the intention to strengthen multi-stakeholder partnerships in implementation, monitoring, evaluation and reporting. The Technical Committee is responsible for ensuring integration of the SDGs into development plans, implementation, monitoring, evaluation and reporting on the SDGs in the various sectors. Studies will be conducted to assess the impact of SDG-related interventions and inform future strategic actions and interventions, with a midterm evaluation to be conducted in 2024.

GUYANA

The SDG Indicator Collection and Assessment Tool developed by the Government required that the Ministry of Finance, as the hub for the National Monitoring and Evaluation Strategy, validate each indicator submitted. This strategy is undergoing an end-term evaluation and preparation of the next sector plan will be framed within the principles of the Green State Development Strategy: Vision 2040.

KENYA

The Kenyan Government has studied the period of 2000–2015 to assess progress against the Millennium Development Goals and to document the experiences, challenges and lessons learned. This study has informed the new medium-term plan and the road map for implementing the SDGs.

PAKISTAN

Pakistan has instituted monitoring and evaluation (M&E) processes that are critical for supporting SDG implementation and strengthened collaboration with development partners, civil society organizations, think tanks, academia and the private sector. Its SDG Framework sets baselines and targets for the SDG M&E Framework including localization to provinces.

TONGA

Tonga has an M&E framework for the SDGs, and a tracking database linked to planning and budgeting. These have separate sections for each category of "people left behind", with special actions identified.

However, evaluation is still not sufficiently used as a powerful process to understand the critical aspects facing each country in relation to the SDGs. Participants that have prepared more than one VNR noted that they are already putting additional effort into gathering evidence and making VNRs more analytical. This is seen as improving

the value of the VNR process and is stimulating further action to improve progress. It is hoped that future VNRs will place more emphasis on the potential of evaluation for understanding the causes of national challenges and as a means to improve and accelerate progress.

SUCCESSFUL EVALUATION

Successful evaluations not only support better performance, but also contribute towards "transforming our world" through better decisions and systems.

A successful evaluation should be stakeholder-owned, inclusive, systems-oriented, credible (including independent, unbiased, referenced and valid sources), useful (including relevant, realistic recommendations, timely, right format for use) and transparent (clear methods, good communication, published results).

The success of an evaluation depends on certain success factors. These are:

1. Users and stakeholders should be involved and consulted throughout the evaluation process.
2. The support of senior decision makers is key, as is their commitment to the implementation of the recommendations.
3. Evaluators need to ensure that recommendations are feasible and relevant.
4. Independent evaluations must attempt to capture organizational realities.
5. Management responses and follow-up processes must take place and be adequately supported.
6. The sharing of findings enables cross-organizational learning and use.[77]

EVALUATION TYPES

There are many types of evaluations and it is important to consider the best options/combination for the specific evaluation questions. Some notable types include:

- Diagnostic review: What is the underlying situation and root causes of the problem?
- Design evaluation/evaluability assessment: Is the theory of change/programme logic strong?

77 United Nations Evaluation Group Working Paper: Evaluation Use in the UN System: Conclusions from the Data, 2016.

- Project/programme evaluation outcomes, policy evaluation: What is happening and why?
- (Social) return on investment analysis/impact investing: What are the cost benefits?
- Impact evaluation: Has the intervention had impact at outcome and impact levels, and why?
- Development/process evaluation: What approach is most effective?

CONCLUSION

It is important to strengthen national evaluation systems to ensure continuous sharing of challenges, successes and lessons learned, enhanced capacity-building, strengthened policies and institutions and increased progress in implementing the 2030 Agenda. Evaluation systems should be country-led and country-owned to make certain that evaluation practices respond to country needs and become a continued aspect of public policies and programmes. Identifying existing data and utilizing quality evidence are vital when making decisions relating to national evaluation systems, and such evaluations should be integral to the VNR process. Several countries such as Belize, Kenya, Pakistan and Tonga already incorporate good practice evaluation in VNRs and demonstrate how other nations can do the same. Successful evaluations depend on a multitude of success factors, such as focusing on a priority national issue, ensuring quality evidence gathering, engaging multiple stakeholders and communicating evaluation results widely. There are various evaluation types that allow for customized evaluation approaches to respond to specific evaluation questions that can contribute to improved progress towards the SDGs.

Following these key messages, workshop participants were encouraged to consider what the required next steps are for strengthening high-quality evidence generation in their own countries and how they personally can advocate for and influence the enhancement of evidence gathering and evaluation in their VNR processes.

4 BENIN: EMERGING ISSUES IN NATIONAL MONITORING AND EVALUATION SYSTEMS FOR VOLUNTARY NATIONAL REVIEWS

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INTRODUCTION

An analysis of the 22 voluntary national reviews (VNRs) submitted to the 2016 United Nations High-Level Political Forum on Sustainable Development,[78] which focused on how each addressed the role of evaluation, revealed that most VNRs show little awareness about just what evaluation is and how it could be used to support the 2030 Agenda for Sustainable Development and, more widely, the Agenda 2063 of the African Union. Along with Benin, many more countries will soon be presenting their VNRs in 2020. In most African countries, monitoring is strong, but evaluation systems and processes often remain missing or misunderstood in the context of the Sustainable Development Goals (SDGs).

When decision makers want to use evidence from monitoring and evaluation (M&E) systems to assist them in making choices, there is a demand for M&E. When there is great capacity to supply M&E information, but low capacity to demand quality evidence, for example to prepare VNRs, because the institutional frame involves many actors working in silos, there is a mismatch between supply and demand.

BENIN'S NATIONAL EVALUATION SYSTEMS FOR SDG TRACKING AND EVALUATION

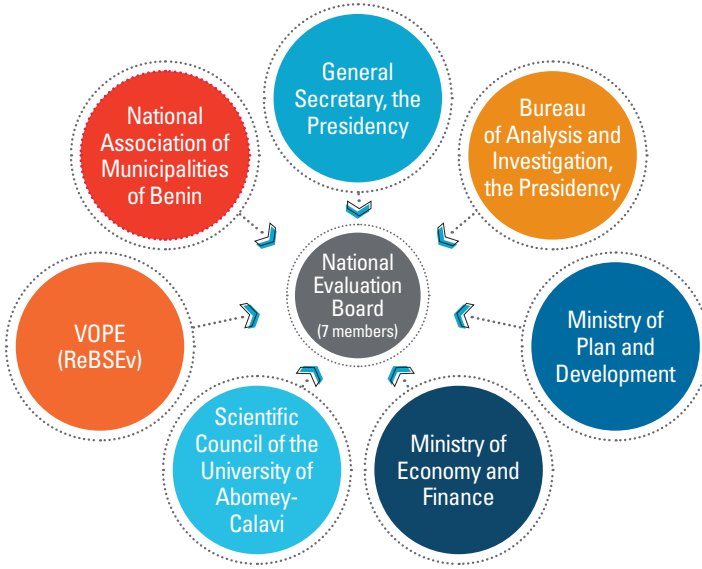
In Benin, an institutional framework has been established which defines the mechanisms for conducting evaluations, including guidance on selecting evaluations and structures, engagement of stakeholders, dissemination of results and the monitoring of implementation of recommendations.

78 Benoit Simon, Wolfgang Meyer, Stefano D'Errico, Thomas Schwandt, Dorothy Lucks, Chen Zhaoying, Kassem El-Saddik, Elisabeth Schneider, Lena Taube, Simon Anderson and Zenda Ofir, Evaluation: a missed opportunity in the SDGs' first set of Voluntary National Reviews, 2017. https://evalsdgs.org/2017/05/01/briefing-paper-6-evaluation-a-missed-opportunity-in-the-sdgs-first-set-of-voluntary-national-reviews/. This analysis was expanded in Wolfgang Meyer, Indran Naidoo, Stefano D'Errico, Silke Hofer, Madeeha Bajwa, Luisa Alejandra Tello Pérez, Kassem El-Saddik, Dorothy Lucks, Benoit Simon and Ilenia Piergallini, VNR reporting needs evaluation: a call for global guidance and national action, 2018. https://evalsdgs.org/wp-content/uploads/2018/01/eight-briefing-paper.pdf.

For example, with respect to conducting evaluations, to ensure impartiality, independent service providers such as universities undertake the evaluations. Approximately 17 evaluations have been started and 14 have been completed since 2010, one of which is an impact evaluation and the others implementation and/or process evaluations. These include evaluations of sectoral projects, multisectoral programmes and public policies in decentralization, power, agriculture, health, water and energy and specific studies in the areas of domestic electric security policy and global development strategy. This demonstrates the strength of the Benin National Evaluation System and how evaluation is generating evidence for use in policymaking and preparation of VNRs.

In terms of use of evaluations, a study was undertaken by the Bureau of Public Policy Evaluation, Office of the Presidency, Republic of Benin, on the quality and use of evaluations commissioned from 2010 to 2014, focusing on nine evaluations. One of the key findings was good ownership of the recommendations by implementing agencies. Approximately 80 percent of the recommendations (from all nine evaluations) have led to the development of implementation plans. Approximately 82 percent of the recommendations led to specific changes (49 percent policy review, 10 percent institutional change, 10 percent new projects and 15 other short-term measures). However, it is an ongoing challenge to ensure the use of evaluation findings for policy improvement and better implementation, tracking and elaborating VNRs.

Figure 1. Benin's National Evaluation System for the SDGs



VOPE = voluntary organizations for professional evaluation
Source: Bureau of Public Policy Evaluation, Presidency, Republic of Benin, 2019

ANALYSIS OF PROGRESS TOWARDS THE SDGs IN BENIN

Countries are beginning to document their progress towards the SDGs through regular VNRs submitted to the High-Level Political Forum on Sustainable Development. The 2030 Agenda for Sustainable Development sets clear expectations for VNRs to be "rigorous and based on evidence", and the United Nations recommends that the first VNR in particular should describe the review process and how the "national follow-up and reporting" system will be implemented. Evaluation enhances monitoring's meaning and depth by addressing complexity in how the SDGs are best achieved, so each VNR should include up-to-date evaluation findings and an assessment of progress on national evaluation policies and systems.

In Benin, at the national level we see increasing collaboration between government, civil society and academia on evaluation. However, often there are different streams of support and different levels of engagement, at times duplicative. There are many opportunities to collaborate more closely to strengthen capacities and evaluation culture at the national level.

The current VNR processes represent a unique entry point for national-level thinking on evidence-creation and dissemination for transformative changes. Benin should seek to embed evaluation into national plans and policies to foster transformative development. This is presently missing. Currently, monitoring data seems to prevail within the scope of the VNR processes. Evaluation is often dismissed whereas it should be the best analytical entry point to report on the SDGs and promote learning.

For transformative change to take place in the country, the generation and use of evidence are critical. However, such evidence ought to be as diverse as possible. In other words, assessing progress towards the SDGs is not only about quantitative data (administrative data collection to track SDGs as the country is proceeding for its VNRs) but also qualitative. At country level, the measures that could greatly benefit the effectiveness of VNR processes include the following: the conduct of meta-analyses and joint evaluations; the launch of evaluations of cross-cutting strategies; and the support of voluntary organizations of professional evaluators, civil society organizations and parliaments to commit. The Bureau of Public Policy Evaluation located in the Office of Presidency is mandated to support this.

There is evidence of increasing demand through government-led evaluation systems in Benin. Results concepts are not yet consistently applied throughout the M&E systems in Benin. In addition, the results-based notions that are applied appear to be generating perverse incentives that reinforce upward compliance and control to the detriment of more developmental uses of M&E evidence. This implies that the SDG review and follow-up process will be data-rich, but weaker on integrated analysis as evaluation could help to do.

There is an added value in working closely with all the actors in the country. In Benin, the Bureau of Public Policy Evaluation is coordinating the national evaluation system for learning and accountability. The main actors of the system are all committed to working closely with the Bureau, as illustrated in Figure 1 above, to strengthen national capacities in monitoring and evaluation and produce evidence for policymaking.

When it comes to the SDGs, no Government can go it alone. Partnerships across a wide range of national and international players are essential to make an effort to set up a platform where all the interested parties could collectively advance the discourse on the VNR, both at national and subnational levels. This requires:

- Strengthening evaluation and integrating an evaluation perspective in planning, monitoring and reporting (especially country-level reporting, as well as for the 2030 Agenda and Agenda 2063).
- Importance for Governments, in collaboration with their partners, to plan for evaluation and set aside funding for M&E from the outset. This requires a change in culture and practices, as well as political will.
- Strengthening robust data to monitor developmental processes and including all stakeholders in this process (beyond default household surveys conducted by national statistical offices).

Figure 2. Activity map to work with main national actors within the system



VOPE = voluntary organizations for professional evaluation
Source: Bureau of Public Policy Evaluation, Presidency, Republic of Benin, 2019

- A strong national evaluation system within a national evaluation policy.
- Domesticating the SDGs within the national development plan and developing indicators for monitoring purposes and evaluation processes.
- Developing an algorithm to retrieve SDG indicators from census and survey data based with national statistical agencies.
- Developing a disaggregated platform at country level that provides information on SDG indicators including at the local level.
- A country-level web-based application to check if ministries' annual workplans are aligned with SDG targets and to monitor their costing.
- Continuing and strengthening monitoring the SDGs to facilitate their evaluation.

CONCLUSION

The institutional design of government M&E systems is important, including the systems for capturing, processing, storing and communicating M&E information. Monitoring helps managers and policymakers to understand what the money invested is producing and whether plans are being followed. Evaluation helps to establish what difference is being made, why the level of performance is being achieved, what is being learned from activities, and whether and how to strengthen implementation of a programme or policy. Linked to the SDGs and VNRs, the programme will strengthen the overall national capacity and provide coherence, breaking the actors' work in silos for better evidence production.

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5 CHINA: THE EMERGING PUBLIC POLICY EVALUATION SYSTEM

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INTRODUCTION

Although the introduction of evaluation in China's governmental administration is relatively recent, as a result of strong encouragement, especially since the country's leadership decided to expand the political and economic reform in 2014, evaluation of government performance and policy has received widespread attention. Accordingly, an institutionalized evaluation system was formed within only a few years. Up to now, this system mainly consists of four parts: budget performance management; evaluation of policies and reform measures; tracking audit of the implementation of major policies and measures; and routine performance evaluation of government departments.

BUDGET PERFORMANCE MANAGEMENT

On the basis of previous pilot work, the Ministry of Finance explicitly put forward the establishment of a budget performance management system in 2011, requiring all budget departments nationwide to allocate a certain percentage of funds for performance evaluation. In accordance with the relevant requirements and provisions of the Central Committee of the Communist Party of China and the State Council, the Ministry of Finance has continuously deepened the reform of budget performance management, increasing the scale of the funds to be evaluated and thereby improve fiscal performance. In 2018, the Government issued a policy, "Opinions on the Comprehensive Implementation of Performance Management", which proposed to build an "all aspects, whole process and full-coverage" budget performance management system. The policy emphasizes improvement of the fiscal performance evaluation system for full-coverage budgets, integrating governmental revenue and expenditure budgets at all levels of local departments. Eventually a multilevel performance evaluation mechanism will be established whose evaluation results can be tightly linked to the next budget arrangements and current policy adjustments. The

policy will also further strengthen management of performance targets, carrying out pre-performance evaluation, implementing "dual monitoring" of budget performance, combining performance evaluation with results application, and continuing to promote performance management of the normalization, standardization and rule of law of budget. As a result, performance appraisal has been implemented nationwide in fiscal budgets from the central to local levels in China.

EVALUATION OF POLICIES AND REFORM MEASURES

In order to ensure the implementation as well as the effectiveness of public policies and reform measures, the Chinese Government is focusing on the status of their execution. For instance, by providing for evaluation, China clearly expresses its requirements to assess the current progress and situation of plans and strategies. Developing and implementing a Five-Year Plan is an important policy tool for the Government; it indicates the goal, priority development direction and main policy measures for the next five years. Starting from the 11th Five-Year Plan, the National Development and Reform Commission (NDRC) began to execute a midterm evaluation and summary evaluation for this plan. The midterm evaluation aims at obtaining a rough map of the performance at midterm of this long-term comprehensive plan and making adjustments in the remaining years of the plan. The summary evaluation assesses overall governmental performance at top level, providing a comprehensive summary for policymakers.

During the 13th Five-Year Plan (2016-2020), in order to improve development capacities nationwide, in addition to the midterm evaluation and overall evaluation work, NDRC started annual monitoring together with evaluation, especially in key areas like environmental pollution control and poverty reduction. This annual work analyses any shortcomings and weaknesses during the implementation of policies and aims to figure out precisely the development trend as well as any potential risks. To ensure the implementation of the five-year plans and longer-term plans covering 10 to 15 years, the Government issued "Opinions on the Unified Planning System to Better Play the Strategic Guiding Role in National Development Planning (2018)".

As for the reform measures, evaluation plays a crucial role in adjustments to optimize the quality of policy implementation. For example, the National Center for Science and Technology Evaluation evaluated the reform of the official car system for NDRC, which undoubtedly improved the rationality of usage of 100,000 official cars in China. The importance of evaluating planning and policy reform measures has reached a consensus among China's top leadership, as published in a set of explicit documentary regulations. All the related departments are to organize annual monitoring analysis, midterm evaluation and summary evaluation of planning implementation during the execution of policies. What's more, this encourages the involvement of third-party evaluators in governmental evaluation activities. They are regarded as a new power in enhancing

evaluation impartiality and strengthening the application of assessment results. The midterm evaluation of a national development plan should concentrate on assessing implementation progress and existing problems in light of new changes and requirements of the development environment at home and abroad, and give rise to suggestions for advancing the implementation of the plan from a third-party view.

AUDIT EVALUATION OF MAJOR POLICIES

Apart from its principal audit work, the National Audit Office has launched tracking of audit work on the implementation of major policies and measures. According to corresponding regulations, audit institutions have been required to implement audit evaluation in various regions and departments since 2015. Through forceful audit evaluation, the Government is able to realize the current status of policy operation, implementation progress and policy influence. The quarterly work of this audit evaluation is to reveal any major problems during the implementation of policies and measures, as well as to disclose and summarize any innovative methods and their effects achieved on the reform and development. In addition to boosting a healthy economic structure, the Government expects that these audit evaluations, which should be strictly executed and obeyed, are capable of promoting important decisions and agreements designed by the top policymakers at all levels of departments. The latest audit evaluation, conducted in the second quarter (April-June) of 2019, investigated ministries including the Ministry of Ecology and Environment, Ministry of Human Resources and Social Security and the State Taxation Administration. It also included autonomous regions and municipalities. This evaluation exposed problems of major policies in the areas of employment, poverty alleviation, environmental governance and tax reduction. After the evaluation, all the investigated organization are supposed to revise their policies or take more accurate measures to support the policy implementation in related areas on the basis of the evaluation results. Consequently, the promotion of policy implementation is finally being addressed at a large scale.

ROUTINE GOVERNMENT PERFORMANCE APPRAISAL

This appraisal was brought into governmental administration from the 1990s. In recent decades, more and more provincial governments have built routine performance evaluation mechanisms, which has led to the establishment of specific performance evaluation offices in these provinces. These offices are responsible for conducting and guiding governmental performance evaluations in various departments. The annual evaluation results directly link to the performance income of government staff and serve as an important reference for position promotion. In recognizing the unique role of evaluation, Chinese government departments at all levels attach great importance to

it. Evaluation is gradually becoming an indispensable foundation of national administrative decision-making in China, and the concept of evaluation is being progressively rooted in the minds of government personnel. Some provinces have issued a specific annual management performance assessment document for government departments. This document clarifies the objectives, content, methods, procedures and application of the results of the assessment.

CHALLENGES AND PROSPECTS

The four assessments mentioned above have led to the rapid use of evaluation in public policy and management. The assessments play a significant role in scientific decision-making and policy implementation to improve the management and service performance of the Government, thus advancing progress in administrative modernization in China.

Rapid application of evaluation also brings challenges. Firstly, although many departments and local governments have buried the word "evaluation" in their minds, due to limited practical evaluation experience and lack of systematic training on evaluation, the scientific and standardized evaluation concept has not been widely understood. As a result, the capacity to manage the evaluation effectively and apply the evaluation results in real work is still insufficient. Secondly, there is still a large shortage of professional evaluation agencies and personnel, as well as a lack of independent and formal evaluation organizations.

Assuring the quality of evaluation along with the guidance of a set of compact theories is also an essential challenge. To better use evaluation in public policy and management in the future, China needs to strengthen the publicity and popularization of evaluation theory and application, promote the practice of scientific evaluation research, and create a social environment to promote policy and government performance evaluation. Institutionalization and legalization of public policy and management evaluation should be further promoted through establishing a professional evaluation organization, together with focusing on training of evaluation personnel to promote the overall and large-scale development of the evaluation profession and function in China.

6 EGYPT: BUILDING AN INTEGRATED AND COMPREHENSIVE MONITORING AND EVALUATION SYSTEM

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INTRODUCTION

This paper gives insights on four aspects: (1) the Egyptian monitoring and evaluation system as a tool for transparency and accountability, which is implemented by the Ministry of Planning and Economic Development through a logical framework and a participatory approach with several government entities in collaboration with the Information and Decision Support Centre of the Egyptian Cabinet; (2) the launching of the "Sharek" application as a tool for activating the concept of citizen monitoring; (3) highlighting the integration and linkage between the financial system and monitoring and evaluation system; and (4) demonstrating the future vision and next steps to be undertaken towards linking and integrating the financial system with the monitoring and evaluation system. The paper also sheds some light on the key messages to be considered for the next steps toward the Sustainable Development Goals (SDGs).

1. THE EGYPTIAN MONITORING AND EVALUATION SYSTEM

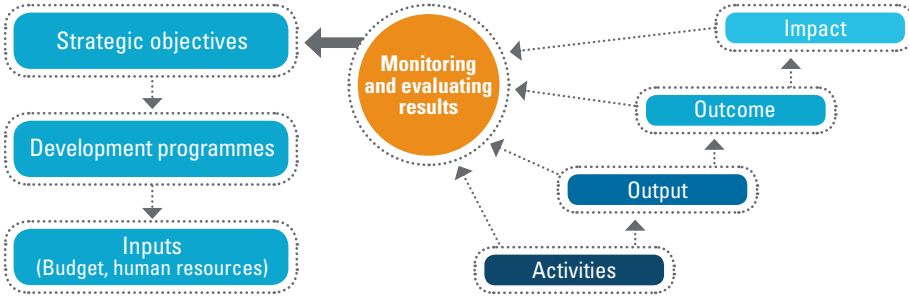
VISION

Measuring the performance of government entities, according to the latest international standards, in order to achieve a strong government performance.

MISSION

Providing an advanced and effective electronic tool, the first of its kind, that enables the Egyptian Government to observe, monitor and evaluate the performance of all country entities to address shortcomings by rapid intervention procedures, which are linked to the government budget of the State, ensuring the efficient allocation of resources; and that will act on a scientific basis to stimulate governmental and institutional excellence, and achieve the State's objectives through linking growth in wages of public employees with productivity levels.

Figure 1. Planning and monitoring methodology



METHODOLOGY

Based on the fact that what cannot be measured cannot be managed and in turn cannot be monitored, Egypt Vision 2030 assured the importance of reforming the planning and monitoring system through applying the methodology of programmes and performance-based budget plans. Implementation of the methodology has helped, starting from fiscal year 2017/2018, to make a structural transformation in the content of the plan, so that it is a comprehensive sustainable development plan financed from all items of the budget and not just an investment plan. The plan includes development performance indicators in addition to indicators that measure the accuracy of fiscal planning. The system includes templates, methodologies and tools that are standardized and binding for all public agencies.

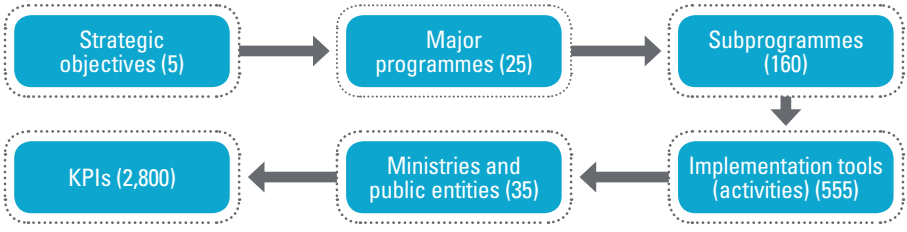
REQUIRED INFORMATION FOR BUILDING THE MONITORING AND EVALUATION SYSTEM

Planning phase: Identifying the expected outcomes

- Defining the mechanisms for implementing each programme: major projects such as the National Roads Project, activities such as training, institutional reform such as restructuring, legislative reform
- Defining quantitative performance indicators that clearly measure each of the mechanisms for implementing each programme
- Determining the cumulative status of each performance indicator, e.g., number of classes at the end of the year 2017/2018 or progress implemented in the past four years, e.g., amount of natural gas produced
- Determining the value of the indicator in the base year (implemented only in 2017/2018)

- Determining the annual objectives (key performance indicators (KPIs) for the government programmes for the four years (2018/2019 and 2021/2022
- Preparing a quarterly plan for the first year 2018/2019 and defining the target for each performance indicator quarterly
- Determining the overall performance index (at the level of impact), e.g., the growth rate of non-oil exports
- Determining the total cost/investment cost for each subprogramme
- Strategic objectives of the monitoring and evaluation system
- Enhancing the capabilities of employees in the State's administrative agencies in the area of programme and performance plans
- Institutionalizing strategic planning and measuring performance within the State's administrative agencies
- Finding urgent solutions to constraints and then evaluating performance to ensure implementation of targets
- Measuring the impact of development programmes implemented by the Government on achieving the SDGs
- Ensuring the efficiency and effectiveness of public spending
- Improving the quality of services provided to citizens
- Aligning government goals with the individual performances of government agencies and their employees
- Highlighting the extent of the country's achievements
- Achieving the highest degree of coordination between the ministries and different organizations
- Ensuring the implementation of the development goals agreed upon by the Government

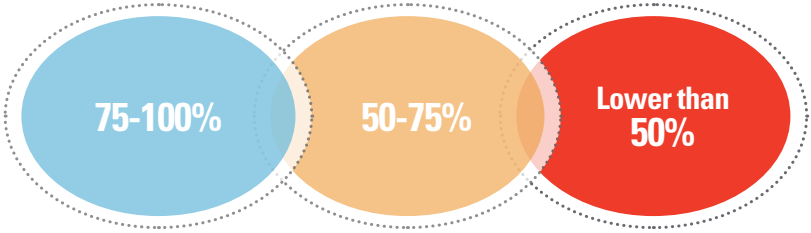
Figure 2. Logical framework for the monitoring and evaluation system



DIFFERENT STAGES OF THE MONITORING AND EVALUATION SYSTEM

- **Phase 1. Planning phase:** A quarterly action plan for the year 2018/2019 has been prepared for all public entities
- **Phase 2. Monitoring phase:** Receiving the monitoring templates from all public entities on a quarterly basis and reviewing them before they are entered into the monitoring system
- **Phase 3. Evaluation phase:** The system automatically evaluates the performance by comparing the actual value in each performance indicator with the target value for the same period. Target values are presented in the graphic below:

Levels of performance evaluation:



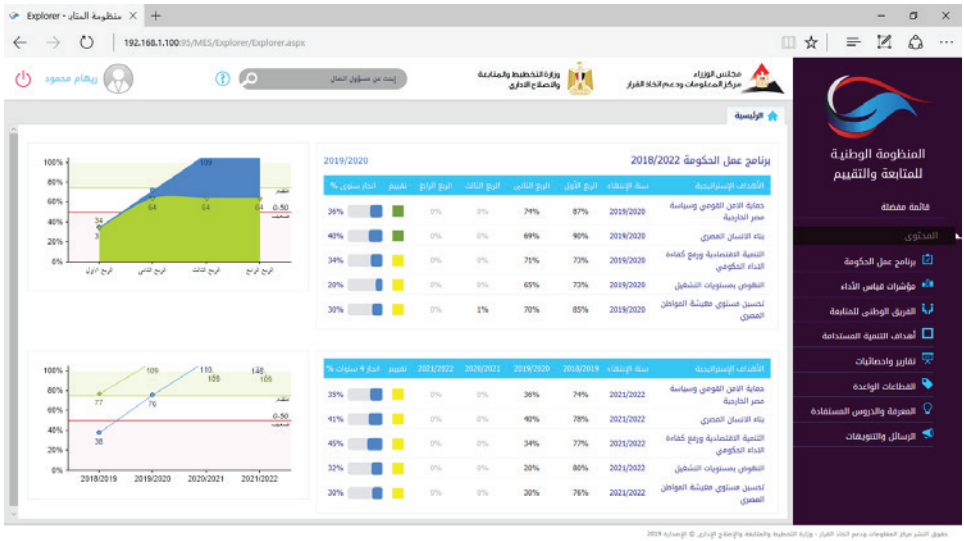
THE PARTICIPATORY APPROACH IN PREPARING AND DEVELOPMENT OF THE GOVERNMENT MONITORING AND EVALUATION SYSTEM

The performance system in its current version has been considered as the basic start towards building an integrated and comprehensive performance system that meets the requirements of all concerned parties in the monitoring process. Therefore, the Ministry of Planning and Economic Development was keen to organize intensive workshops to present and discuss the methodology of the performance system, taking into account the various requirements and recent developments in the field of monitoring and evaluation. Stakeholders included:

- The Egyptian Cabinet
- The Administrative Control Authority
- The Accountability State Authority
- Budget and Planning Committee of the Egyptian Parliament
- Institute of National Planning
- The Egyptian Association for Evaluation

- National Center for Performance Measurement of Saudi Arabia
- Microsoft Corporation
- Office of Presidency of the Council of Ministers, United Arab Emirates
- Technical partner: The Information and Decision Support Center of the Egyptian Cabinet is the strategic partner in the field of information technology and technological support.

The main screen of the monitoring and evaluation system



THE METHODOLOGY OF VERIFYING PERFORMANCE DATA

- Data are received from each ministry to be monitored.
- The monitoring team at the Ministry of Planning and Economic Development reviews the data and prepares a technical report that includes the most important observations to be reviewed.
- A workshop is organized to discuss all performance indicators with the monitoring team at the respective ministry.
- Details are requested for each indicator regarding the description of qualitative achievement and geographical distribution.

OUTPUTS OF THE GOVERNMENT MONITORING AND EVALUATION SYSTEM

- A quarterly report that includes evaluation of the performance of each ministry, showing high-, medium- and low-performance indicators
- A periodic report on the obstacles facing the implementation of development goals
- A quarterly report entitled "Harvesting the construction phase in 90 days", including a comprehensive documentation of all investment projects that are completed every quarter. It also includes data on the importance of each project, its total cost, geographical location, starting and ending date of implementation and photos for the project.

METHODS FOR THE MONITORING AND EVALUATION SYSTEM

- **Financial performance (Input):** Measures indicators at the input level
- **Operational performance (Output):** Measures indicators at the output level
- **Strategic performance (Impact):** Measures indicators at the impact level and linked to the SDGs
- **Overall performance:** An evaluation of all performance indicators

2. THE SHAREK APPLICATION AS ONE OF THE TOOLS TO ACTIVATE THE CONCEPT OF CITIZEN MONITORING

The Ministry of Planning and Economic Development has launched a mobile application, "Sharek", as a link with the citizenry to raise awareness of development programmes and projects and their performance indicators, and as an effective way to enable periodic follow-up in a way that enhances communication mechanisms and community participation.

The aims of Sharek are to:

- Achieve the greatest transparency in making information available for development programmes, performance indicators and strategic projects
- Periodically increase community awareness about the extent of the country's achievements
- Give citizens the opportunity to participate in the follow-up and to propose priority initiatives and projects

3. INTEGRATION AND LINKAGE BETWEEN THE FINANCIAL SYSTEM AND THE MONITORING AND EVALUATION SYSTEM

Figure 3. Integration between the investment plan and the performance system

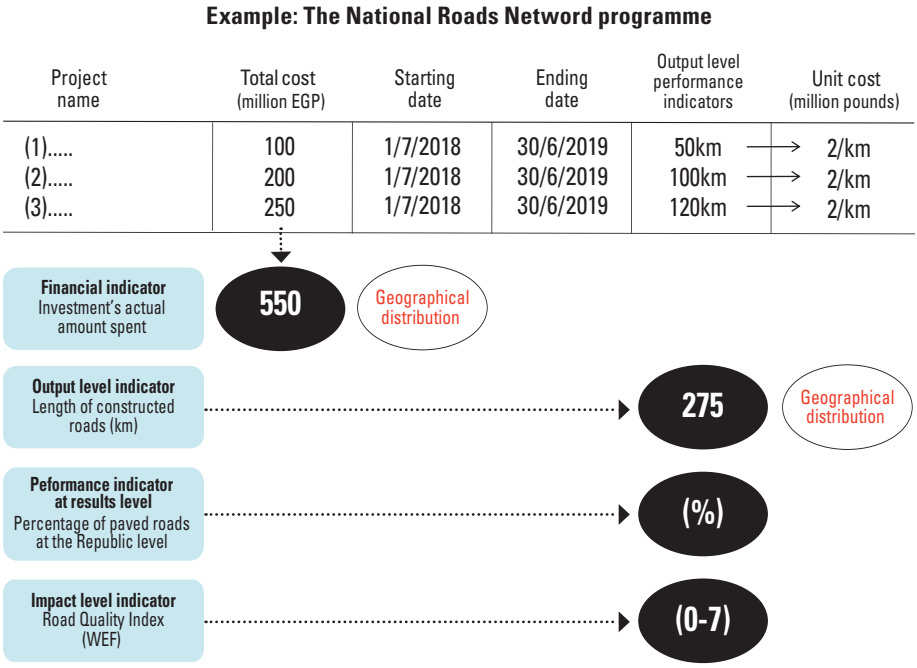
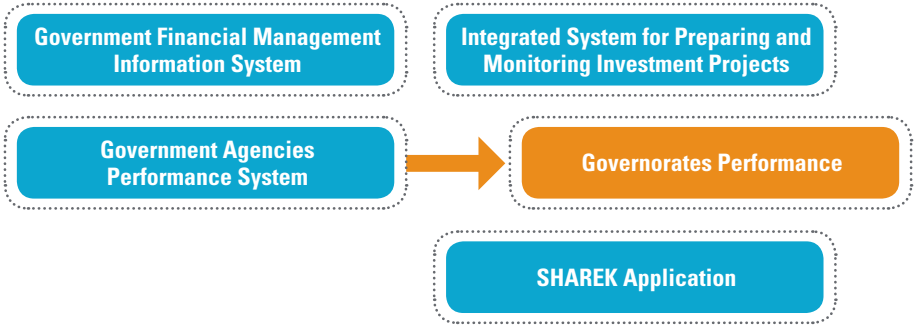


Figure 4. Integration of long-, medium- and short-term strategic goals

1	**Strategic Goal**	Improving the standard of living
2	**Major Programme**	Developing the public utilities
3	**Performance Index**	Percentage of sanitation coverage (%)
4	**Subprogramme**	Improving the level of sanitation services
5	**Performance Index**	The lengths of sanitations networks at the level of the Republic (m)
6	**The Major Project**	Sanitations coverage in Governorate (A)
7	**Performance Index**	The lengths of sanitations networks covered in Governorate (A)
8	**The Minor Project**	Sanitation coverage in city (A)
9	**Performance Index**	Percentage of sanitation coverage in city (A) (%)
10	**The Operation**	Sanitation coverage in village (A)
11	**Performance Index**	Sanitation length: 50 km
12	**Financial Index**	Initial total cost/actual total cost
13	**Performance Index**	Actual standard/unit cost (control of financial spending)
14	**Time Frame**	Start date/planned end date/actual end date
15	**Performance Index**	Completion rate compared to intended plan (%)

Figure 5. Future steps and vision on integration and linkage between the financial system and monitoring and evaluation system



Key messages for developing monitoring and evaluation system	
From monitoring to evaluation	The transformation of countries' monitoring process to the process of evaluating the feasibility of development programmes is a necessary step for implementation of the SDGs.
Participatory approach	All partners (governments, parliament, civil society organizations, private sector) should cooperate in the evaluation process to ensure its effectiveness.
Evaluation before and after	There must be mechanisms to measure the impact of development programmes, with the provision to conduct adequate studies on strategic and development projects before implementation, and to conduct continuous field visits after completion of implementation, to ensure the efficient provision of services to citizens.
Capacity-building	Governments need to continue programmes to develop the capacities of employees of government agencies and to expand partnerships with relevant agencies.
Culture of evaluation	A "culture of evaluation" must be disseminated in society, with the need to emphasize that evaluation is an important tool to address shortcomings, not a means of punishment.
Leaving no one behind	Evaluations should not overlook marginalized groups and should integrate them into society and the sustainable development process.
The cost of access to data	Modern technology should be adopted to collect data, and continuous work should be done to integrate citizens in the evaluation process through tools that are accessible to all, taking into consideration the cost of access to data.
Institutional and legislative reforms	The evaluation process should be institutionalized, with legislative amendments made, if required.
Data accuracy	It is not important to increase the number of KPIs for measurement of the SDGs. It is better to determine accurate KPIs that can be measured based on reliable methods.

7 ECUADOR: STRATEGIC PARTNERSHIPS TO STRENGTHEN A NATIONAL EVALUATION SYSTEM

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INTRODUCTION

Public policy evaluation has become increasingly important at the international level in recent years as a source of evidence for improving governance and providing better public services.

Nonetheless, the institutionalization of evaluation and of monitoring and evaluation systems requires strategies promoted by high-level political leadership and implemented in a sustained and coordinated manner through the commitment of the parties involved.

While several measures have been implemented in Ecuador to strengthen evaluation, it has not yet been possible to consolidate them and ensure their sustainability over time.

This paper begins by reviewing the current legal and institutional context. It then examines several studies in Ecuador that identify areas for improvement in evaluation. It ends by outlining the measures being implemented to strengthen the national monitoring and evaluation subsystem for public policy evaluation.

LEGAL AND INSTITUTIONAL FRAMEWORK

The 2008 Constitution of Ecuador[79] strengthened the State's role in ensuring adequate planning. The Constitution states that public administration should be governed by principles that include evaluation (defined as the duty of the State to direct, plan and regulate the process of development);[80] that the Executive has the authority to evaluate national public policies and the plans created to implement them; and that this evaluation should contribute to guaranteeing constitutional rights.

79 Constitutional Assembly (2008). Constitución de la República del Ecuador.

80 Under Article 13 of the Organic Administrative Code (Código Orgánico Administrativo) (2017), the principle of evaluation means public administrations must create and promote permanent channels for evaluating satisfaction with public services.

The Constitution also strengthens the national decentralized participatory planning system, which organizes planning for development.[81] The system's main objectives are related to guaranteeing constitutional rights, coordinating planning and public policy and guiding results-based management for the public sector.

Additionally, the Constitution states that people and organizations must be involved in the planning of national and local development and the evaluation of public policy.

The Organic Code of Planning and Public Finance[82] states that the monitoring and evaluation of planning and public finance entails compiling, systematizing and analysing information on developments in these areas so that corrective measures can be adopted and new public initiatives undertaken.

In 2014, the Regulation for the Code of Planning and Public Finance[83] created the national monitoring and evaluation subsystem[84] as part of the national decentralized participatory planning system. The subsystem is defined as the set of standards, tools, instruments, processes and activities implemented to monitor and evaluate goals, policies, programmes and projects.

At the institutional level, the National Planning Council is the highest body of the national decentralized system of participatory planning. The Council determines the principles and policies that guide the system, approves the national development plan and the annual evaluation plan, and is responsible for corrective measures based on the results of the monitoring and evaluation of the national development plan.

Planifica Ecuador, the current technical secretariat for planning, is the governing body of the national monitoring and evaluation subsystem.[85] It leads the subsystem and issues guidelines, directives and methodologies for the formulation, monitoring and evaluation of national and sectoral public policy, as well as producing, monitoring and evaluating the national development plan. It also has powers over producing the annual evaluation plan, feedback on public policy process and decision-making, and monitoring and evaluation of the national decentralized system of participatory planning instruments, the 2030 Agenda for Sustainable Development and public interventions.

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81 Defined in Article 18 of the Organic Code of Planning and Public Finance as the set of processes, entities and instruments for the planning of development and land use at all levels of government.

82 National Assembly of Ecuador (2010). Código Orgánico de Planificación y Finanzas Públicas.

83 Presidency of the Republic of Ecuador (2014). Reglamento del Código Orgánico de Planificación y Finanzas Públicas. Executive Decree 489 in Official Registry Supplement 383.

84 Defined by Article 53 of the Regulation as the set of rules, tools, instruments, processes and activities implemented to monitor and evaluate goals, policies, programmes and projects.

85 Executive Decree No. 732 of 13 May 2019 abolished the National Secretariat of Planning and Development (SENPLADES) and replaced it with a new body called Planifica Ecuador. Planifica Ecuador has all the competences, powers, responsibilities, functions and delegations set out in the Constitution, the Organic Code of Planning and Public Finance and its regulations and any other regulations in force that previously belonged to SENPLADES, except for processes related to State institutions and public companies.

To comply with regulations, the Department of Public Policy Evaluation was created in 2014 as part of the former National Planning and Development Secretariat (Secretaria Nacional de Planificación y Desarrollo (SENPLADES), which raised awareness of the importance of evaluation as an instrument for consolidating results-based management in the public sector.

ANALYSIS

As several studies in the area have shown, Ecuador has a weak culture of evaluation, which has persisted over the years.

According to SENPLADES in a report published in 2008, while 52 percent of the ministries analysed had monitoring and evaluation mechanisms for planning, no accountability policy for monitoring and evaluation processes was defined. There was also a lack of participation in evaluation processes at the subnational level, alongside insufficient training and high turnover of staff.[86]

SENPLADES also conducted a meta-evaluation of the country's impact evaluations identified at that point and concluded they were not part of a planning process. Experimental impact assessments predominated due to the robustness of the results, despite being a costly and slow means of providing adequate information.[87]

A 2014 report by the United Nations Economic Commission for Latin America and the Caribbean (ECLAC)[88] found that the monitoring and evaluation system in Ecuador was being institutionalized and that the information it provided was not used in budget decision-making or in the formulation or improvement of programmes and policies. However, Guerrero and Velasco[89] found that the regulatory and institutional framework for evaluation was patchy and that the management of the entities involved was disjointed and sporadic. The authors identified challenges for the professionalization of monitoring and evaluation, the quality of administrative records, the communication and publication of evaluations, regulations to improve coordination and quality standards for evaluations, and creating a culture of evaluation.

86 SENPLADES – National Secretariat of Planning and Development (2008). Notas para discusión. Definiciones conceptuales del subsistema de seguimiento y evaluación. Quito, SENPLADES, p. 11. Available online: https://www.planificacion.gob.ec/wp-content/uploads/downloads/2012/08/Notas-para-Discusi%C3%B3n.-Definiciones-conceptuales-del-Subsistema-de-Seguimiento-y-Evaluaci%C3%B3n.pdf [Accessed 1 December 2019].

87 Ibid., p. 10.

88 Economic Commission for Latin America and the Caribbean (2014). Panorama de la Gestión Pública en América Latina y el Caribe. Available online: https://repositorio.cepal.org/bitstream/handle/11362/37223/1/S1420739_es.pdf [Accessed 4 December 2019].

89 Guerrero, E. & Velasco, E. (2015). Acercamiento a los procesos de monitoreo y evaluación de la República del Ecuador: Proceso político y énfasis en el control gerencial. Available online: https://dds.cepal.org/redesoc/archivos_recursos/4440/Panorama_completo.pdf [Accessed 5 December 2019].

The situation remained unchanged in 2017. A report by ECLAC published in 2018[90] found that the results of the monitoring and evaluation system were still not being used in decision-making for policy, budgets and the improvement of programmes, and were not being published on the Internet. Similarly, Carrera, Cando and Terán[91] conclude that the greatest challenges facing Ecuador when it comes to evaluation include regulations to generate mechanisms for implementation; coordination and the use of evaluations; increasing knowledge of evaluation in civil society; professional training for evaluators; and creating a space for synergies and cooperation among the different actors involved in evaluating public policy.

Finally, Villarreal, Castells and Castro[92] (2018) noted that while there are monitoring and evaluation departments within public institutions, their role is to evaluate the performance of partners, processes or budgets. They also found confusion between monitoring and evaluation, reflecting the lack of technical skills in evaluation; that only a few institutions conduct evaluations and publish results; and that "there is no general awareness of the need for and importance of evaluation".[93]

It is clear that despite legal and institutional progress, there are still weaknesses when it comes to strengthening the culture of public policy evaluation in Ecuador.

GENERATING STRATEGIC PARTNERSHIPS

Since 2008, SENPLADES has promoted evaluation in Ecuador by implementing technical capacity-building measures. These have been supported by international cooperation and have involved workshops, seminars, courses and conducting evaluations. However, their continuity has depended on political will.

As such, efforts since 2018 have focused on promoting the sustainability of the national monitoring and evaluation subsystem in order to generate prompt and quality information for decision-making and thus improve public management.

90 Economic Commission for Latin America and the Caribbean (2018). Panorama de la Gestión Pública en América Latina y el Caribe. Available online: https://repositorio.cepal.org/bitstream/handle/11362/42396/S1701222_es.pdf [Accessed 4 December 2019].

91 Carrera, P., Cando, F. & Terán, S. (2019). Análisis de la institucionalización de la evaluación de políticas, programas y proyectos de desarrollo en Ecuador (2014–2017). Revista Contribuciones a las Ciencias Sociales, November 2019. Available online: https://www.eumed.net/rev/cccss/2019/11/institucionalizacion-politicas-ecuador.html [Accessed 5 December 2019].

92 Villarreal, A., Castells, P. & Castro, A. (2018). Evaluación de programas y políticas públicas en Ecuador: oportunidades y desafíos. Available online: https://grupofaro.org/wp-content/uploads/2019/05/ValorAgregado10-Art-2.-Evaluaci%C3%B3n-de-programas-y-pol%C3%ADticas.pdf [Accessed 1 December 2019].

93 Ibid., p. 65.

Based on the experiences of countries such as Costa Rica, Colombia, Mexico and South Africa, four strategy areas were proposed: regulation; technical capacity-building; a culture of evaluation; and an evaluation bank.

The first step was to identify all the parties involved and define their roles in the subsystem, as shown below:

Actors and roles of the national monitoring and evaluation subsystem

Actor	Proposed assigned role
Planifica Ecuador	Given the powers assigned by the current regulations, Planifica Ecuador should exercise greater leadership and play a more strategic role than at present.
Sectoral cabinets[94]	Participation in producing the annual evaluation plan, conducting evaluations and coordinating measures related to the use of evaluation.
Public sector	Involvement in producing the annual evaluation plan, leadership in implementing it and developing and implementing action plans, as well as circulating evaluation results.
Civil society	Involvement in producing the annual evaluation plan through presenting proposals for public interventions to be evaluated. Involvement in some or all of the phases of the evaluation processes carried out by public bodies.

The strategies and activities to be implemented as part of each area were then determined based on the results chain:

1. **Regulation:** A technical evaluation standard was drawn up covering the technical and operational aspects of the annual evaluation plan, the evaluation process for public interventions and the evaluation bank to provide greater clarity on certain aspects of the legal regulations in force. A draft of the document was circulated at workshops with representatives of the actors identified above and the actors responsible for internal processes of the public policy cycle. This helped to strengthen the content of the document and start a process of positioning and raising awareness of evaluation.

   The importance of developing legal and methodological instruments to define the "what", "who" and "how" of conducting evaluations and to establish mechanisms, timing and technical capacity for linking evaluation results to public resource allocations and other phases of the public policy cycle was also deemed

94 Bodies that coordinate the activities of sectoral ministries.

to be important. Ongoing training and communication are planned after issuing the instruments.

2. **Technical capacity:** This involves training, technical support and monitoring of evaluations in the public sector to encourage their use and improve the quality of evaluations.
3. **Culture of evaluation:** This aspect involves specialized communication campaigns for target groups and events related to evaluation or policy issues that have been evaluated. It also involves creating a knowledge platform to provide the public with information and documentation on evaluation.
4. **Evaluation bank:** This involves generating guidelines for the standardized collection and storage of information through public policy design, as well as circulating and publishing evaluations. It also includes consolidating information from evaluation processes that are under way, in order to identify compliance with quality standards and public interventions that are in need of evaluation.

Strategic partnerships with the actors involved need to be generated to comply with these actions and ensure the sustainability of the results. An evaluation platform was created as a coordination space, based on the experience of the Ministry of National Planning and Economic Policy of Costa Rica and support from German cooperation through the FOCELAC[95] project for capacity-building in evaluation in Latin America. The platform aims to build consensus and achieve concrete agreements, promote collaborative work and structure coordinated measures to promote evaluation in the country and the active involvement of civil society.

The first meeting in September 2019 was attended by representatives of the Executive, local governments, organized civil society and academia. To generate interest from participants, a representative of the Ministry of National Planning and Economic Policy took part in the event, sharing the benefits, challenges and difficulties of this type of space. Future meetings will develop a joint workplan with objectives, targets and indicators, followed by its monitoring and evaluation. However, it will also be necessary to identify the expectations and interests of the participants.

The challenges are the limited financial, human and information technology resources available for implementing evaluations, ensuring quality information generated by public institutions, the integration and coordination of monitoring and evaluation processes, civil society involvement in evaluation processes and demand for evaluations, and political willpower to implement effective measures for strengthening evaluation in the country.

95 See part 3, chapter 2, "National Evaluation Systems in Latin America: Challenges and Lessons Learned for Other Regions" by Nataly Salas for a discussion of FOCELAC.

Addressing these challenges will require a motivated and committed work team, as well as individuals who wish to get involved beyond the spaces that are created and who share the objective of consolidating the evaluation of public policy in the country.

CONCLUSIONS

Ensuring adequate development of evaluation in Ecuador requires positioning and strengthening the leadership of Planifica Ecuador as the governing body and coordinator of all evaluation activities.

Institutionalizing evaluation is the task and responsibility of all actors involved, such as the public sector (including legislative and social control functions), civil society organizations, academia, evaluator networks and international cooperation agencies. This means it is necessary to establish synergies and strategic partnerships.

A regulatory framework that specifically defines the role of each actor and their interactions in the national monitoring and evaluation subsystem, together with incentives to strengthen the use, quality, publication and dissemination of evaluations, must be developed.

Resources are needed for the implementation of evaluations in the country's public institutions to help deliver more robust results.

It is essential to develop and strengthen the technical capacity of civil servants for monitoring and evaluation to obtain the best possible results and reduce the impact of staff turnover. Greater emphasis should be given to local government.

The role of organized civil society and academia must be strengthened to ensure the sustainability of measures does not depend on political willpower alone.

High-quality mechanisms for generating, safeguarding, maintaining and transferring information must be coordinated among the bodies responsible for information.

International links between evaluation governing bodies must be strengthened for exchanging experiences and practices that can be adopted or adapted to the country.

Mechanisms should be identified to reduce the time required to obtain evaluation results, thus providing timely information for decision-making.

Critical thinking must be promoted in educational institutions so that evaluation is identified as a tool for feedback, learning and transparency.

8 LIBERIA: STRENGTHENING NATIONAL EVALUATION SYSTEMS

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INTRODUCTION

Countries around the world are conducting awareness on the global development goals. They have begun to develop and mainstream global, continental and regional goals, targets and aspirations into their national development plans. Significant progress has been made by a number of countries in, for example, developing results frameworks; linking their national development plan targets and goals to the Sustainable Development Goals (SDGs); linking national indicators to the SDGs; creating coordination bodies and multi-stakeholder mechanisms; and undertaking SDG data gap assessments.

Using Liberia as a case study, this paper intends to discuss the progress made and shortcomings encountered. It also seeks to provide the necessary and relevant information needed to strengthen the national evaluation system to promote effectiveness and efficiency in achieving the SDGs. It states the problems responsible for the low impact that this initiative sought to address, particularly in ensuring the sustainability of planning processes and achieving intervention targets for transformative development. Furthermore, it identifies causes for inadequate implementation affecting development outcomes including lack of political will; the enabling environment; institutional weaknesses of public systems; lack of systemic evaluation procedures; low capacity to supply, demand and report credible information; limited participatory processes in the design, implementation and monitoring of evaluation tools; and limited budgetary support for projects and programmes including higher-level investment projects. It also provides information on challenges. The paper concludes by highlighting what the national evaluation system intends to achieve and how it can be strengthened, institutionalized and sustained.

This paper also provides information on the importance of the national evaluation system in contributing towards achieving the SDGs and the social, economic and development of Liberia that can be emulated by other countries.

THE ROLE OF EVALUATION

Evaluation plays a very significant role in measuring progress and the effect of change towards achieving the goals of the national development plan and the SDGs. The national

evaluation system is an important tool used for management and quality improvement.[96] Strengthening the national evaluation system will enhance a Government's capability to maintain its effectiveness, promote sustainability and meet its objectives. It provides policymakers with relevant and credible information to aid in planning, policy and programme design and budgeting. It supports decision makers in determining the extent to which government programmes and policies have achieved their desired objectives, thus providing the evidence needed to ensure strong accountability to stakeholders and determining the level to improve performance. Strengthening of the national evaluation system is crucial for effective and sustainable development and in achieving national development goals and the SDGs.

In strengthening a national evaluation system, evaluation capacity-building support is one of the essential mechanisms for enhancing the system and maintaining its effectiveness and sustainability: national ownership is required to provide an incentive for ensuring good governance, the fight against corruption, transparency and accountability, unbiased analysis and reporting and achievement of a country's national development goals and the SDGs. The measurement of a system's performance can only be done through monitoring and evaluation, which are key components of an effective and sustainable national system. This can only happen if the national evaluation system is nationally owned and supported with political will, commitment for change and the creation of an enabling environment for the monitoring and evaluation (M&E) system to develop and function.

PROGRESS IN LIBERIA

Liberia, as a case study, has been conducting awareness on the global development goals. It has mainstreamed global, continental and regional goals, targets and aspirations (SDGs, African Union Agenda 2063 and Economic Community of West African States (ECOWAS) Vision 2020) into its national development plan. Significant progress has been made in developing its results framework, linking the plan's targets and goals to the SDGs; linking national indicators to the SDGs; prioritizing, coordinating and collaborating with interministerial bodies and multi-stakeholder partners; and undertaking SDG data gap assessments. It has carried out development finance assessments; strengthened its domestic resource mobilization strategy through international support to finance development initiatives; taken steps to design integrated national financing frameworks to improve budget coverage, fiscal policy management, financial control and oversight of government finances; and aligned national budgeting with

96 United Nations Evaluation Group, National Evaluation Capacity Development: Practical tips on how to strengthen National Evaluation Systems, p.9. Available at https://unsdg.un.org/resources/national-evaluation-capacity-development-practical-tips-how-strengthen-national

the national development plan, the Pro-Poor Agenda for Prosperity and Development (PAPD). Significant progress has been made on public financial management and procurement to enhance implementation.

From 2008 to 2011, the country developed its short-term national development plan, the Poverty Reduction Strategy (PRS) ("Lift Liberia") and conducted an evaluation of its planning processes and implementation to determine its strengths and weaknesses. At the end of the PRS, the country conducted a results-focused assessment,[97] a form of evaluation supported by the United Nations Development Programme (UNDP), to determine the extent to which its objectives had been met. It was determined that its achievements were at the output level and about two thirds of what had been planned was accomplished. Much of what was needed and what was done were preparatory measures: developing detailed plans, building capacity, passing laws, building or rebuilding parts of institutional and physical systems and rehabilitating or repairing infrastructure. Although the outputs did not achieve all the desired outcomes described, there were positive developments: peace was sustained; economic growth continued, especially in the urban areas; poverty declined; some physical infrastructure improved; coverage of health and education services expanded by most measures; and some aspects of governance improved.

From 2012 to 2017, the country developed its medium-term Agenda for Transformation. A midterm review conducted in October 2016, again supported by UNDP, took stock of the Agenda's framework, construct, implementation arrangements and contribution to the national development agenda, looking at results and outcomes produced. The review[98] showed that progress was measured against three groups of outcome indicators: (1) per capita income and consumption; (2) the Millennium Development Goals; and (3) indicators of unmet basic needs derived from the national census. It was determined that its achievements were at the outcome level. Although not all the desired outcomes had been achieved, there were positive developments: progress towards the goal of creating an atmosphere of peaceful co-existence and of conflict resolution; improvements in peace, security, rule of law and the criminal justice system; improved gross enrolment ratios at the primary and secondary school levels; 85 percent of the population in urban areas was not less than five kilometres from a health delivery point; a significant decrease in the number of malaria-related incidences; the stated goal for access to safe drinking water was met well before the target year of 2017; and progress for cross-cutting issues of child protection, disability, youth empowerment, environment, HIV/AIDS, human rights, labour and employment.

97 Government of Liberia (2012), Lift Liberia Poverty Reduction Strategy, Results-Focused Assessment Report (2008-2011) available at: https://www.imf.org/external/pubs/ft/scr/2012/cr1245.pdf

98 Government of Liberia (2016), Agenda for Transformation, Report of the Midterm Progress Review.

Additionally, Liberia has adopted an innovative national measurement tool, the Social Cohesion and Reconciliation Index[99] methodology. This M&E tool diagnoses and predicts issues, challenges and progress on peace and reconciliation, which is linked to Pillar 3 of the PAPD. Reporting arising from the tool shows that peace is on course but more efforts are needed in reconciliation and expanding access to justice.

The country has a national M&E Unit in the Ministry of Finance and Development Planning that is being used as a framework for coordinating monitoring and evaluation. It works closely with other government ministries, agencies and commissions but does not have enforcement authority or high-level political support. The national M&E Unit collaborates with the Liberia Institute for Statistics and Geo-Information Services, which serves as the repository for statistical information to report on progress under the national development plan and the SDGs.

Currently, the Government of Liberia is preparing to conduct its voluntary national review of progress towards the SDGs. It is preparing to establish a National Evaluation Committee that will include the Government, development partners, civil society, the private sector, etc. It will be responsible for facilitating support and promoting evaluations of key projects and programmes.

SHORTCOMINGS ENCOUNTERED

From 2008 to 2011, Liberia developed its short-term PRS, Lift Liberia, and from 2012 to 2017 developed its medium-term Agenda for Transformation. Since the implementation of these plans, the Government has not conducted an impact evaluation, even on public sector investment projects/programmes, except for a results-focused assessment and midterm review by independent consultants hired by the Government.

The current Government has developed its medium-term national development plan, the PAPD, 2018-2023[100] and has yet to strengthen the effectiveness of its M&E system, which is the weakest public sector management tool. It does not have an M&E policy, well-developed M&E system or relevant skills and capacities to conduct impact evaluations and measure performance. It has no centralized data-collection and reporting system for the SDGs and the national development plan despite having the Liberia Institute for Statistics and Geo-Information Services as its statistical data house. Most of the data initially collected under previous development plans were inadequate for decision-making due to limited capacity, skills, experience and financial support. The country has not been very successful in reporting its enormous contribution towards achieving the SDGs and the extent of the positive impact made on the lives of its citizens through its national development plans.

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99 Liberia Social Cohesion and Reconciliation Index, available at https://www.scoreforpeace.org/en/liberia

100 Government of Liberia (2018), Pro-Poor Agenda for Prosperity and Development.

CAUSES/PROBLEMS OF LOW IMPACT

Liberia has been confronted with inadequate implementation of development projects/programmes to positively impact the lives of its citizens. Some of these causes have been identified as follows:

- Lack of ownership supported by high-level political will and commitment for change, which relates to the absence of political buy-in and the obligation to ensure transformative change for the citizens and the country
- An enabling environment for the development and functioning of an M&E system, which relates to the lack of commitment to support values and ethics, provide resources and sustain the system
- Institutional weaknesses of public systems, which relates to weaknesses in the system of public institutions
- Lack of systemic evaluation procedures, which refers to the absence or non-existence of systemic evaluation procedures in state institutions
- Lack of capacity to supply, demand and report credible information, which refers to limited technical M&E capacity with the relevant skills and experience to collect, use and measure performance and provide credible and relevant information in a timely way
- Limited participatory processes in the design, implementation and monitoring of evaluation tools, which refers to inadequate involvement of stakeholders (including government, international community, international agencies, private sector and civil society) in the design, implementation, monitoring and evaluation of development processes
- Unclear strategies and techniques, which refers to uncertain plans, tactics, approaches, methods and skills usage or design to accomplish a desired objective
- Limited funding, which relates to inadequate budgetary and donor support to fund projects and programmes, including higher-level investment projects

CHALLENGES

Liberia has been faced with challenges that have served as impediments to achieving the goals of national development plans and the global development agenda. Some of these impediments are as follows:

- Inadequate planning, which relates to insufficient information to support national development plans, redirection of development funds from sectoral plans/programmes to other budgetary items and political interest

- Inadequate implementation, which relates to the low level of interest in and support to sectoral ministries, agencies and commissions for sectoral plans/programmes
- A weak M&E system, which refers to the lack of a well-organized, robust and coordinated M&E system to disaggregate data and measure progress both by sector and at regional levels to inform decision-making for effectiveness and sustainability
- Lack of an M&E policy to guide monitoring and evaluation for development effectiveness
- Limited staff capacity, with limited technical staff to adequately perform tasks
- Limited capacity-building, which refers to limited support to building staff capacity and improving higher-level skills and experience
- Inadequate sensitization and awareness, which relates to insufficient information being provided on development.

CONCLUSION

Realizing that the attainment of the SDGs depends significantly on monitoring and evaluation, it is important to strengthen the national evaluation system for management and quality improvement that will enhance the Government's capability to meet its objectives and ensure effectiveness and sustainability. A reinforced system will promote effectiveness and efficiency in achieving national development goals and the SDGs. It will provide policymakers with the relevant and credible information to aid in planning, policy and programme design and budgeting. It will also support decision makers in determining the extent to which government programmes and policies have achieved their desired objectives, thus providing the evidence needed to ensure strong accountability to stakeholders and determining the level to improve performance.

Analysis has shown that not much has been seen in terms of positive impact on the lives of citizens in Liberia due to the absence of impact evaluation of development plans over the years. For example, projects such as the Cotton Tree to Buchanan Highway, the Red Light-Parker Paint to Ganta Highway and the Restoration of Electricity from the Mount Coffee Hydro to Monrovia have not been subject to an impact assessment. If impact evaluations are conducted, they can provide a picture of the extent to which the Government has contributed to significant change and at the same time identify its shortfalls and recommend corrective measures to improve on its development shortcomings. Policymakers have had limited information to make informed development decisions, resulting in a lack of significant impact in terms of the realizing national development plans and achieving global development goals. Thus, there is a need to support capacity development of a country-owned national evaluation system to promote effectiveness and sustainability. This will lead to the following:

- Ensuring good governance
- Improving public policy, programmes and service delivery
- Fight against corruption
- Transparency and accountability
- Unbiased analysis and reporting
- Sound policy decision-making

The above-mentioned factors, together with improved institutional abilities to use evaluation, the development of employees' skills including the use of indicators and statistics, and the development of approaches/processes to improve results, will have the following positive effects:

- Greater institutional success and sustainability
- More informed decision-making for achieving results
- Measurement of productivity and efficiency
- Creation of an enabling policy environment

Support to a country's national development goals will contribute towards achieving national development plan targets and the SDGs. This entails providing funding and capacity support to government development projects and programmes, thereby creating an enabling environment for support to monitoring and evaluation. Critical evaluative thinking, analysis and assessment are crucial at national and subnational levels to provide solutions to difficult decisions in complex environments to enhance impact and performance. Developing partnerships to strengthen engagement and approaches including the private sector and civil society will enhance development effectiveness.

In so doing, the strengthening of national evaluation systems should achieve the following:

1. Evidence-/evaluation-based decisions on planning and budgeting
2. Improved policy and programmes through consensus
3. Improved service delivery in the public sector
4. Enhanced operations and improved quality
5. Improved skills of employees
6. Higher-level results, intermediate and longer-term outcomes and impacts of public sector interventions
7. Efficiency and effectiveness of performance from institutional actions

Institutionalizing an integrated national system would require development, passage into law and full implementation of an M&E policy and framework, and ensuring national ownership through political buy-in and government commitment to believe in the utility of the national evaluation system and understand its benefits.

Conclusively, a national evaluation system is critical to the development of Liberia because it provides an opportunity for an improved and quality system that reviews the extent to which government programmes and policies have achieved their objectives; provides evidence needed to ensure strong accountability to stakeholders (Legislature/ Parliament, civil society, donors, citizens and various government bodies); provides policymakers with credible information for decision-making; determines the level to improve performance; and contributes to achieving the global development goals.

RECOMMENDATIONS

Based on this analysis and the experience of Liberia, in order to measure results and achieve the goals of the national development plan and the SDGs, it is recommended to:

1. Strengthen the national evaluation system to enhance government capabilities to maintain an improved quality system that is effective, sustainable and meets its objectives
2. Strengthen the M&E policy to guide monitoring and evaluation for development effectiveness
3. Strengthen the capacities of technical staff to adequately perform requisite tasks
4. Support evaluation capacity-building for employees and other stakeholders to improve their skills
5. Reinforce planning and implementation to support national development
6. Ensure that evaluation is nationally owned to support buy-in
7. Foster political will and commitment for change
8. Create an enabling environment for the development and functioning of an M&E system
9. Involve stakeholders in development processes in the design, implementation and monitoring of evaluation tools
10. Ensure adequate funding for programmes and projects, including higher-level investment projects.

9 NEPAL: SUSTAINABLE DEVELOPMENT GOALS AND EVALUATION: INITIATIVES IN NEPAL[101]

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INTRODUCTION

Nepal ventured into the new era of governance by becoming a Federal Democratic Republic through the Constitution of Nepal in 2015. Around the same time, Nepal became a part of the international commitment of the 2030 Agenda for Sustainable Development. Having achieved remarkable feats in the Millennium Development Goals (MDGs) by reducing extreme poverty and hunger, reducing child and maternal mortality rates and combating diseases, Nepal stood confidently ready to embrace a new step in the direction of development. Thus, in an endeavour to achieve the unfinished agenda of the MDGs and to achieve greater, more inclusive and sustainable development, Nepal adopted the Sustainable Development Goals (SDGs).

Nepal has been a dedicated Member State in the introduction, familiarization, awareness and implementation of the all-encompassing SDGs. With the inception of federalism, Nepal comprises a federal Government, seven provinces and 753 local units. Localizing the SDGs at the subregional level is a major step that needs to be taken.

The SDG Road Map 2016-2030 of Nepal envisages shared aspirations of generating, sharing and sustaining prosperity. Capitalizing on areas of agriculture, tourism and clean energy, owing to the resources endowed to the country by nature, can be a means of generating prosperity for the country. Similarly, an emphasis on inclusivity and equity among all castes, races, ethnicities, sexes, genders, geographic locations and ages is also sought for a balanced development of the country. Shared prosperity is eventually the overarching goal of "leaving no one behind". Also envisioned is a key focus on environmental sustainability through advancement of clean air, water and energy as well as better management of resources. Nepal is prone to natural disasters such as earthquakes, floods and landslides and the major cities are gripped by problems of pollution. Planned and safer infrastructure, buildings and settlements are vital to

101 Based on "Nepal's perspectives on the adaptation of evaluation systems", presentation made at the National Evaluation Capacities Conference 2019, Hurghada, Egypt.

mitigate the losses incurred through these disasters.[102] The federal structure of Nepal also demands fiscal discipline in order to ensure sustainability in changing times.

Monitoring and evaluation (M&E) has been a significant component of the planning process in Nepal. M&E is required to gauge the most valuable and efficient use of resources and to assess ongoing or completed projects. In Nepal, various institutional mechanisms have been formed in order to monitor and evaluate programmes and projects. Institutions such as the Office of the Prime Minister and Council of Ministers, National Planning Commission, Ministry of Finance, Office of the Auditor General, National Vigilance Center, Financial Comptroller General's Office, other line ministries and provincial and local bodies are also involved in the M&E process.

In the context of the SDGs, various committees have been formed at the national level for better planning, execution, monitoring and evaluation, such as:

1. A High-Level Steering Committee, chaired by the Prime Minister
2. An Implementation and Coordination Committee, chaired by the Vice-Chair, National Planning Commission
3. Seven thematic committees, chaired by members of the National Planning Commission

CHALLENGES

The lack of data disaggregated by sex, age, social group, disability, geography and income at the provincial and local levels and of a strong database system is one of the major hindrances to quality monitoring and evaluation. The SDG Needs Assessment, Costing and Financing Strategy[103] estimates that an annual average investment of 2.025 billion Nepali rupees will be required, which is 48 percent of gross domestic product on average. Access to technology, capacity-building and challenges due to lack of effective governance and public institutions are also present in addition to threats due to the country's landlocked status, climate change and natural disasters. Lack of coordination among the different tiers of government has also been a challenge, as has horizontal coordination.

INITIATIVES

Various initiatives have been undertaken in terms of integrating the SDGs in national planning processes through the formation of an institutional framework, production of documents and integrating the SDGs at the subnational level.

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102 National Planning Commission. Sustainable Development Goals Status and Roadmap: 2016-2030. Government of Nepal, Kathmandu. 2017.

103 National Planning Commission. Needs Assessment, Costing and Financing Strategy for Nepal's Sustainable Development Goals. Government of Nepal, Kathmandu. 2018.

For evaluation specifically, a National Monitoring and Evaluation Act is in the Cabinet for discussion before being introduced in the Parliament. Further, Nepal has piloted the Online Self-Assessment Tool for National Evaluation Diagnostics and Strategizing, a tool that assesses evaluation capacity, determines needs and establishes action points for developing a country's framework for evaluation of national development strategies, including the SDGs. An SDG localization guideline for local governments, entitled "Local Governments and the Sustainable Development Goals in Nepal: A Guidance Note for Achieving Sustainable Development at the Local Level in the context of the Federal Constitution", has been launched. It complements the SDG-based local and provincial-level planning guidelines and sets a clearer path for the local levels to better understand and internalize the SDGs in their programmes and projects.

Some key policy documents have been brought to support mainstreaming and aligning the SDGs with national plans and priorities.

1. Preliminary SDG Baseline Report, 2015
2. Sustainable Development Goals: Status and Roadmap 2016-2030, 2017
3. National Voluntary Review, SDGs, 2017
4. United Nations Development Assistance Framework for 2018-2022
5. SDG-based Monitoring and Evaluation Guidelines
6. SDG-based Local and Provincial-Level Planning Guidelines
7. SDG Needs Assessment, Costing and Financing Strategy, 2019
8. Integrated National Evaluation Action Plan of Nepal (2016-2020), 2017
9. Guideline on SDG localization prepared for local governments, 2019

Further, capacity-building has been carried out on an SDG-based planning, budgeting and medium-term expenditure framework and on M&E and statistics to help provincial and local levels to integrate the SDGs into their priorities. SDG indicators have been produced at the provincial level. A national data profile has been created along with an online portal on the National Planning Commission website to help access information related to the SDGs.

CONCLUSIONS AND THE WAY FORWARD

Nepal's transition to a federal system of governance poses new challenges and tremendous opportunities at the same time. In order to make hay while the sun shines, Nepal needs to work on localizing the SDGs to better coalesce the developmental goals at the grass-root levels in a more equitable manner.

Long-standing challenges of horizontal and vertical coordination in the Government need to be addressed along with the formation of a responsive public system that meets the concerns of the private and cooperative sectors. Strengthening the national database through development of robust data disaggregated according to sex, age, social group, disability, geography, income, provincial and local structures is one of the most important steps.

Nepal is set to graduate from least developed country status in 2022, become a middle-income country by 2030 and a developed country by 2043, as envisioned by the Long-Term Vision of Nepal. The SDGs will play a complementary role in helping the country to achieve these ambitious goals.

Nepal has made remarkable strides in promoting an equity- and gender-responsive evaluation system as well as an enabling environment, capacity-building and institutional arrangements. Endeavours are under way to further refine the evidence-based planning, monitoring and evaluation system. In order to realize the overarching goals of leaving no one behind and reaching the furthest behind first, a robust evaluation system should be in place which not only keeps a check on achieving developmental goals but also provides pointers to what could be done better and more efficiently.

Deliberations that help to achieve national goals in line with international commitments have been important for Nepal. Through an amalgamation of national goals and priorities along with the all-inclusive goals of the 2030 Agenda for Sustainable Development, Nepal is committed to utilizing available resources and knowledge to bring about prosperity in the country. The 15th Plan of Nepal focuses equally on economic as well as social indicators. For the country to attain its goals on time, and to help steer it towards a higher trajectory of growth and well-being, it is essential that a standard, evidence-based M&E system is in place, and Nepal's initiatives for achieving the same speak for themselves.

10 SENEGAL: TOOLS FOR PROGRESS IN NATIONAL EVALUATION SYSTEMS: EXPERIENCES USING THE NATIONAL DIAGNOSTICS TOOL

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INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP), as part of its evaluation capacity-building initiatives, chose Senegal, along with other pilot countries, to test its online self-assessment tool, with a view to analysing the current national monitoring and evaluation system and to propose a national strategy for public policy evaluation. The Office of Economic Forecasting (Bureau de prospective économique (BPE), attached to the Secretariat General of the Government of Senegal, is responsible for piloting the deployment of the tool in Senegal.

Senegal used the IEO tool to diagnose its evaluation capacities, determine needs and establish action points for the development of a national framework for the evaluation of national development strategies, including the Sustainable Development Goals (SDGs). It is in this context that the BPE participated in the National Evaluation Capacities Conference to share the experience of Senegal in collaboration with the IEO.

This contribution aims to present the methodological approach and the process used by BPE to adapt the self-assessment tool to carry out the diagnosis of Senegal's evaluation capacities and develop a draft national policy for public policy evaluation.

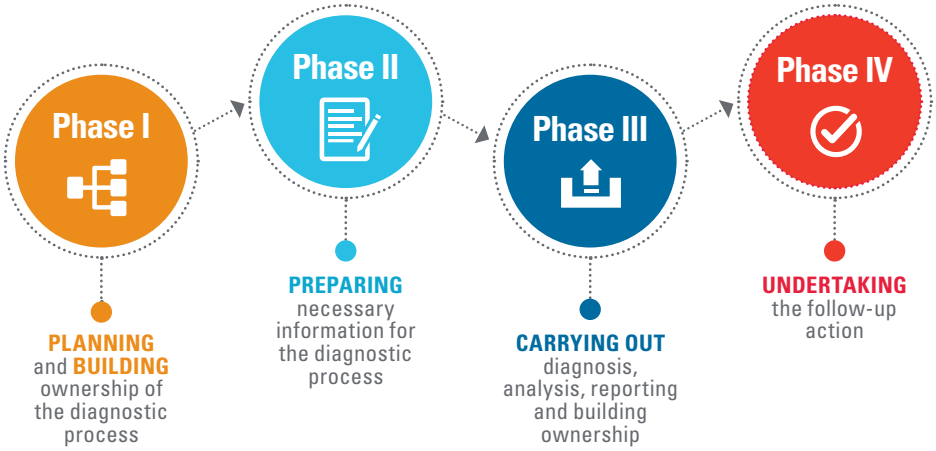
METHODOLOGICAL APPROACH FOR THE DIAGNOSTIC OF EVALUATION CAPACITIES

The diagnostic process was based on the four phases recommended by the IEO.

PHASE 1. PLANNING AND BUILDING OWNERSHIP OF THE DIAGNOSTIC PROCESS

To meet the requirements of this phase, the BPE organized a national workshop to launch the diagnostic process with major stakeholders (public administration, technical and financial partners, civil society, etc.) in August 2018. During this workshop, the IEO self-assessment tool and how it worked were presented to the stakeholders and a Steering Committee was set up to guide the process.

Figure 1. The four phases of the national self-assessment diagnostic tool



Source: UNDP IEO

Following the launch workshop, the BPE developed a concept note on the objectives and the necessary resources, then proceeded to the effective launch of the diagnostic process with quantitative and qualitative surveys.

PHASE 2. PREPARATION OF THE INFORMATION NECESSARY FOR THE DIAGNOSTIC PROCESS

To prepare the information necessary for the process, the BPE first translated the various modules of the IEO online self-assessment tool from English to French. The themes and questions of the four modules were then brought together to develop an online questionnaire and an interview guide for stakeholders.

Data analysis required the triangulation of the information collected by the quantitative survey (questionnaires sent online) which was then completed by the qualitative survey (interviews with the main stakeholders using the interview guide).

Understanding the enabling environment

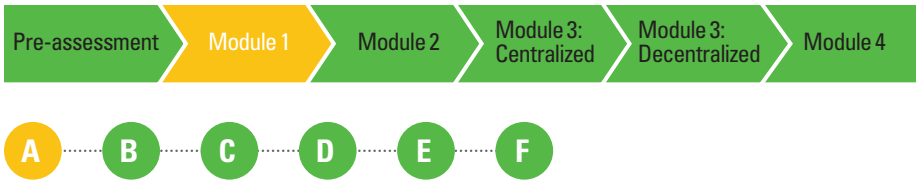
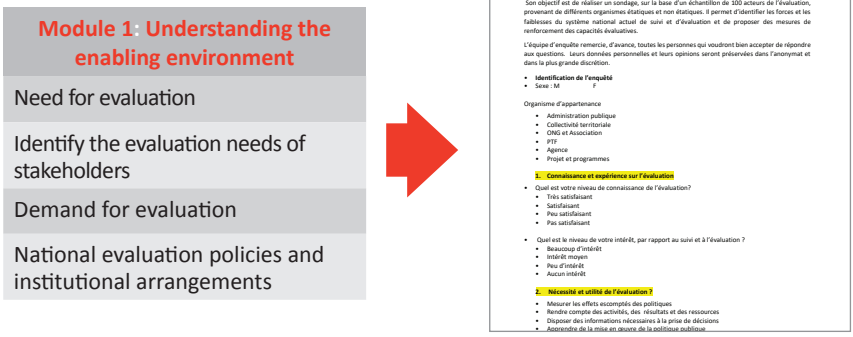


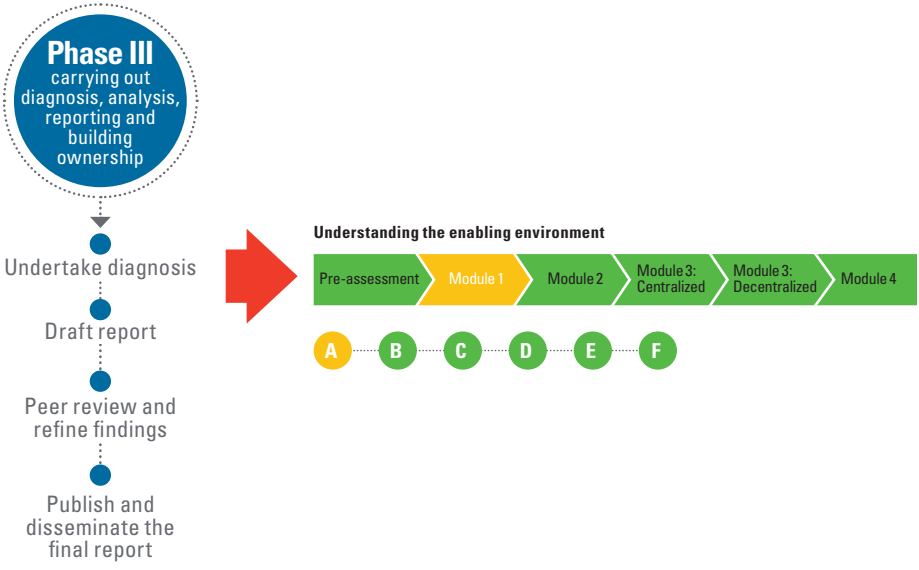
Figure 2. Example of how the questionnaire was elaborated by the BPE based on the first module of the IEO online assessment tool



PHASE 3. CARRYING OUT THE DIAGNOSTIC: THE ANALYSIS, PREPARATION OF REPORTS AND APPROPRIATION OF THE RESULTS OF THE DIAGNOSTIC

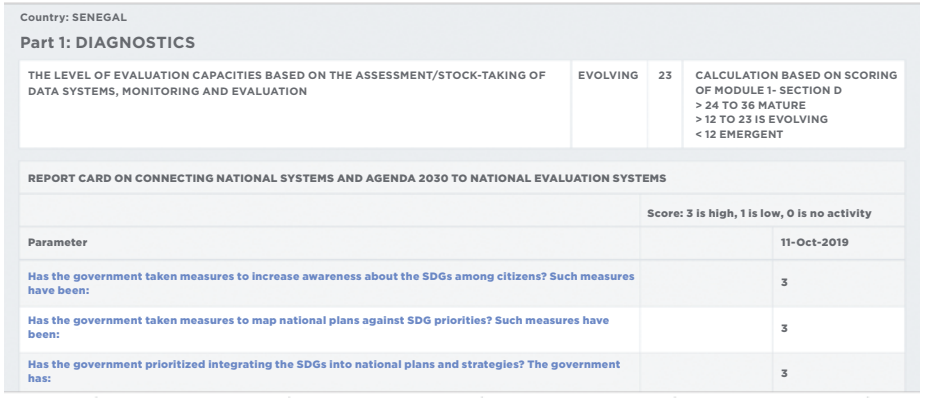
A. Responses to the questions of the four modules of the IEO online self-assessment tool

The activities were carried out using the four modules of the tool. The data collected made it possible to answer the questions for each module.



B. Preparation of the draft report

A diagnostic capacity assessment report was prepared and submitted to the Steering Committee for review. The various reports generated by the IEO online tool were used to draft the diagnostic report.



Country: SENEGAL

Part 1: DIAGNOSTICS

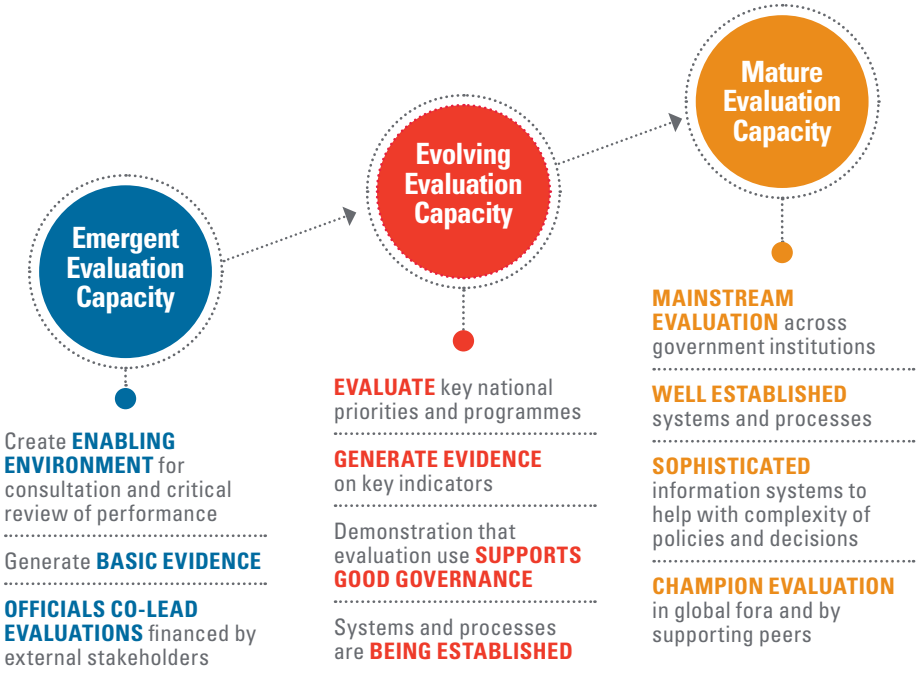
THE LEVEL OF EVALUATION CAPACITIES BASED ON THE ASSESSMENT/STOCK-TAKING OF DATA SYSTEMS, MONITORING AND EVALUATION	EVOLVING	23	CALCULATION BASED ON SCORING OF MODULE 1- SECTION D > 24 TO 36 MATURE > 12 TO 23 IS EVOLVING < 12 EMERGENT

REPORT CARD ON CONNECTING NATIONAL SYSTEMS AND AGENDA 2030 TO NATIONAL EVALUATION SYSTEMS

	Score: 3 is high, 1 is low, 0 is no activity	
Parameter		11-Oct-2019
Has the government taken measures to increase awareness about the SDGs among citizens? Such measures have been:		3
Has the government taken measures to map national plans against SDG priorities? Such measures have been:		3
Has the government prioritized integrating the SDGs into national plans and strategies? The government has:		3

The results obtained by the online self-assessment tool made it possible to assess the level of evaluative capacities in Senegal and to position it on the different levels identified by the IEO. The answers to the modules' questions also made it possible to justify the results generated by the tool and to support the argument.

Figure 3. The different levels of capacities, according to the IEO online tool



PHASE 4. UNDERTAKE FOLLOW-UP ACTIONS

On the basis of the results of the diagnostic, a draft national evaluation policy was developed and submitted by experts from the BPE to the Steering Committee for validation. After the adoption of the national evaluation policy, a second assessment of evaluation capacities will be planned using the IEO online self-assessment tool to compare with the first assessment and measure the achievements obtained.

CONCLUSION

The online self-assessment tool developed by the UNDP IEO made it possible for the BPE to have a structured approach to assessing evaluation capacities in Senegal, making the link with the SDGs and developing a draft national policy for public policy evaluation, coordinated by the BPE. This enriching experience will be continued by training major stakeholders involved in the evaluation process in order to promote understanding and ownership of the tool in Senegal.

11 TURKEY: INTEGRATION OF THE SDGs INTO A NATIONAL SETTING FOR LEAVING NO ONE BEHIND

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INTRODUCTION

The Sustainable Development Goals (SDGs) have set the global framework until 2030 for equitable, inclusive and sustainable development for all people. In this regard, Turkey is committed to the 2030 Agenda for Sustainable Development and to a better future for all, having translated the SDGs into its national policy documents, primarily the Eleventh National Development Plan (NDP) and its legal framework. Moreover, Turkey is among the few countries submitting its second voluntary national review (VNR) report to the High-Level Political Forum on Sustainable Development.

With an average annual growth rate of 5.5 percent[104] in the last two decades, Turkey has been able to extend increased prosperity towards all in society through an inclusive development pathway. Correspondingly, to demonstrate the particular emphasis on policies for providing equal opportunities to vulnerable people, Turkey reported on progress for women, children, youth, the elderly, persons with a disability and refugees in a separate chapter in its second VNR report.[105]

ALIGNING NATIONAL POLICIES WITH THE SDGs

"Sustainable development" has been part of the national policy agenda of Turkey since the United Nations Conference on Environment and Development in 1992 and was first introduced in the Seventh NDP in 1996.[106] In this regard, robust policies implemented for the prosperity of the people and achievements vis-à-vis the Millennium Development Goals culminated in a strong infrastructure and institutional capacity along with multi-level awareness of the path towards the SDGs.

104 Government of Turkey, Presidency of Strategy and Budget, "Turkey's Second VNR 2019, Sustainable Development Goals: Strong Ground towards Common Goals", 2019.

105 United Nations, Sustainable Development Knowledge Platform, https://sustainabledevelopment.un.org/vnrs/

106 Government of Turkey, Presidency of Strategy and Budget, "Turkey's Second VNR 2019, Sustainable Development Goals: Strong Ground towards Common Goals", 2019.

By the virtue of the commitment to a sustainable world and the approach of responsible development for the coming generations, Turkey has taken steps to incorporate the SDGs into its policy documents including NDPs, sectoral and institutional strategies, thematic programmes and international cooperation frameworks with an integrated approach.

In the context of Turkey, NDPs, which are the fundamental planning documents designating long-term macropolicies, are prepared by the Presidency of Strategy and Budget under the Presidency of the Republic of Turkey on behalf of the Government and are adopted by the Turkish National Assembly. Accordingly, they are mandatory for public institutions and advisory for the private sector, civil society organizations (CSOs) and international partners. They define the policies to be set and the transformations that will be realized in the economic, social and cultural sectors to lead all stakeholders for the next five years.[107]

To provide an integrated policy framework, Turkey adapted the 2030 Agenda for Sustainable Development to its national context and development priorities with the Eleventh NDP in lieu of a specific SDG policy document. In this regard, the SDGs were mainstreamed in the Eleventh NDP through five main pillars: "stable and strong economy"; "competitive production and efficiency"; "qualified human, strong society"; "liveable cities, sustainable environment"; and "rule of law, democratization and good governance".[108]

As a product of an inclusive policy design process, the Eleventh NDP was prepared with a participatory and inclusive approach. In this context, in order to exchange opinions about the future policies of Turkey, 75 special expert commissions and working groups on each policy area were organized with the participation of representatives of public institutions, CSOs, media, the private sector, academia, international organizations and local actors. Additionally, through regional consultations, 12,000 people were engaged in the policy design process. Furthermore, the expectations of 19,000 participants concerning the priorities of the development plan were received via an online citizen survey.[109]

As the 2030 Agenda states the importance of "cohesive nationally owned sustainable development strategies, supported by integrated national financing frameworks",[110] connections between the plan, programmes and budgets were strengthened in the Eleventh NDP and accordingly, policies, measures and institutional and legal arrangements envisaged were associated to the budget.[111]

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107 Government of Turkey, Ninth Development Plan, 2006.

108 Government of Turkey, Eleventh Development Plan, 2019.

109 Government of Turkey, Ministry of Development, List of 11th National Development Plan Special Expertise Commissions, 2018.

110 United Nations, Transforming Our World: The 2030 Agenda for Sustainable Development, General Assembly, A/RES/&0/1, October 2015. https://sustainabledevelopment.un.org/post2015/transformingourworld

111 Government of Turkey, Eleventh Development Plan, 2019.

Turkey published its first VNR report in 2016, one of 22 countries to do so. In July 2019, Turkey presented its second VNR report, prepared under the coordination of the Presidency of Strategy and Budget, at the High-Level Political Forum. The preparatory process for the VNR was grounded in a participatory and transparent approach. A platform for a comprehensive consultation and partnership process included representatives of CSOs, the private sector and local administrations. The contributions of 2,962 people were incorporated in the report. Simultaneously a survey was initiated to capture the recommendations of public institutions regarding integration of the SDGs into national policies. A National SDG Best Practices Database, including 400 projects and models, was established for sharing best practices.[112]

As mentioned above, achievement of the SDGs and consolidation of the endeavour for inclusive development entail the engagement of stakeholders and society at national and local levels. Accordingly, in Turkey the 2030 Agenda attained high-level political ownership at presidential and parliamentary levels. Moreover, various programmes were carried out to build public awareness and mobilize actors and resources.

Corresponding to the work at home, Turkey supports development efforts in developing countries with the perception that leaving no one behind is actually a global issue that is responsibility of the all States. Turkey provided development assistance of over US$38.7 billion in 2014-2018 and has hosted the United Nations Technology Bank for Least Developed Countries since 2018.[113]

Quality data and evidence-based approaches are key to effective policy design, monitoring and evaluation and to efficient use of resources for development. In Turkey, The Turkish Statistical Institute (TURKSTAT) is the institution responsible for generating reliable and regular data and monitoring SDG indicators. After launching a preliminary set of global indicators, TURKSTAT conducted a data inventory to highlight data gaps and the national capacity for the production of statistics to monitor and report on the SDGs. Subsequently, 218 SDG indicators that apply to Turkey and the responsible institutions were incorporated in the Official Statistics Programme. In 2016, Turkey conducted a Stocktaking Analysis Project to identify the key targets relevant for Turkey, and the gaps and needs regarding these targets. In 2019, a National Sustainable Development Indicator Set of 83 indicators was published.

112 Government of Turkey, Presidency of Strategy and Budget, "Turkey's Second VNR 2019, Sustainable Development Goals: Strong Ground towards Common Goals", 2019.

113 Government of Turkey, Presidency of Strategy and Budget, 2020 Annual Programme of the Presidency, 2019.

POLICIES FOR VULNERABLE GROUPS

The principle of leaving no one behind is the key value[114] of the 2030 Agenda. Turkey, with its human-oriented development approach, prepared a separate chapter on leaving no one behind in its second VNR report, to highlight the importance attached to the empowerment and inclusion of those ones who lack the opportunities for a decent life.

Turkey is a country with 82 million people, including 23 million children (0-18 years old), 15 million youth (15-24 years old) and 7.2 million elderly people. Moreover, there are around 3.7 million Syrian refugees and 350,000 people under international protection. This population structure necessitates efficient and inclusive social and economic policies.

Since 2000, Turkey has achieved considerable progress in terms of physical, human and technological infrastructure, corresponding with its high economic growth. Accordingly, inclusive economic and social policies were designed to provide equal opportunities to vulnerable groups; quality, accessible and widespread public services were improved; a more inclusive social security system was designed; and a more efficient social assistance and service system was established. Consequently, as of 2015, absolute poverty was reduced to a minimum of 0.06 percent and the relative poverty rate was reduced to 20.1 percent in 2017.[115] Increased welfare, accompanied by redistribution mechanisms and successful social policies to reduce poverty, penetrated all segments of the society and contributed to the empowerment of vulnerable groups.

Improving the quality of life of people who are at risk of poverty or exclusion and increasing their participation in economic and social life through easy access to opportunities is a policy priority for Turkey. In this context, Turkey has enhanced social policies to reach all segments of society and revised ongoing programmes to be compatible with the special needs of disadvantaged groups.

In order to reduce poverty and disrupt its intergenerational transmission, social assistance programmes targeting low-income families and vulnerable groups were diversified to include in particular education, health, housing and income support. Furthermore, incentives and support programmes including job counselling, entrepreneurship training programmes, subsidies for job searches and application costs, and social security premium incentives at work were implemented to ensure the integration of long-term unemployed beneficiaries of social assistance into the labour market. What's more, all segments of society are provided Universal Health Insurance and the Government covers the cost of premiums for those who do not have the means to pay.

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114 Lucks, Dorothy &, Kalugampitiya, Asela, Global Evaluation Agenda 2016-2020, Proceedings from the Fourth International Conference on National Evaluation Capacities 2015, UNDP, June 2016.

115 Government of Turkey, Presidency of Strategy and Budget, "Turkey's Second VNR 2019, Sustainable Development Goals: Strong Ground towards Common Goals", 2019.

Subject to the influx of Syrian people since 2011, Turkey has become the country hosting the highest number of refugees. Turkey, granting "temporary protection" status to the Syrian refugees, has spent approximately $40 billion to date from the national budget for the well-being of immigrants.[116]

With migration increasing, policies towards immigrants have become integral to the principle of leaving no one behind. Early emergency services including housing, nutrition, health and social protection were transformed into services supporting social and economic cohesion as the Syrian crisis continued and the Syrian population inclined to be permanently in the country. They were given temporary identity cards in order to provide efficient services and to reach each individual. Currently, refugees under both temporary and international protection can utilize public services like Turkish citizens and can participate in the labour market.

In the context of humanitarian and social assistance, the Emergency Social Security Network Programme (ESSN) was initiated in 2016 for the people under temporary and international protection. Approximately 1.5 million people are beneficiaries of the ESSN.[117] Additionally, the Food Card Project is implemented as a social assistance programme for the daily needs of refugees living in Temporary Accommodation Centres. In order to strengthen their resilience, programmes have been designed for social adaptation of refugees.

Access of Syrian children to education is prioritized to ensure that they develop skills, adapt to the host communities, contribute to their country's development in case of repatriation and finally to avoid that a generation is lost. In Turkey, all children, whether Turkish citizens or not, have the right to education. Currently, 63 percent of the 1.08 million school-aged Syrian children are in education. Syrian children can attend Temporary Training Centres, regular schools or Accelerated Learning Programmes. The online Foreign Students Information System tracks their registration, success and attendance status. What is more, to increase school attendance by refugee children, the scope of the national Conditional Education Assistance Programme has been extended. As of October 2019, under the Conditional Cash Transfer for Education Programme, 445,757 vulnerable refugee children are being provided cash payments.[118]

In "child-friendly spaces" psychosocial and developmental support and creative activities are offered to increase the participation of the migrant children. Moreover, through the social cohesion programmes and activities, platforms for the interaction of migrant and Turkish children and youth are created. In addition, child rights

116 Government of Turkey, Presidency of Strategy and Budget, 2020 Annual Programme of the Presidency, 2019.

117 World Food Programme, Turkey Annual Country Report 2018.

118 Government of Turkey, Presidency of Strategy and Budget, 2020 Annual Programme of the Presidency, 2019.

committees, made up of children, are participatory and interactive mechanisms that provide an opportunity to the migrant children to have a say in monitoring their rights.

Refugees with a temporary identity card can benefit from all health services without any payment. They can also benefit from 668 Migrant Health Units established to overcome language and cultural barriers for more efficient and accessible health-care services. In addition, the Migrant Health Centres and Women's Health Centres offer services for adolescent, women's and maternal health, gender-based violence and psychosocial support.

Empowering girls and women and ensuring their active participation in social life, education and employment are emphasized in Turkey's policy documents. Within this context, policies and programmes are implemented to enhance women's active and efficient participation in development and to increase female employment. Within the frame of reconciliation of family and work life, the Labor Law was amended to include part-time and flexible working hours following childbirth and parental leave in addition to maternity leave. Active labour-market programmes aim to improve the employability of women including through vocational training, job counselling, social security and tax reduction incentives; women are granted 20 percent more than men under entrepreneurship support programmes. Projects such as "My Mom's Job is My Future" and "Engineer Girls of Turkey" are also initiated with private sector partnerships for the empowerment of women.

As a result of the efforts to increase schooling for girls, the primary school enrolment rate for girls is 98 percent. However, the rate of transition to secondary school is below the target of the compulsory 12 years of education. In this context, to reach this policy target and not leave any girl out of school, there are special programmes aiming to increase the awareness of local opinion leaders, families and professionals such as "Increasing School Attendance Rates Especially for Girls". Similarly, young women who are socioeconomically disadvantaged are supported to improve their literacy skills and informed about women's rights and gender equality within the scope of the "Development Programme for Young Women".

Turkey's demographic profile, with 39.2 percent of the population comprising children and youth, requires investment in human capital and policies for improving the well-being of the young population. Within this framework, increasing the access of the child and youth population to quality public services has become the core of the public policy agenda. Since 2008, all children are covered by the Universal Health Insurance and can benefit from health-care services, including prenatal care, early childhood tracking programmes, immunization and nutrition support, free of charge. As a measure to support maternal and infant health, under the Conditional Cash Transfer for Health Programme, since 2002 poor expectant mothers receive payments for medical examinations during pregnancy and delivery at a health-care institution. Mothers in poor families receive payment for the regular medical examination and vaccination

of children under the age of 6 years. As of September 2019, a total of 1,008,147 people utilized the conditional health support.[119]

Adolescent- and youth-friendly health-care services are provided at Youth Counselling and Health-care Service Centres and at Centres for Healthy Life. To support adolescents and young people in this sensitive and special period of their lives, youth, particularly the most vulnerable, are informed on sexual and reproductive rights and services; and programmes to improve the services provided by psychological advisers and counsellors at schools are implemented in cooperation with CSOs and other partners.

Education is not only an instrument for the well-being of children and youth but also provides them the opportunity to explore and realize their potential. The Turkish Constitution acknowledges education as a fundamental right and prohibits depriving individuals of this right. Accordingly, in Turkey, compulsory education for 12 years and optional higher education are provided free of charge.

Corresponding to its increased importance at global level, Turkey has emphasized early childhood care and education in the Eleventh NDP and in the 2023 Education Vision document. Targeting that each child has at least one year of preschool education and a 100 percent preschooling rate by 2023, special measures are envisaged to increase access of children in disadvantaged conditions. These measures include a compulsory 3 percent quota in private early childhood care and education centres for the children of poor families; free educational materials; nutritional support; special curricula for schools with high numbers of children of seasonal agricultural workers and children under temporary protection; free preschool education for children with disabilities; alternative and flexible early childhood education models like mobile schools; summer nursery classes; and the mothers' support programmes.

Acknowledging the role education plays at providing equality of opportunity and paving the way for chances of a better life, services are delivered to minimize the disadvantaged situations of the children, for example transport for children who live in sparsely populated and dispersed settlements to central schools, or boarding schools for children living in rural areas or in poor families. Remedial education programmes are implemented for students who lag behind their peers in academic achievement and/or are at risk of dropping out. For children with special educational needs and disabilities, inclusive education is provided in mainstream schools. Accordingly, for children with disabilities, the Government meets the costs of special rehabilitation and education services in private educational institutions, meals and transportation.

Institutional care, foster family and adoption services are delivered for children who are deprived of parental care. These services are designed and provided in line with the principles of "the best interest of the child" and "family care, care by own family in

119 Government of Turkey, Presidency of Strategy and Budget, 2020 Annual Programme of the Presidency, 2019.

priority". Families in economic difficulties are financially supported by the Social and Economic Support Programme to ensure that children can live with their families. Since 2017, with the School Support Project, these children are also engaged in social, cultural, artistic and sporting activities. Children under temporary or international protection may also benefit from institutional care services, the Social and Economic Support Programme and School Support Project. Moreover, specialized child support centres provide care and psychosocial support to children abusing substances, children driven to crime or victims of crime and unaccompanied foreign children.[120]

Turkey is committed to ending child labour, and adopted the National Programme for the Elimination of Child Labour in 2018 in line with the priorities of International Labour Organization conventions No.138 and No. 182. Accordingly, 2018 was declared as the Year against Child Labour. Some of the actions against the worst forms of child labour were the establishment of provincial child labour units across the country, mobile teams to detect children in the streets and projects for children in seasonal agriculture.

The active and efficient participation of youth in social life is an important means to empower them. In addition to the public scholarship programmes, free higher education and public dormitories, children and young people can participate free of charge in the activities and programmes of youth centres and camps. These youth centres and camps also provide platforms for the integration of children and young people from different socioeconomic and cultural backgrounds, including ones under international or temporary protection.

CONCLUSION

Turkey has taken significant steps in aligning the national and global agendas and has made considerable progress in many policy areas, especially in inclusive and pro-poor policies. However, turning the 2030 Agenda into reality requires the continuous efforts of all stakeholders, including the Government, academia, civil society, the private sector and all segments of society. The success of this endeavour also depends on the establishment of the right linkages between policy, planning and budgeting as well as coherence and cooperation among institutions and sectors at national and local levels.

120 Ministry of Family, Labor and Social Services; Child Services Bulletin (April-June), Turkey, 2019.

PART 4
Transforming Evaluation for Transformative Development



1 BETTER CRITERIA FOR BETTER EVALUATION: REFLECTIONS ON THE ADAPTED EVALUATION CRITERIA AND NATIONAL EVALUATION SYSTEMS

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Drawing on the outcomes of the recent adaptation of the widely-used "DAC evaluation criteria", this article provides reflections for those working to strengthen national evaluation systems. Key messages are that the evaluation criteria can be a useful starting point for asking the right questions; that the criteria should be used within a broader normative framework with attention to evaluation purpose and careful selection of topics to meet national needs; and that questions of ownership in evaluation are shifting in the global development landscape. The article draws on the public consultation and survey about the criteria carried out in 2017-2019, discussions at the 2019 National Evaluation Capacities (NEC) Conference and other international conferences, input received during the keynote plenary session in Hurghada, and material from the pre-conference training on using the criteria in national evaluation systems conducted by Ms. Kennedy-Chouane and Mr. Velayuthan Sivagnanasothy.

INTRODUCTION

A GLOBAL EVALUATION CONVERSATION

On 10 December 2019, the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) formally adopted a new version of the widely-used evaluation criteria commonly referred to as the "DAC criteria".[121] The official outcome of the two-year process that led to the adoption was a new document laying out the purpose of the criteria, principles for their intended use and definitions for relevance, coherence, effectiveness, efficiency, impact and sustainability (see Figure 1), as well as a new guidance (currently being developed).

Beyond these formal outcomes, the process of modernizing the criteria was itself an important moment for the global evaluation community. Over the course of two years, discussions on the criteria and their use in today's development context kicked off far-reaching reflections – with lessons that can be useful for those working to strengthen the role of national evaluation systems.

121 OECD, Summary Record of the 1070th meeting of the DAC held on 10 December 2019, Development Assistance Committee OECD, Paris, France, 2020.

Figure 1. The new evaluation criteria

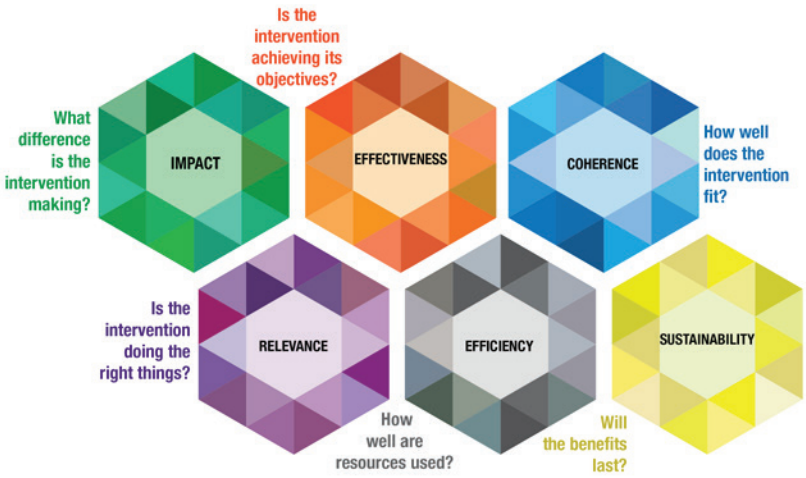


Image: Stephanie Coic, OECD

THE ORIGINS OF THE CRITERIA AND THE ADAPTATION PROCESS

The criteria of relevance, effectiveness, efficiency, impact and sustainability were first laid out by the OECD DAC Network on Development Evaluation (EvalNet) within a set of principles for evaluating development assistance,[122] and later codified in a Glossary.[123] The criteria are normative, describing the desired attributes of interventions, and providing a guide to the questions evaluations aim to answer in determining the merit, worth or significance of an intervention.[124] Each criterion provides a different perspective on the intervention implementation and its results. DAC members brought the criteria to life through evaluation policies, guidelines and manuals, and these criteria eventually became a cornerstone of evaluation practice.

In 2017, EvalNet started a process to adapt the criteria in light of the 2030 Agenda for Sustainable Development, the Paris Agreement on Climate Change and other changes

122 OECD, Principles for Evaluation of Development Assistance, Development Assistance Committee OECD, Paris, France, 1991, page five. https://www.oecd.org/dac/evaluation/2755284.pdf

123 OECD DAC, Glossary of Key Terms in Evaluation and Results Based Management. OECD, Paris, France, 2002.

124 The term "intervention" is used in the new criteria document to refer to the subject of the evaluation. Intervention encompasses all the different types of efforts that may be evaluated using the criteria, such as a project, programme, policy, strategy, thematic area, technical assistance, policy advice, an institution, financing mechanism, instrument or other activity. The criteria can be used to evaluate international cooperation activities, as well as the interventions of private sector actors, non-government actors, and national or local governments in domestic policy contexts. (Source: OECD, 2019)

in the development landscape. The current context for evaluating sustainable development looks very different from the context in 1991, when the criteria were first laid out. Today, the development evaluation landscape reflects new political priorities – including addressing migration and climate change, the rise of new development actors, the different characteristics of poverty and fragile States – and an increasing recognition that development cooperation has multiple objectives, including poverty reduction, the pursuit of national interest and supporting private sector investments.[125]

The desire to revisit the criteria also stemmed from experience with implementation and a request of the OECD DAC.[126] The adaptation process was managed by the OECD (EvalNet Secretariat) and involved a public survey; document reviews; stakeholder and expert interviews; major events in Africa, Europe and Asia; blog posts and online discussions; and consultations with evaluation practitioners in the United Nations Evaluation Group and other evaluation networks.[127]

THE CRITERIA BEYOND THE DAC: THE CONTEXT OF NATIONAL EVALUATION CAPACITIES

Though originally developed by and for donor agencies evaluating international development cooperation activities – with a focus on projects – the criteria have since been much more widely applied, both beyond projects and beyond development cooperation. They are mentioned in the national evaluation mandate of the Government of the Philippines, for example. The language has also begun to shift, with the new criteria definitions dropping terms like "donor" and "recipient".

This shift to a more global, shared practice of development evaluation was demonstrated by the fact that the criteria adaptation process was bookended by two NEC conferences. The global consultation was launched at a plenary session during the NEC in Turkey in October 2017, and the results were first unveiled at the NEC in Hurghada, Egypt in October 2019, before being approved by the DAC EvalNet in November. Members of the NEC community were both important contributors to the adaptation process and will be key actors in the implementation of the new definitions and principles. The DAC EvalNet – made up of the central, independent evaluation units of bilateral development agencies/ministries and key multilateral partners – continues to play a valuable

125 Mckee, Blampied, Mitchell, Rogerson 2019. "Revisiting Aid Effectiveness: A New Framework and Set of Measures for Assessing Aid "Quality." CGD Working Paper 524. Washington, DC: Center for Global Development. https://www.cgdev.org/publication/revisiting-aid-effectiveness-new-framework-and-set-measures-assessing-aid

126 OECD DAC, A New DAC: Innovations for the 2030 Agenda. DAC High Level Communique, 31st October 2017. OECD, Paris, France, 2017.

127 OECD/DAC Network on Development Evaluation, OECD DAC Evaluation Criteria: Summary of consultation responses. OECD, Paris, France, 2018. https://ieg.worldbankgroup.org/sites/default/files/Data/DAC-Criteria/ConsultationReport_EvaluationCriteria.pdf

normative role (see box on page 140) and its members are increasingly working with peers in national evaluation systems around the world. This theme of evaluation as a global enterprise ran throughout the criteria consultation process, highlighting how evaluation practice has changed in the last 30 years.

Three other themes stood out as relevant for those working on national evaluation capacities.

KEY MESSAGES FROM THE CRITERIA DISCUSSIONS

THE CRITERIA ARE A GOOD STARTING POINT

The consultation on the criteria revealed that they are widely appreciated for their simplicity and conceptual clarity. The criteria are viewed as a good starting point for asking the right evaluation questions. Drawing on the experiences of Nepal, the Philippines, Sri Lanka and other countries, Mr. Velayuthan – who has championed the criteria in his native Sri Lanka – points out that use of the criteria beyond DAC members is not imposed, but demand-driven. Different actors have picked them up because they are useful in their local contexts. Specifically, the criteria have helped to shift attention beyond inputs and activities, to focus more on real changes in the well-being of people and the planet.

At the same time, the criteria are just a starting point; they say nothing about how evaluations should go about answering these questions. Take, for example, the analysis of unintended effects. The word "unintended" and the coverage of both positive and negative effects have been in the definition of the impact criterion since the beginning. Their inclusion serves as a reminder that despite the best intentions, development interventions can – and do – cause harm. Implementation in diverse contexts can also result in innovations and local adaptations that create unexpected positive effects. Using the impact criterion to ask good questions about these unexpected outcomes can thus help generate valuable insights.

However, a meta-evaluation of evaluations by the United States Agency for International Development shows that only 15 percent covered unintended effects. One of three evaluations by the Norwegian Agency for Development Cooperation does not mention unintended effects, even if it was explicitly mentioned in the terms of reference.[128] The criteria are broad. Even when they are included systematically in evaluations, not all dimensions will be covered. The criteria definitions themselves are therefore not sufficient to ensure all important perspectives are captured. Specific guidance based on institutional ways of working and priorities needs to accompany the

128 Ministry of Foreign Affairs, the Netherlands. Preliminary take-aways of the Unintended Effects of International Cooperation Conference of January 16th & 17th 2017, The Hague. IOB Evaluatie, The Hague, the Netherlands, 2017.

DEVELOPMENT EVALUATION NORMS AND STANDARDS

The criteria are one component of a broader set of norms and standards developed by the OECD DAC Network on Development Evaluation (EvalNet) with the aim of supporting improved evaluation policy and practice for accountability and learning. Shared standards contribute to harmonised approaches in line with the commitments of the Paris Declaration on Aid Effectiveness. The body of norms and standards is based on experience and evolves over time.

- Principles for evaluation of development assistance are at the heart of the EvalNet approach to evaluation. The principles focus on the management and institutional arrangements of the evaluation system.
- Quality standards for development evaluation provide guidance on evaluation process and product.
- Glossary of Key Terms in Evaluation and Results-Based Management (second edition forthcoming), available in 17 languages, defines key terms including results, outcome and different types of evaluation, as well as the evaluation criteria.

criteria. Evaluation systems must create the right incentives to cover those dimensions of each criterion that are of most importance and question common assumptions.

EVALUATION PROGRAMMING AND PURPOSE REQUIRE MORE THOUGHT

Another aspect of ensuring proper coverage relates to evaluation programming. During the plenary discussion of the criteria in Hurghada, Dr. Bagele Chilisa raised the important question of who has a say in what is evaluated. Local communities are too often excluded from these processes. Others point out that the criteria are not used sufficiently to evaluate concerns of equity and those "left furthest behind". These gaps relate to the selection of evaluation topics, an aspect of evaluation systems that does not always receive sufficient attention.

The process of elaborating an evaluation programme – what topics, strategies and interventions will be evaluated individually or collectively – is a critical element of an effective evaluation system. National evaluation systems must tackle this issue by setting out their own evaluation agendas linked to national sustainable development priorities. This requires being selective about how scarce evaluation resources are used to address learning and accountability needs across the range of interventions, potentially contributing to achieving the Sustainable Development Goals. Good

evaluation programming goes hand in hand with being clear about the overarching purpose of the evaluation function and of individual evaluations. As described in the new criteria principles for use, the evaluation purpose is the primary driver of the evaluation criteria, questions, methods and processes. National policies can be used to strengthen local involvement in identifying priority evaluation needs and translating these into a strategic learning and accountability programme.

WHO OWNS EVALUATION? A CHANGING LANDSCAPE

Perhaps the most widely heard message in the criteria consultation was that, while the criteria are key, what really matters is how they are used and by whom. The Paris Declaration on Aid Effectiveness already made it clear in 2005 that monitoring and evaluation systems should shift from donor accountability to mutual accountability between development partners, and be owned and led by national stakeholders. Over recent decades, and thanks to the work of many, including the NEC conferences, practice continued to shift, from the involvement of partners in donor evaluations to joint evaluations, country-led evaluations and finally to the universal 2030 Agenda.

The 2030 Agenda rightly positions development cooperation within the national, regional and global drivers of sustainable development, sharpening our collective focus on the need to evaluate much more effectively across the public sector in all countries. National systems critically look beyond aid, capturing the impacts of domestic spending, private financial flows and other government policies. The universal nature of the 2030 Agenda reminds us that no country has fully achieved equitable, climate-safe, sustainable development. Likewise, there is no country that cannot improve the use of evidence and evaluation in public policymaking to speed its progress.

The experience of adapting the criteria suggests however that the outdated donor/recipient paradigm of aid-centric evaluation is still not entirely behind us, and more effort is needed to continue the shift to nationally-led evaluation. Supporters of national evaluation systems can help by focusing on adapting and translating the new definitions and principles into their national contexts and institutions. Evaluation partners in OECD countries, including members of the DAC EvalNet, can continue to play a supporting role, for instance through capacity development efforts and engaging in joint evaluations.

CONCLUSION

The banner of the criteria adaptation process was "better criteria for better evaluations", drawing our attention to the overarching purpose of this exercise, which was to improve evaluation's contribution to achieving the 2030 Agenda and addressing the climate crisis. As described here, more work is needed to support thoughtful use and focus on the most important dimensions of each of the criteria in the local context. Scarce evaluation

Reflections on the revised DAC criteria

BAGELE CHILISA
PROFESSOR, POST-GRADUATE RESEARCH AND EVALUATION PROGRAM, UNIVERSITY OF BOTSWANA AND MEMBER, UNDP INDEPENDENT EVALUATION OFFICE EVALUATION ADVISORY PANEL

Plenary 3, "Transforming evaluation for transformative development – new Evaluation Criteria", discussed the current thinking on the DAC criteria, including emerging definitions and principles for use, with reflections and critiques from different perspectives. Panel speaker Bagele Chilisa reflected on the DAC criteria from the unique perspective of local communities.

"I think Megan did an excellent job of explaining the criteria, and I think they are good criteria. My question is, what worldview informs these criteria? How different are they from the old ones? From where I'm standing, it looks like they are the same thing. For me, the criteria look more like criteria stemming from the methods branch, concerned with the accuracy or precision of methods in social science research. This seems to be the trend especially in international organizations, where there seems to be an underlying belief that transformation in evaluation can come through the use of big data, artificial algorithms, Bayesian statistics and new technologies. This is made worse by the tendency to assume political neutrality of methodologies.

"Sometimes I think language can mislead people. A transformative tool needs a transformative language. I looked, for example, at the criterion of relevance and I said to myself, relevance is just a common word, it's not radical. We say the criteria have changed, that they are 'better'. However, when I look at them, they are still the same.

"I tried to look at the way relevance is used. I had the privilege of reviewing a few of the UNDP IEO evaluation reports, and what is interesting is that the word relevance is part of the narrative for almost every evaluator. Every evaluator writes that the intervention is relevant. I am of the view that relevance is redundant, because almost everybody is going to write that the intervention is relevant.

"How do we, for example, address the African culture and values in the new criteria? Where would they fit? Where would community resilience – part of what is going on in our communities, e.g., interventions on peace, poverty eradication and so on – fit? Where would one account for a community's time? If I'm an evaluator and I wanted to show the cultural strength that the community brings to the intervention, where do I factor that in?

"Often, we talk of unintended outcomes. The malaria interventions in Africa, for example, include the distribution of mosquito nets, which have unintended outcomes. In some interventions, husbands take the mosquito nets and use them for fishing, and wives fight over them because they want the mosquito nets to protect their kids. Yet, these are narratives that you rarely find in evaluation reports.

"How do we intend to get these narratives out, so that we can also begin to accommodate other knowledge systems? Where do African values, cultures, innovativeness, harmony, connectedness, relationality, togetherness become integrated? What part do they play, and in which criteria within the five that were presented do they fit? Evaluation is political; we cannot run away from it. Where do the criteria interrogate historical power? For example, colonization and the tendency to impose the use of only tried measures. Where does political power fit in the criteria? What does relevance mean, when partners fight over what is relevant? Whose priorities do interventions address? Whose priorities and values matter?

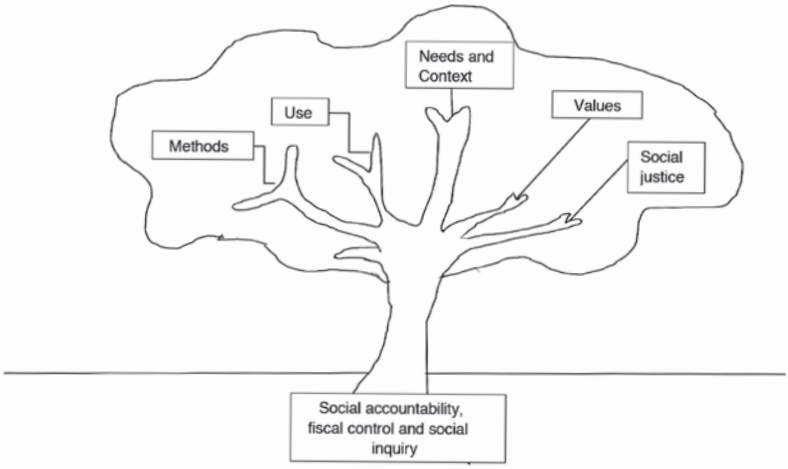
"Societal power come in to play when the beneficiaries say, 'we cannot use this clinic because it is built where our ancestors were buried.' When are we as evaluators going to interrogate these dimensions of context? As I said, most of the time when we say context, we are talking of anthropological descriptions of who the people are. When do we address relational power, institutional dynamics and power structures?

"In some of the reports I have read, the evaluator would state that the intervention does not work, or it did not work as intended. The evaluator glosses over these power dynamics. It is as if they are not supposed to be interrogated and yet these are the things that matter. Certain powers force those that are at the bottom to remain at the bottom. We look too much into objectives, while contexts and community priorities are not addressed in detail.

"To make the criteria more exciting, I have one suggestion. The criteria that you call relevance, is a very important one, but I would say that we use a different term. Borrowing from evaluators who proposed an evaluation branch called context,[129] I propose that a new evaluation branch called context/aspiration/needs form the umbrella for relevance. See the illustration below.

"And if we do that, it will put pressure on evaluators to conduct culturally-responsive evaluation. Although evaluators often state they are using mixed methods, I find that evaluations are invariably quantitative. There are no qualitative data. In other words, the beneficiaries cannot speak. They cannot speak in their own voices. There is a lot about missing data in most of the evaluation reports I have read. My take is, okay, there's missing data, so yes, and that is a problem. Data collection in some of the developing countries is a problem. It's not going to improve very soon, but the people are there to tell their stories. Why not take advantage of the people and let them tell their stories?

A five-branch tree of evaluation approaches



Source: Chilisa, B. (2020). Indigenous Research Methodologies, Thousand Oaks, CA: Sage

"In conclusion, I would like to say that the criteria are a good beginning, but we still need to bring in untried measures. We still need to bring in marginalized local indigenous knowledge. We still need to put more emphasis on the beneficiaries as people who can solve their own problems. A lot of times the interventions are just, but the criteria do very little to compel the evaluation regime to respond to the needs and priorities of the people in low- and middle-income countries. We need to think outside the four-branch evaluation tree and include a fifth branch that addresses context, needs and priorities of those whose knowledge systems have been excluded from the evaluation discourse. That is relevance in context."

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resources should be used to support national evaluation priorities and meet local learning and accountability needs.

The process of adapting the evaluation criteria provides hope for the evaluation field. It showed how the growing international evaluation community could make progress when evaluators with diverse perspectives work across institutional, national and political differences to strengthen the core evaluation principles and concepts shared by all. Future NEC conferences can carry this work forward and help evaluation realize its full potential.

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Reflections on the revised DAC criteria, Bagele Chilisa, Professor, Post-Graduate Research and Evaluation Program, University of Botswana and member, UNDP Independent Evaluation Office Evaluation Advisory Panel

2 TRANSFORMATIVE CHANGE OF MOVING M&E FROM 'ME' TO 'MorE'

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INTRODUCTION

The theme of the 2019 National Evaluation Capacities Conference, in Hurghada Egypt, was "Leaving no one behind". Ironically, I, as a Monitoring and Evaluation (M&E) Specialist, often feel that M&E always gets left behind. Many M&E specialists/staff in international/United Nations organizations must at some point feel the same way – that is, M&E is just "ME" and no one else really cares.

These proceedings encapsulate how UNDP in Afghanistan has transformed the M&E system/work for the Law and Order Trust Fund for Afghanistan (LOTFA) from "ME" to "MorE", from a function to fulfil corporate reporting requirements and to please donors to a function that is central to evidence-based programming and decision-making as well as to organizational innovation. This transformation involved three crucial elements: (1) the "gadgets"; (2) the "voices"; and (3) the "fun". While these three elements are fundamental to the transformational success, I would argue that it was because of the leadership that understands the importance of M&E, has the vision of how M&E and programming should relate to each other and sees M&E as creating substantial investment and not as a cost factor.

But first, how did M&E become something just about "ME"? M&E is a subject of fundamental importance to Governments and development organizations alike, but one that people so often find boring. M&E is seen as the sole responsibility of M&E staff, and given how data are often managed in complex databases and spreadsheets by M&E staff, many non-M&E colleagues may find M&E rather daunting.

Accordingly, M&E in many projects/programmes has become a stand-alone function, and programme staff are not involved in data collection and analysis, rendering results-based management a myth rather than an effective management tool for results. More troubling is the general perception that M&E is a boring job, a function to fulfil reporting requirements and please donors. This is because M&E is siloed from programme management and strategic decision-making processes, or M&E staff do

not understand programmatic nuances or participate in issue analysis and programme development.

With this rather unfortunate evolution of M&E in the traditional project cycle sense, M&E professionals wait to come in until the final stage of a project. M&E has become something of an afterthought and often gets left behind, with M&E staff feeling that no one is really giving the subject its due attention but "ME".

MOVING M&E FROM "ME" TO "MorE"

I joined a police reform project in UNDP Afghanistan in 2015 as a Planning, Monitoring and Reporting Specialist. The project's objective was twofold: (1) to support the Ministry of Interior Affairs to lead and manage police reform; and (2) to strengthen the foundations and training infrastructure for police development. It was a three-year project and commanded a sizeable budget of US$30 million. As is the case for many M&E professionals joining a newly launched project, I often found myself reviewing and revising the results framework and indicators due to the fact that M&E is often an afterthought and left until last in the project formulation process. Simply put, many indicators were not SMART[130] and not very well defined. There was no proper methodological note to explain how data were to be collected or in what fashion the indicators were to be measured.

With the new results framework and revised indicators in place, I was determined to make sure that data and evidence would be duly provided and used to guide our programming and project interventions. I initiated baseline assessments of four police units and a survey to understand police complaint mechanisms in eight provinces across Afghanistan. As the only M&E staff member in this $30 million project, I had to do everything myself, from literature review to designing questionnaires, training enumerators, printing questionnaires, supervising data-collection processes, compiling completed questionnaires and transporting them from the provinces to Kabul, entering data into Excel spreadsheets, analysing the data using SPSS Statistics software, drafting narrative reports and presenting findings to the project team, government counterparts and donors.

The whole process took around nine months. We had many interesting findings, and I genuinely hoped that they would lead to some decisions that would positively change the project design and activities that could help improve policing services and access to justice for people in Afghanistan. However, I soon realized that it was not going to be the case – nothing would change despite these efforts. In hindsight, it was not surprising that nothing did happen. The project's theory of change and results framework were designed in a linear fashion. Although the project's governance arrangements

130 Specific, Measurable, Achievable, Relevant and Time-bound.

encompassed M&E as a key project implementation set-up, there were really no clear policy, mechanisms, roles and responsibilities or in some instances, capacities, among the project staff to learn and adapt using the data the M&E work had generated.

In 2017, a new head in charge of LOTFA arrived: Kunal Dhar, Chief of Rule of Law and Human Security Unit in UNDP Afghanistan. Along with him was a Senior M&E Adviser, Helge Rieper. I remember vividly how these two colleagues told me point-blank that the project that I was working with had no M&E. My immediate reaction was a feeling of being inadequate. After all, I was in charge of the project M&E and had started producing baseline assessments and surveys. Jokingly, I told them "at least M&E is in my job title, how could you say that the project has no M&E?".

Over the course of 2017 and early 2018, Kunal and Helge worked with the team to revise the terms of reference for LOTFA, which were expanded to cover the entire justice chain and not focus only on police payroll and reform. The new terms of reference also place M&E at the heart of LOTFA, describing clear roles and responsibilities as well as resources and capacities required to operationalize it. More importantly, the new terms of reference have a clear theory of change and well-defined strategic framework and objectives that were agreed by the government counterparts and donors. In the process, the LOTFA team also listened and received feedback from government counterparts and donors about how they would like to see a robust M&E function in LOTFA. They all agreed that LOTFA M&E should provide an evidence base and lead demand-driven programming; help in decision-making; guide resource allocations; and inform them of what works and what doesn't work.

The new LOTFA terms of reference were approved by the Fund's Steering Committee on 25 November 2018. Since then, we have spearheaded the LOTFA approach to M&E and managed to move it from just "ME", i.e., an individual who is left alone to monitor and evaluate a programme or a project, with the information produced used only for reporting and not for improving implementation and results, to "MorE", where data drives the entire process. The move from "ME" to "MorE" hinges on the following three key aspects:

1. **"Gadgets":** LOTFA utilizes a suite of cutting-edge mobile data-collection tools including a centralized impact and results platform allowing integration of data from over 300 sources, interactive dashboards and data visualizations along with customized mapping tools to present the data.
2. **"Voices":** LOTFA uses both surveys and citizen/beneficiary feedback mechanisms for "ground-truthing" and innovative tools to collect that feedback.
3. **"Fun":** through our "Data Parties", LOTFA invites stakeholders to engage with the data, soliciting their interpretations and generating dialogue for further investigations and actions to address development challenges together.

Figure 1. Three Elements to Transformational Success of Moving LOTFA M&E from "ME" to "MorE"

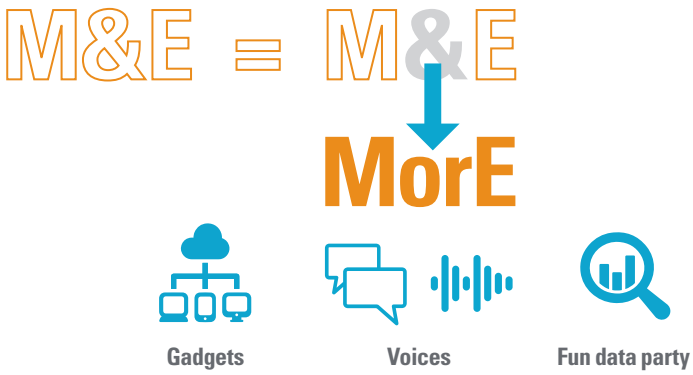
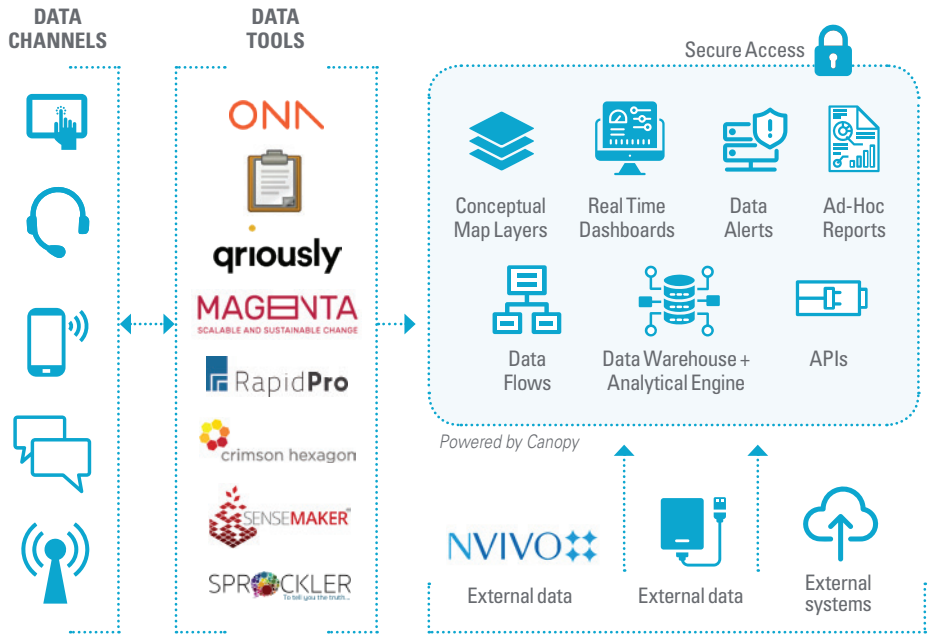


Figure 2. The LOTFA integrated Results and Impact Platform

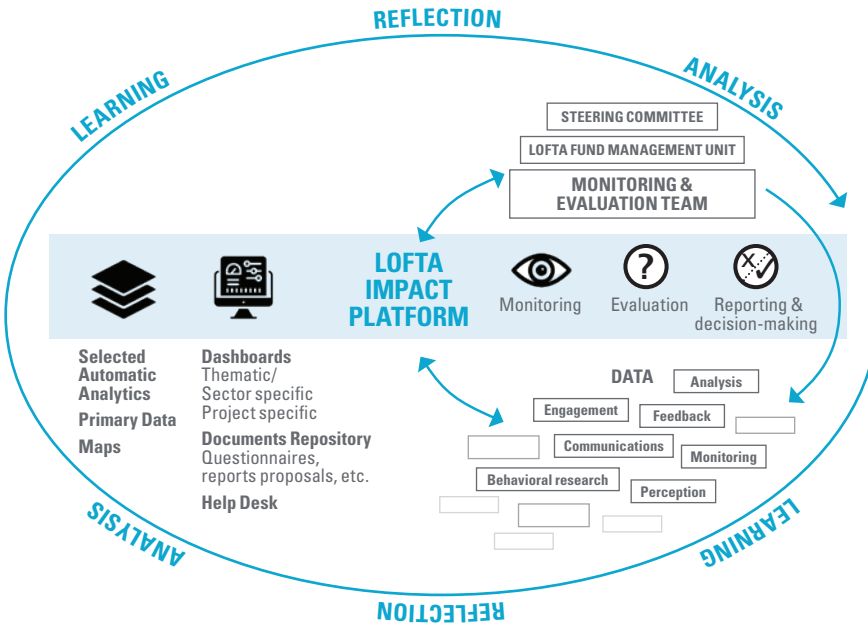


Ultimately, LOTFA needed an M&E system that:

- Goes beyond reporting or simply fulfilling corporate reporting requirements
- Is people-centred and well placed to "sense" and respond
- Is adaptive in the complex and fragile environment of Afghanistan
- Promotes/integrates learning and informs programme decisions and formulation
- Is evidence-based and can lead programming, and does not just follow projects or programmes without having a strategic role or usefulness in decision-making
- Not only reacts, but can anticipate needs and guide us to solutions for complex problems

As part of transforming LOTFA M&E from "ME" to "MorE", communication plays a pivotal and integral role. In the past, LOTFA was not good either at communicating progress and results to its supporters and funders or at integrating communication strategically to improve its programme outcomes. However, this is about to change. In the same vein as M&E, communications must be incorporated in programme design, and actively engage partners in real-time adaptive management processes.

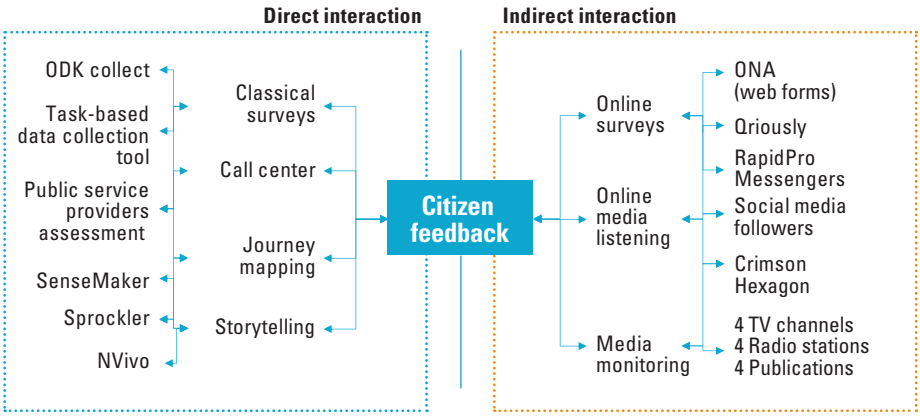
Figure 3. LOTFA M&E System Architecture



As part of the LOTFA M&E team, the communication function must go beyond awareness-raising and seek to promote behavioural and social changes leading to improved development outcomes; promote public dialogue and commitment to reform; and support the use of new information and communication technologies to strengthen programmatic interventions and citizens' feedback.

Accordingly, communication will play a pivotal role in forging strategic partnerships, moving away from business as usual to identifying innovative ways to create positive change and impact for the Afghan people.

Figure 4. The LOTFA citizen feedback collection mechanism



Since the approval of new terms of reference for LOTFA, the M&E team has been operating at near full capacity for the past seven months. Over this short space of time, LOTFA has successfully established a bespoke and integrated M&E system. The system and our "Data Parties" are designed to provide an opportunity for LOTFA partners to collectively interpret the data, and share different perspectives on what the data mean and how to use the data/findings for programmatic interventions and decision-making processes.

The work of the LOTFA M&E team has attracted major interest from the donor community and government counterparts. Recently, the Government of Australia earmarked US$2 million to fund LOTFA M&E activities and behavioural change communication research and campaigns to supplement the LOTFA M&E work.

Additionally, the Special Inspector General for Afghanistan Reconstruction (SIGAR), which is the United States Government's leading oversight authority on Afghanistan reconstruction, has requested that LOTFA M&E best practices be included in its 2019 M&E Lessons Learned Report. The SIGAR Lessons Learned Program was created to

identify and preserve lessons from the reconstruction experience of the United States in Afghanistan, and to make recommendations to Congress and executive agencies on ways to improve the efforts of the United States and development partners in current and future operations.

Programmatically, we have listened to more than 30,000 voices in the past seven months, completing the first-ever infrastructure survey for police stations in Kabul; the first community and police perceptions survey in Kabul involving the perceptions of both right holders and duty bearers (police) on safety and security; and a survey about access to justice in 12 provinces across Afghanistan. The findings are used as the evidence base for formulation of new LOTFA projects and programmes.

To improve its data collection, analysis and visualization tools, LOTFA has also partnered with two world-leading data-collection partners, Qriously and Sprockler. These survey tools complement other survey methods and take a more innovative approach to data collection.

Qriously is used to collect data through mobile applications, allowing quick, real-time data collection among people using smart phones, a majority of whom live in urban areas. The tool is particularly advantageous in the context of Afghanistan where the security situation can hinder the ability to access places and collect data on the ground. The LOTFA M&E team piloted Qriously with the same questions that had been used in our access to justice survey, conducted earlier this year. The pilot result is very encouraging; it shows that the Afghan public is ready to engage and willing to participate in an online survey through mobile advertisements. Within two weeks, we received more than 12,000 answers.

Sprockler allows researchers to see through complexity with story-based inquires and collect actual experiences to generate meaningful data. LOTFA piloted the tool to understand interactions between the Afghan National Police (ANP) and local communities by asking, "Could you please share a story about a time when you interacted with the ANP in Kabul City in the past year?". Improved understanding of these interactions will provide insights on how to improve public trust in police.

Interestingly, positive experiences and interactions with police tend to involve instantaneous instances where police are present to offer help. On the other hand, negative experiences are often over disputes and instigated by the police's failure to enforce the law or to make people feel safe. More significantly, negative experiences with police are attributed more to "less trust in the government overall" than "less confidence in the police". This particular survey finding points to the need to address the low public trust in police as it undermines the legitimacy of the Government as a whole.

These pilots demonstrate that the new tools work well in Afghanistan and LOTFA will seek appropriate opportunities to use them in the near future to gather real-time feedback from citizens.

Lastly, with this initial experience of implementing the new M&E approach, the LOTFA team is moving towards a more exciting concept of A-SPRINT: Adaptiveness for Strategic Partnerships, Results and Innovation to reshape how adaptive management, monitoring, evaluation, learning and communications will be combined to generate a truly innovative environment for LOTFA and its manifold stakeholders.

3 SOMALIA: EVALUATION IN A CRISIS CONTEXT: MEASURING SDG 16 IN FRAGILE ENVIRONMENTS

PRABIN KHADKA
ADVISER, UNDP SOMALIA

ROSE FORAN
TECHNICAL SPECIALIST SDG 16, UNDP SOMALIA

Somalia is a fragile State, recovering from decades of lawlessness that had detrimental effects on its security, institutions and development as a nation. As a member of the g7+, a collaborative network of 20 fragile and post-conflict countries, Somalia is committed to its New Deal Principles, of which "inclusive politics to be fostered to reconcile and resolve conflicts", "security to be established for all the people" and "access to justice" are fundamental pillars of Sustainable Development Goal (SDG) 16 (peace, justice and strong institutions). The Somali Government is currently undergoing a consultative process to finalize the 2020-2024 National Development Plan, throughout which SDG 16 is highlighted as a key commitment. However, for these plans to be effective, a good understanding of the situation is essential.

Somalia unfortunately not only suffers from a limited data landscape, but also weak institutional capacities related to data, which limits its ability to undertake evidence-based policy decisions and monitor the targets of the 2030 Agenda for Sustainable Development. Shortcomings in data capacity, especially timely and reliable data, lead to the risk of development intervention outcomes being based only on anecdotal evidence. Reliable and quality data are essential for project interventions to be effective but obtaining data in violent and conflict zones is extremely challenging. Moreover, data collection is unsurprisingly not a priority in such situations. A positive and concrete first step to supporting Governments in fragile settings in measuring intervention outcomes can be to measure them against SDG 16.

The measurement of SDG 16 in fragile contexts allows data collection to address the myriad challenges, not only because of the sensitive nature of the data required, but also because many SDG 16 indicators require qualitative and quantitative data for holistic measurement, as well as data from unofficial sources, such as human rights data. What this means is first ensuring that outcomes – both within projects that support the Somali Government and within the Somali National Development Plan – are meaningfully linked to SDG 16 indicators, and second that those outcomes are being measured through data collection to show impact being achieved on the community level. What makes this endeavour difficult, particularly in a context like Somalia, is that

available data should correctly capture incidents in order to parse their contributions to outcomes, something that is in and of itself extremely challenging in this setting.

In conflict-affected contexts, we first look to make use of existing observational data sets, both cross-sectional and longitudinal. These data sets will allow direct behaviours to be measured (i.e., in the context of target 3, rule of law, reports of victimization to police, or referrals to alternative dispute resolution centres) and provide the most convincing evidence of the efficacy of a given initiative. Complementary data sets containing information that is more widely available in conflict-affected countries, such as violent events (conflict-related deaths, terrorist attacks, etc.), are also useful in examining the effectiveness of interventions, and contribute to outcome and impact-level measurement. However, quality administrative data sets in active or post-conflict settings hardly exist and where they do, they are rarely consistent. Therefore, to evaluate peace and security outcomes, additional measures are needed beyond the number of violent incidents or reports of victimization of sexual and gender-based violence or other offences.

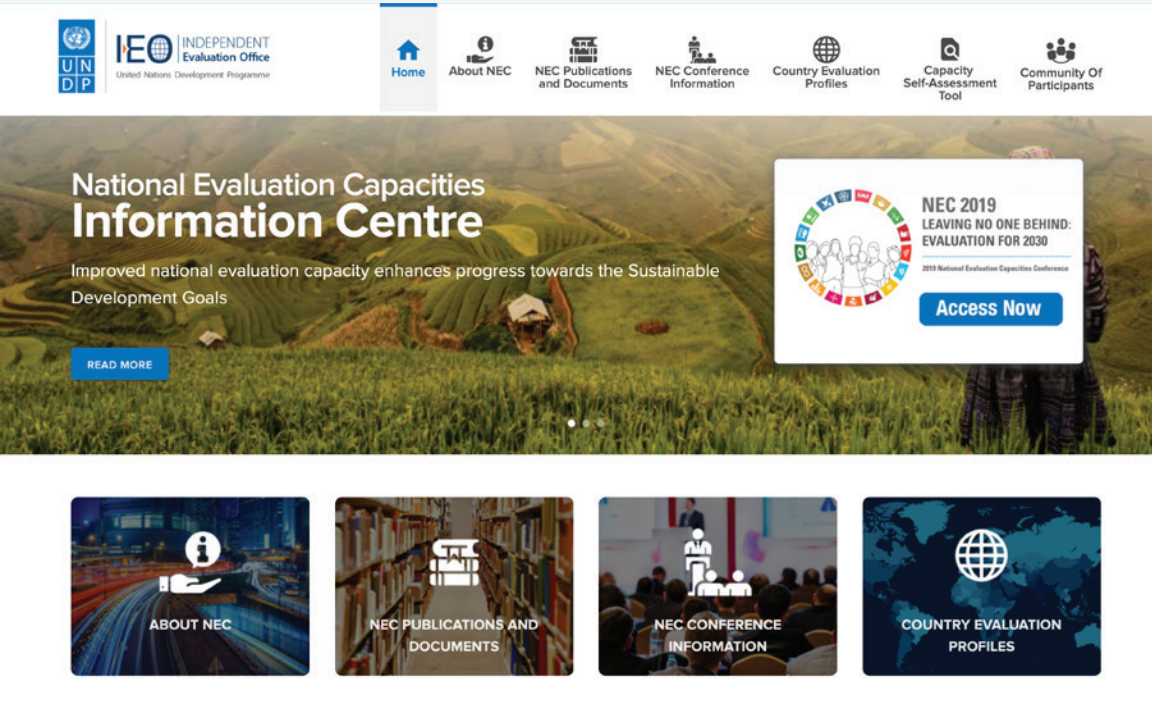
Measuring behaviours directly is challenging in fragile contexts and may not always produce an accurate characterization of the reality on the ground. Furthermore, conflict-affected countries are especially challenging environments for data collection around sensitive topics such as terrorism, sexual and gender-based violence or the implementation of programmes that are controversial or sensitive (such as programmes to support rule-of-law institutions in countries with extremist or insurgent factions). Finding proxies by using surveys to capture the indicators that illustrate whether people are on a pathway towards desired outcomes, therefore, could help demonstrate whether improvements to peace and security have been achieved. One way that researchers have approached this problem is by building on the traditional household surveys, only focusing on the core indicators but taking the household aggregate so that respondents do not have to spend more than 20-30 minutes answering questions. Instead of targeting a large sample in a particular location, this method relies more on the number of clusters covered so that the household aggregate represents the chosen cluster aggregate, which in turn can be interpreted as the proxy result of the indicator chosen.

Relying on surveys to generate proxies of administrative data still does not mitigate risks related to directly measuring attitudes on such subjects, thus potentially leading to unreliable data. Surveys in fragile contexts could also put both enumerators and respondents at risk. Additionally, in conflict-affected communities, citizens, when participating in surveys related to sensitive topics, constantly incur threats by non-State armed groups, stigmatization and social ostracism. Therefore, in a fragile context like Somalia, with conflict-sensitive subjects, "proxies of proxies" are needed, through sensitive-question methodologies or, in the case of programme-related evaluation, using indirect measurement strategies. Social scientists are currently testing a range of approaches to studying sensitive attitudes, which can be useful for project impact

evaluations and data-collection efforts in fragile contexts. This "proxies of proxies" approach relies on the use of experimental survey methods. Endorsement experiments, list experiment and randomized response are the most commonly used techniques developed to mitigate sensitivity bias.

By showing that data collection is possible in some of the world's most challenging circumstances, this proposal effectively eliminates the notion that data cannot be collected in certain difficult circumstances. In doing so, the proposal aims to shift the focus in from "there is no data" to "how can we collect data in fragile contexts." Bettering the way intervention projects affect citizens' livelihoods in fragile contexts requires an understanding of people's perceptions towards the implemented projects. However, honest views about project activities are risky since the beneficiaries might fear that their honest views are likely to cost them potential future projects. For these reasons, the innovations from the SDG 16 measurement strategy in Somalia are relevant beyond SDG 16, especially in fragile situations. The approaches used, such as to ask sensitive questions, for example, could be used to strengthen data collection for other new SDG indicators related to, among others, climate change and renewable energy. More generally, the innovations in measurement that we aim to test in Somalia allow us to be more imaginative in introducing robust methods to test SDG indicators across fragile contexts.

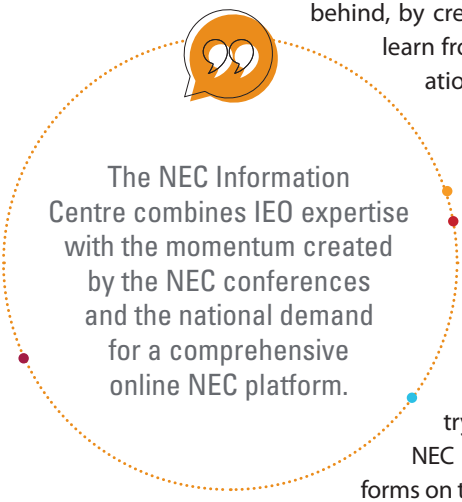
THE NEC INFORMATION CENTRE



Strengthening national evaluation entails improving data availability and management. In this context, the Independent Evaluation Office (IEO) of UNDP is building on the knowledge gained from the National Evaluation Capacities (NEC) conferences and networking developed during the conferences to develop an online platform – the NEC Information Centre – as a repository of information and documentation on national evaluation capacities at the country level, as well as global and regional documentation related to national evaluation capacities, including an online tool to assess national evaluation capacities and communities of practice. The objective is to become a learning portal where evaluation practitioners and enthusiasts can interact, find relevant documentation and ultimately contribute to better and higher-quality evaluations at the national level.

Governments can refer to the centre to find key parameters of national evaluation systems, including documents and tools of interest to others. The centre can also be used by Governments to build and develop national evaluation capacities by providing

consolidated key documentation (e.g., sample evaluation policies or strategies from other countries). At the same time, the centre stimulates information-sharing and learning at national, regional and international levels. The information centre has the potential to become an incentive for countries where evaluation capacities are lagging behind, by creating opportunities for countries to compare and learn from other countries, thus sparking interest in evaluation and building demand for it.



The IEO team used the centre to better identify national needs and capacities, country contexts and existing enabling environments for national evaluation capacities. Looking forward, IEO is planning to enrich further and improve the content as well as also integrate and consolidate it with other IEO online information tools such as the Evaluation Resource Centre and IEO website, as all these sites contain relevant information categorized by country. IEO is also looking into further connections of the NEC Information Centre with international online platforms on the theme of national evaluation capacities.

We need your support: Please help populate the NEC Information Centre by finding your country and uploading publications and information on national evaluation systems: https://nec.undp.org/country-profile/. Contact us for log in information and requests for assistance: ieo.nec@undp.org

ANNEXES



ANNEX 1 PROGRAMME

TUESDAY 22 OCTOBER

08:00 – 09:00 REGISTRATION

PLENARY 1 – Opening Ceremony

09:00– 10:00 Welcoming addresses by the conference hosts.

H.E. Ms. Amina Mohammed, *United Nations Deputy Secretary-General (via videoconference)*

Mr. Indran Naidoo, *Director, Independent Evaluation Office, UNDP, and Vice-Chair, United Nations Evaluation Group*

Ms. Randa Aboul-Hosn, *Resident Representative, UNDP Egypt*

H.E. Ms. Hala Helmy El Saeed, *Ministry of Planning, Monitoring and Administrative Reform, Egypt (via videoconference)*

10:00 – 11:00 BREAK

PLENARY 2

11:00 – 12:30 **Leaving No One Behind: Evaluation for 2030**

This session will frame the key themes of the conference, beginning with a presentation of emerging findings of the forthcoming Human Development Report on inequalities, followed by a discussion of the implications for evaluation and ensuring that evaluations leave no one behind.

Moderator: Ms. Heather Bryant, *Section Chief, Capacity Development, Independent Evaluation Office, UNDP*

Presenter: Mr. Pedro Conceição, *Director, Human Development Report Office, UNDP*

Panellists: Mr. Ahmed Kamaly, *Deputy Minister, Ministry of Planning, Monitoring and Administrative Reform, Government of Egypt*

Ms. Sukai Prom-Jackson, *Chair and Inspector, Joint Inspection Unit of the United Nations*

Mr. Juha Uitto, Director, *Independent Evaluation Office, Global Environment Facility*

Mr. Indran Naidoo, *Director, Independent Evaluation Office, UNDP, and Vice-Chair, United Nations Evaluation Group*

TUESDAY 22 OCTOBER (continued)

12:30 – 14:00 LUNCH

PARALLEL SESSIONS – Set A

14:00 – 15:30 **Session 1. Transforming evaluation through partnerships**

This session will explore several partnerships between international organizations and national counterparts to transform evaluation in the context of the SDGs.

Moderator: Mr. Carlos Andres Asenjo Ruiz, *Evaluation Officer (Evaluation Capacity Development), Independent Evaluation Section, United Nations Office on Drugs and Crime (UNODC)*

Speakers: Ms. Karen Rot-Mustermann, *Ag. Evaluator General, Independent Development Evaluation, African Development Bank*

Ms. Evelyn Naomi Mpagi Kaabule, *President, African Parliamentarians Network on Development Evaluation, and Former Member of Parliament, Uganda*

Mr. Kwabena Boakye, *Acting Chief Director, Ministry of Monitoring & Evaluation, Government of Ghana*

Mr. El Hassan El Mansouri, *Secretary-General, National Observatory of Human Development, Morocco*

Mr. Abdelilah Baguare, *Professor and Researcher, University Moulay Ismail, Master's Programme in Public Policy Evaluation, Morocco*

Mr. Mohssine Dounasi, *Student, University Moulay Ismail, Master's Programme in Public Policy Evaluation*

Mr. Luca Molinas, *Regional Evaluation Officer, Regional Bureau Cairo, World Food Programme (WFP)*

Mr. Moez Boubaker, *Senior Advisor to the Minister of Education, Government of Tunisia*

Ms. Sheren Subhi Hamed, *Dean, Princess Sarvath Community College, Jordan*

TUESDAY 22 OCTOBER (continued)

14:00 – 15:30 **Session 2. Evaluation and the SDGs**

This session will explore experiences in preparing for and evaluating sustainable development strategies, with examples from Finland, Nigeria and Bangladesh.

Moderator: Mr. Arild Hauge, *Deputy Director, Independent Evaluation Office, UNDP*

Speakers: Ms. Ulla Järvelä-Seppinen, *Development Policy Advisor, Ministry of Foreign Affairs, Government of Finland*

Mr. Sami Pirkkala, *Counsellor, Sustainable Development and the 2030 Agenda Strategy Department of the Prime Minister's Office, Government of Finland (via videoconference)*

Mr. Lawal Zakari, PhD, *Director, National Monitoring & Evaluation Department, Ministry of Budget & National Planning, Government of Nigeria*

Mr. Mohd. Monirul Islam, *Deputy Secretary, Governance Innovation Unit, Prime Minister's Office, Government of Bangladesh*

14:00 – 15:30 **Session 3. Transforming Evaluation: Principles to ensure evaluation leaves no one behind**

This panel will present feedback from the NEC pre-conference workshop convened by the Centre for Learning and Evaluation and Results for Anglophone Africa (CLEAR-AA). It will propose guiding principles that practitioners can use to ensure inclusion and equity in evaluation design and implementation. Each panel participant will discuss a specific principle arising from the workshop.

Moderators: Mr. Dugan Fraser, *Director, Centre for Learning on Evaluation and Results (CLEAR)*

Ms. Aisha Ali, *M&E Specialist, Centre for Learning on Evaluation and Results (CLEAR)*

Speakers: Ms. Yara Ouda, *M&E Specialist, Youth Development Programme, African Union*

Ms. Arwa Humaid, *M&E Analyst, UNDP Yemen*

Ms. Alicia Lopez, *M&E Officer, UNDP Mexico*

Mr. Mohammed Qaryouti, *Coach, EvalMENA*

Mr. Jared M. Ichwara, *Deputy Director M&E, Government of Kenya*

Mr. Ahmed Hassan, *Economic Researcher, Ministry of Planning, Monitoring and Administrative Reform, Egypt*

15:30 – 16:00 BREAK

PARALLEL SESSIONS – Set B

16:00 – 17:30 **Session 4. Evaluation and the SDGs: Is gender being left behind?**

In 2018, EvalGender+, UN Women with the International Institute for Environment and Development and EvalSDGs jointly developed a research project that looked at the integration (or not) of gender-responsive evaluative evidence in voluntary national reviews (VNRs). In parallel, UN Women has been collaborating with national Governments in conducting gender-responsive evaluations of national gender equality policies, strategies and plans. This two-part session will: (1) present the results of the 2018 and 2019 VNR analysis and the recommendations to strengthen gender-evaluative evidence in VNRs and set the scene to (2) hear examples from government representatives on the collaboration with UN Women on gender-responsive evaluations of national gender policies and strategies. The panel will generate a discussion on how we can collectively advocate for more gender-responsive evaluations and targeted evaluations of national gender equality plans, policies and strategies at the country level as an avenue to support accountability for gender equality commitments in the implementation of the SDGs.

Moderator: Ms. Inga Sniukaite, *Chief, UN Women Independent Evaluation Service, UN Women Independent Evaluation and Audit Service*

Segment 1. Gender evaluation: A blind spot in SDG reporting

Ms. Florencia Tateossian, *Evaluation Specialist, UN Women Independent Evaluation Service, UN Women Independent Evaluation and Audit Service and Co-Chair, EvalGender+*

Ms. Margaret Kakande, *Head, Budget, Monitoring and Accountability Unit, Ministry of Finance, Planning and Economic Development, Government of Uganda, and EvalGender+ African Evaluation Association Representative*

Discussant: Mr. Marco Segone, *Director, Evaluation Office, United Nations Population Fund (UNFPA)*

Segment 2. Evaluations of national gender equality policies and plans: Case studies of Colombia and Serbia

Ms. Ljiljana Loncar, *Adviser to the Deputy Prime Minister for Gender Equality, Government of Serbia*

Ms. Lorena Trujillo, *Coordinator of the Evaluation Group, Dirección Nacional de Seguimiento y Evaluación de Politicas Publicas, Government of Colombia*

Discussant: Ms. Inga Sniukaite, *Chief, UN Women Independent Evaluation Service, UN Women Independent Evaluation and Audit Service*

TUESDAY 22 OCTOBER (continued)

16:00 – 17:30 **Session 5. Tools for progress in national evaluation systems: Experiences using the National Diagnostics Tool**

The 2030 Agenda calls for a systematic follow-up and review of the implementation of the SDGs. Country-led evaluations constitute a key element in this process and strengthening national evaluation capacities assumes importance more than before. Responding to the demand for national evaluation capacities, the Independent Evaluation Office (IEO) developed an Online Self-Assessment Tool for Diagnosing National Evaluation Strategy Options. The Tool is piloted in Nepal, Senegal and Uganda. This session will share the experience of Senegal and Uganda, followed by a discussion on the use of the tool by government entities.

Moderator: Ms. Vijaya Vadivelu, *Evaluation Advisor, Independent Evaluation Office, UNDP*

Speakers: Ms. Madina Hady Tall, *Monitoring and Evaluation Expert, Bureau of Economic Forecasting, Government of Senegal*

Mr. Mayanja Gonzaga, *Commissioner for Monitoring and Evaluation (Local Government), Office of the Prime Minister, Government of Uganda*

16:00 – 17:30 **Session 6. Evaluating achievement of the SDGs: Lessons from partnering with the private sector**

Accelerating the achievement of the SDGs will need increased partnership with the private sector. This panel will present evaluation lessons and experiences from working with the private sector to achieve the SDGs and will share approaches in evaluating private sector involvement with government. What have been the different evaluation approaches of Governments, Banks and the private sector themselves when evaluating the work of the private sector and their contribution to the SDGs? How does evaluation in and of the private sector differ from that undertaken in the public sector?

Moderator: Mr. Richard Jones, *Evaluation Advisor, Independent Evaluation Office, UNDP*

Speakers: Mr. Mohammed Alyami, PhD, *Acting Director, Development Effectiveness Department, The Islamic Corporation for the Development of the Private Sector*

Ms. Lungiswa Zibi, *Assistant Evaluation Specialist, Department of Planning, Monitoring and Evaluation, Government of South Africa*

Mr. Raghavan Narayanan, *Senior Evaluation Officer, Finance and Private Sector Development Unit, World Bank Group*

20:00 – 22:30 **Gala dinner**
Steigenberger Pure Lifestyle Arena

WEDNESDAY 23 OCTOBER

PLENARY 3

09:00 – 10:30 **Transforming evaluation for transformative development – new evaluation criteria**

Relevance, Effectiveness, Efficiency, Impact and Sustainability: these five evaluation criteria – first articulated by the OECD/DAC in 1991 – have become a core part of evaluation policy and practice. Over the past two years, the DAC Evaluation Network and the wider evaluation community have taken stock of experiences with applying the criteria and worked to adapt the criteria to support better evaluations for learning and accountability. This session will present the current thinking on the criteria, including emerging definitions and principles for use, with reflections and critiques from different perspectives.

Moderator: **Mr. Rahul Malhotra,** *Head of Division, Reviews, Results, Evaluation and Development Innovation, Development Co-operation Directorate, OECD*

Speakers: **Ms. Megan Kennedy-Chouane,** *Evaluation Policy Adviser, OECD*

Ms. Bagele Chilisa, Professor, *Post-Graduate Research and Evaluation Program, University of Botswana, Botswana*

Ms. Randa Hamza, *Senior Advisor for Strategic Planning and Evaluation, Ministry of Investment and International Cooperation, Government of Egypt*

Mr. Per Øyvind Bastøe, *Evaluation Director, Norwegian Agency for Development Cooperation, Government of Norway*

10:30 – 11:00 BREAK

PARALLEL SESSIONS – Set C

11:00 – 12:30 **Session 7. Evaluation and the SDGs: Adapting to a changing climate**

Successfully adapting to a changing climate is one of humanity's most daunting challenges. The type and extent of threat varies widely and time horizons are fluid. This complexity poses a challenge for actors at all entry points: policymakers, disaster response agencies, private companies, aid organizations, community members and evaluators. In this session we will discuss the recent evolution of global and national strategies and support for climate change adaptation, opportunities for private sector partnerships, and the crucial role of evaluation to draw lessons and recommend actions.

Moderator: **Mr. Alan Fox,** *Section Chief, Corporate Evaluation, Independent Evaluation Office, UNDP*

Speakers: **Mr. Serdar Bayryyev,** *Senior Evaluation Officer, Evaluation Office, Food and Agriculture Organization of the United Nations (FAO)*

Mr. Dustin S. Schinn, *Regional Climate Change Specialist, SDG Climate Facility Project, UNDP*

Discussants: **Ms. Zénabou Segda,** *President, Women Environmental Programme, Burkina Faso*

Ms. Mashavu Omar, *Commissioner for Monitoring and Evaluation, Zanzibar Planning Commission, United Republic of Tanzania*

Mr. Keiichi Muraoka, *Director, ODA Evaluation Division, Minister's Secretariat, Ministry of Foreign Affairs, Government of Japan*

WEDNESDAY 23 OCTOBER (continued)

11:00 – 12:30 **Session 8. National evaluation systems in Latin America: challenges and lessons learned for other regions**

This panel will focus on experiences of several Latin American countries: the construction, implementation, strengthening and management of their national evaluation systems, the challenges faced, and the lessons learned. The session will also examine how the institutionalization process has been influenced by the 2030 Agenda and how countries have responded to this new global mandate. The participants will reflect on how the political system adapts to the uncertainty that evaluations provide, how follow-up systems work out for the implementation of recommendations and how to prevent evaluations from being only a requirement.

Moderator: Ms. Nataly Salas Rodríguez, *Evaluator, FOCELAC Project, DEval, Costa Rica*

Speakers: Ms. Carolina Zúñiga Zamora, *Evaluation Analyst, Evaluation Unit, Ministry of National Planning and Economic Policy (Mideplan), Government of Costa Rica*

Mr. Gonzalo Hernández Licona, *Evaluation Specialist in the public sector, former Director of the National Council for the Evaluation of Social Development Policy (Coneval), Mexico*

Mr. Fernando Bucheli, *Senior Evaluation Advisor, Public Policy Monitoring and Evaluation Area, National Planning Department (Sinergia), Government of Colombia*

Ms. Viviana María Lascano Castro, *Director, Public Policy Evaluation of the Technical Secretariat of Planning (Senplades), Government of Ecuador*

Ms. Janett Salvador Martínez, *Board Member, Latin America and the Caribbean Monitoring, Evaluation and Systematization Network (ReLAC)*

11:00 – 12:30 **Session 9. Transforming evaluation for transformative development: Data and methods innovations**

This session will begin with presentations on new tools to improve ground-truthed, evidence-based data, data access and behaviour-changing programming in Afghanistan, progress in SDG 16 measurement in Somalia, and using the Social Cohesion and Reconciliation Index (SCORE) to inform decision-making and designing evidence-based policy and programmes for conflict transformation in Liberia, to inform a wider discussion with participants on other innovations that will help transform evaluation for 2030.

Moderator: Mr. Helge Rieper, *Senior M&E Advisor, Rule of Law and Human Security Unit, UNDP, Afghanistan*

Speakers: Mr. Kwanpadh Suddhi-Dhamakit, *Law and Order Trust Fund for Afghanistan (LOTFA) M&E Team Leader, UNDP, Afghanistan*

Ms. Rose Foran, *Technical Specialist SDG 16, UNDP, Somalia*

Mr. Zakariye Harbi Ahmed, *Head, Evaluation and Research Department, Ministry of Planning, Investment and Economic Development, Government of Somalia*

Mr. Edward Mulbah, *Liberia Peacebuilding Office, Ministry of Internal Affairs, Government of Liberia*

12:30 – 14:00 LUNCH

PARALLEL SESSIONS – Set D

14:00 – 15:30 **Session 10. Strengthening demand for and use of national evaluation systems to inform national development strategies**

National evaluation policies and systems are important aspects of a strong evaluation culture. This session will promote a dialogue of parliamentarians and other stakeholders on the urgency of strengthening national evaluation policies and systems in the context of the 2030 Agenda and in line with the Colombo Declaration. The session will also highlight the importance of strengthening national enabling environments and to increasing the demand and use of evaluation.

Moderator: Ms. Ada Ocampo, *Senior Evaluation Specialist, United Nations Children's Fund (UNICEF)*

Speakers: Mr. Marco Segone, *Director – Evaluation, UNFPA*

Ms. Evelyn Naomi Mpagi Kaabule, *President, African Parliamentarians Network on Development Evaluation, and Former Member of Parliament, Uganda*

M. Abdelilah El Halouti, *2ème vice-président de la Chambre des Conseillers, Morocco*

Mr. Asela Kalugampitiya, *Secretariat, The Global Parliamentarians Forum for Evaluation*

Ms. Josephine Watera, *Head, Evaluation Unit, Parliament, Uganda*

14:00 – 15:30 **Session 11. Progress in national evaluation systems: Bridging country experiences**

Evaluation is a powerful tool to build accountability and contribute to positive development change. This session will build bridges across continents to share experiences and lessons learned in strengthening evaluation and evaluation systems.

Moderator: Ms. Vijaya Vadivelu, *Evaluation Advisor, Independent Evaluation Office, UNDP*

Speakers: Mr. Gamil Helmy, *Assistant Minister for Monitoring Affairs, Ministry of Planning, Monitoring and Administrative Reform, Government of Egypt*

Ms. Milva Evelia Samudio Ríos, *Evaluation Specialist, Secretaría Nacional de Ciencia, Tecnología e Innovación, Government of Panama*

Ms. Uyapo Mosarwa, *Chief Monitoring and Evaluation Officer, National Strategy Office, Government of Botswana*

WEDNESDAY 23 OCTOBER (continued)

14:00 – 15:30 **Session 12. Transforming evaluation: New ways of looking at what works in policy interventions: Using geospatial data in evaluation**

Increasing availability of new types of data strengthens geospatial research in different scientific fields and creates opportunities to better measure results and evaluate the impacts of development interventions. During this panel three presenters will discuss how geospatial data can help target the poor and inform impact evaluations.

Moderator: Mr. Juha Uitto, *Director, Independent Evaluation Office, Global Environment Facility*

Speakers: Mr. Jozef Leonardus (Jos) Vaessen, *Methods Advisor, Independent Evaluation Group, World Bank*

Ms. Jeneen Garcia, *Evaluation Officer, Independent Evaluation Office, Global Environment Facility*

Mr. Raphael Nawrotzki, *Evaluator, DEval, German Institute for Development Evaluation*

15:30 – 16:00 BREAK

PARALLEL SESSIONS – Set E

16:00 – 17:30 **Session 13. Strengthening national evaluation systems to support the SDGs: Experiences from Asia-Pacific**

This panel will focus on experiences in strengthening evaluation systems and capacities to support the 2030 Agenda in Asia-Pacific. It draws on a recent joint initiative by UNICEF and UNDP that reviewed systems and capacities across the region, highlighting emerging good practices and identifying lessons learned to help guide national evaluation capacity development. Participants from the region will reflect on their country perspectives in adapting evaluation systems for the SDG era, including by highlighting progress, challenges faced, and ideas for further strengthening approaches to help ensure that evaluation plays its critical role of better informing government decision-making.

Moderator: Mr. Scott Standley, *Regional Economic Advisor, Bangkok Regional Hub, UNDP*

Speakers: Ms. Kartika Yadav, *Planning Officer, National Planning Commission, Government of Nepal*

Mr. Towfiqul Islam Khan, *Senior Research Fellow, Centre for Policy Dialogue, Bangladesh*

Ms. Nandingerel Batnasan, *Officer, Monitoring and Evaluation Department, Parliament Secretariat, Government of Mongolia*

Mr. Xing Huaibin, *Deputy Director General, Department of National Center for Science and Technology Evaluation, Government of China*

Ms. Gillian San Aye, *Social Policy Specialist (Policy Advocacy and Gender), UNICEF, Myanmar*

16:00 – 17:30

Session 14. How can a new generation of evaluators transform evaluation?

In times where evaluators are called to contribute to transformative change, it is critical to sustain a supply of transformative evaluators. During this session, young and senior evaluation and communications professionals will showcase the potential of including youth and emerging evaluators on evaluation teams. They will also discuss the role of communications to enhance the utility of evaluations.

Moderator: Ms. Mariana Branco, *Evaluation Consultant, Independent Evaluation Group, World Bank*

Speakers: Ms. Dariia Oharova, *Representative of EvalYouth ECA, Ukraine*

Mr. Rafael Hernandez, *Economist, Technical Secretariat of Planning and Evaluation, Government of Yucatan, Mexico*

Ms. Sasha Jahic, *Communications Specialist, Independent Evaluation Office, UNDP*

Mr. Amos Menard, *Senior Programme Manager, Center for Learning on Evaluation and Results (CLEAR), Francophone Africa*

Ms. Ana Jovanovska, *Advisor to the Deputy Prime Minister, Cabinet of the Deputy President in charge for economic affairs, Government of North Macedonia*

16:00 – 17:30

Session 15. Institutionalizing equity through government M&E systems

As African countries grapple to improve evidence-informed decision-making through institutionalizing the generation and use of evaluation findings, a number of questions arise around participation, voice and power. Benin, Uganda, and Ghana are at different stages of developing their government-wide M&E systems and have significant experience working with multiple stakeholders to achieve a political position driven by national development priorities. This panel will discuss the ways in which government M&E systems are currently working to institutionalize different aspects of equity within their national evaluation systems.

Moderator: Mr. Kwabena Boakye, *Acting Chief Director, Ministry of Monitoring & Evaluation, Government of Ghana*

Speakers: Mr. Mayanja Gonzaga, *Commissioner for Monitoring and Evaluation (Local Government), Office of the Prime Minister, Government of Uganda*

Mr. Abdoulaye Gounou, *Office of Public Policy Evaluation and Government Action Analysis, Government of Benin*

Ms. Noqobo Nox Chitepo, *Director: Evaluations, Department of Planning, Monitoring and Evaluation, Government of South Africa*

THURSDAY 24 OCTOBER

PLENARY 4

09:00 – 10:30 **Architecture for evaluation effectiveness**

The evaluation profession has rapidly grown globally, with most governments and development partners drawing on evaluative knowledge and expertise to demonstrate accountability and improve performance. In any oversight and accountability type of evaluation, key principles are critical and these need to permeate the evaluation architecture. This session will present the independent evaluation function of UNDP and describe key issues that have been addressed in policy and practice and then speakers from different regions will share experiences, opportunities and challenges in strengthening the evaluation architecture in their countries.

Moderator: **Mr. Marco Segone,** *Director, Evaluation Office, UNFPA*

Keynote speaker: **Mr. Indran Naidoo,** *Director, Independent Evaluation Office, UNDP, and Vice-Chair, United Nations Evaluation Group*

Speakers: **Mr. El Hassan El Mansouri,** *General Secretary, National Observatory of Human Development, Morocco*

Ms. Esme Faith Nhlane, *Chief Economist, M&E, National Planning Commission, Government of Malawi*

Ms. Zorka Kordic, *Deputy Secretary-General of the Government, Head of Department for Government Strategies, Secretariat General of the Government of Montenegro*

Ms. Violeta Corpus, *Director IV, National Economic and Development Authority, Government of the Philippines*

10:30 – 11:00 BREAK

PARALLEL SESSIONS – Set F

11:00 – 12:30

Session 16. Strengthening evidence-informed decision-making at a country level: Challenges and recommendations

Building monitoring and evaluation systems helps strengthen governance and maximize development results. By improving transparency, strengthening accountability and building a performance culture within governments, evaluation can lead to better policymaking and public management. In this session, several countries will share their work to strengthen elements of their national monitoring and evaluation systems, followed by discussion with the audience on lessons learned and tips for moving forward.

Moderator: Mr. Jozef Leonardus (Jos) Vaessen, *Methods Advisor, Independent Evaluation Group, World Bank*

Speakers: Ms. Yildiz Yapar, *Strategy and Budget Expert, Presidency Strategy and Budget Office, Government of Turkey*

Mr. Balsama Heliarison Andriantseheno, *General Coordinator, Programme of Reform for the Efficiency of the Administration, Government of Madagascar*

Ms. Aliona Ursoi, *Deputy Head of the Policy Coordination Department, State Chancellery, Government of the Republic of Moldova*

Mr. Boubacar Aw, *Director, Center for Learning on Evaluation and Results (CLEAR), Francophone Africa*

Mr. Amos Menard, *Senior Programme Manager, Center for Learning on Evaluation and Results (CLEAR), Francophone Africa*

11:00 – 12:30

Session 17. Making the case for country-led evaluations of the SDGs

This session will build a case for dynamic and inclusive country-led evaluations of the SDGs, with speakers from Government, development organizations as well as civil society. The session will highlight why is it important to evaluate the SDGs and how can we make the case for more countries to undertake dynamic and inclusive country-led evaluations.

Moderator: Ms. Ada Ocampo, *Senior Evaluation Specialist, UNICEF*

Speakers: Mr. Abdoulaye Gounou, *Office of Public Policy Evaluation and Government Action Analysis, Government of Benin*

Ms. Dorothy Lucks, *Co-Chair, EVALSDGs*

Mr. Jared Ichwara, *M&E Specialist, National Treasury and Planning, Government of Kenya*

Ms. Ulla Järvelä-Seppinen, *Development Policy Advisor, Ministry of Foreign Affairs, Government of Finland*

THURSDAY 24 OCTOBER (continued)

11:00 – 12:30 **Session 18. Evaluation to ensure No One Is Left Behind**

This session will explore how evaluation plays an important role in ensuring no one is left behind, with examples ranging from the protection of migrants, inclusion of people living with disabilities, to reaching vulnerable children.

Moderator: Ms. Heather Bryant, *Section Chief, Capacity Development, Independent Evaluation Office, UNDP*

Speakers: Mr. Camilo Gudmalin, *Under Secretary, Special Concerns, Department of Social Welfare and Development, Government of the Philippines*

Ms. Elena Kukharevic, *Deputy Chairperson, National Statistical Committee, Government of Belarus*

Ms. Caroline Makuvire, *Deputy Director, Implementation, Monitoring and Evaluation Department, Office of the President and Cabinet, Government of Zimbabwe*

Mr. Bassirou Chitou, *Morris Interactive, Saskatoon, Canada*

12:30 – 14:00 LUNCH

PARALLEL SESSIONS – Set G

14:00 – 15:30 **Session 19. Evolution of National Evaluation Systems**

Over the past decade there has been increasing institutionalization of national evaluation systems. We are now at a stage where these are starting to be reviewed, learn lessons and evolve. This session brings together global experience of evolving systems to reinforce their institutionalization, relate to the SDGs and bring in new voices.

Moderator: Mr. Stephen Porter, *Evaluation Strategy Advisor, Independent Evaluation Group, World Bank*

Speakers: Ms. Noqobo Nox Chitepo, *Director, Evaluations, Department of Planning, Monitoring and Evaluation, Government of South Africa*

Ms. Malineo Seboholi, *Chief Economic Planner (M&E), Ministry of Development Planning, Government of Lesotho*

Ms. Palesa Mashoai, *Chief Economic Planner (M&E), Ministry of Development Planning, Government of Lesotho*

Mr. Tolibov Mustafo, *Main Specialist on Economic Analysis and International Relations on Statistics, Agency on Statistics under the President, Government of Tajikistan*

Ms. Heba Gamal Eldin Mohamed, *Assistant Professor, Institute of National Planning, Egypt*

14:00 – 15:30 **Session 20. Les ODD et les systèmes nationaux d'évaluation**

Cette session offrira aux participants francophones une occasion de partager leurs expériences en matière de renforcement des systèmes nationaux d'évaluation dans le contexte des ODD.

Moderator : **M. Mamadou N'Daw,** *Evaluation Advisor, Regional Bureau for Africa, UNDP*

Speakers : **M. Lambert Somtigmeda Zongo,** *Chef de Département de la Transformation de l'Economie au SP-PNDES, Secrétariat permanent du Plan national de développement économique et social (SP-PNDES), Gouvernement du Burkina Faso*

M. Abdelfattah Hamadi, *Directeur du Pôle des Systèmes d'Information, Observatoire National du Développement Humain, Maroc*

Mme Anasthasie Ramadji, *Economiste, Coordination Nationale du Suivi des ODD, Gouvernement du Tchad*

M. Jeireb Saleck, *Directeur des Etudes, de la Coopération et du Suivi, Ministère des Affaires Sociales de l'Enfance et de la Famille, Gouvernement de la Mauritanie*

14:00 – 15:30 **Session 21. Local governance, evaluation and the SDGs**

Subnational governments have an important role to play in the achievement of the Sustainable Development Goals and, as a corollary, in the evaluation of programmes and policies as they are implemented at the local level. This session will share examples and lessons learned in the development of monitoring and evaluation at the subnational level.

Moderator: **Ms. Angela Bester,** *Independent Evaluator, South Africa*

Speakers: **Mr. Ken Mike Ochieng Oluoch,** *Programme Officer, SDGs, Council of Governors Secretariat, Kenya*

Mr. Robert Papa, *Economic Advisor and Head of Service Delivery Unit, Country Government of Busia, Kenya*

Mr. Rafael Hernandez, *Economist, Technical Secretariat of Planning and Evaluation, Government of Yucatan, Mexico*

Mr. Kingsley Uche Nwabuba, *Monitoring and Evaluation Officer, Nigeria REDD+ Programme, Nigeria*

Mr. Aman Ali Syed, *Co-Founder, Pakistan Evaluation Association, Pakistan*

15:30 – 16:00 BREAK

PLENARY 5

16:00 – 17:30 **Conclusions and closing ceremony**

This session will bring together the findings of the conference sessions to formulate answers to the question of what does "evaluation for 2030" look like and how does it ensure no one is left behind? The conference will then come to its close.

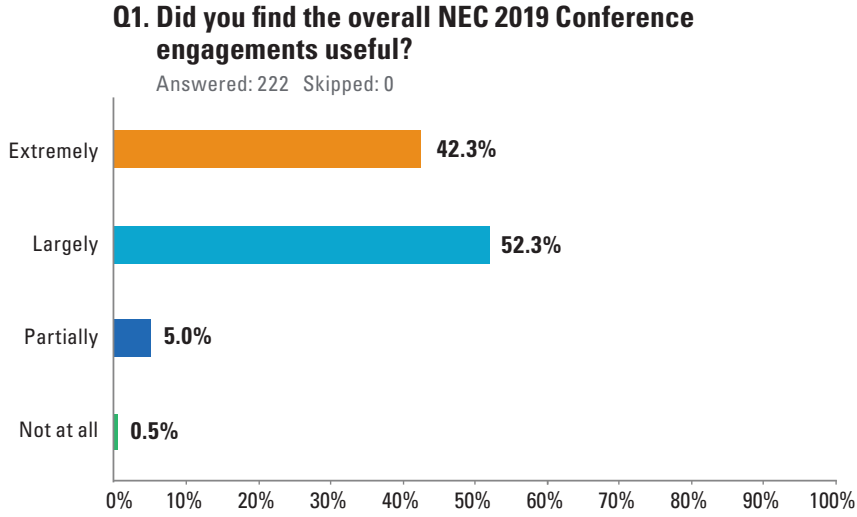
Mr. Arild Hauge, *Deputy Director, Independent Evaluation Office, UNDP*

Mr. Ahmed Kamaly, *Deputy Minister, Ministry of Planning, Monitoring and Administrative Reform, Government of Egypt*

ANNEX 2 CONFERENCE ASSESSMENT

An online survey was conducted after the conference to capture participants' perceptions and feedback on the conference. The survey was completed by 221 participants or 44 percent of the total number of participants.

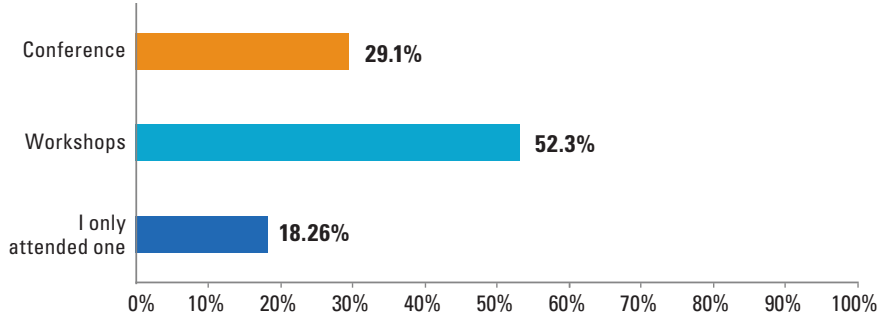
Ninety-four percent of respondents found the engagements in the NEC conference extremely or largely useful. As to overall satisfaction with the conference, 97 percent of respondents were very satisfied or satisfied. When asked which part of the NEC event was most appreciated (two options were provided, conference and workshops), responses were divided, with a preference for the workshops (53 percent).



Forty-two percent of respondents found sharing experiences as the most useful aspect of the conference, followed by gaining new knowledge (19 percent), sharing knowledge (16 percent) and professional networking (13 percent).

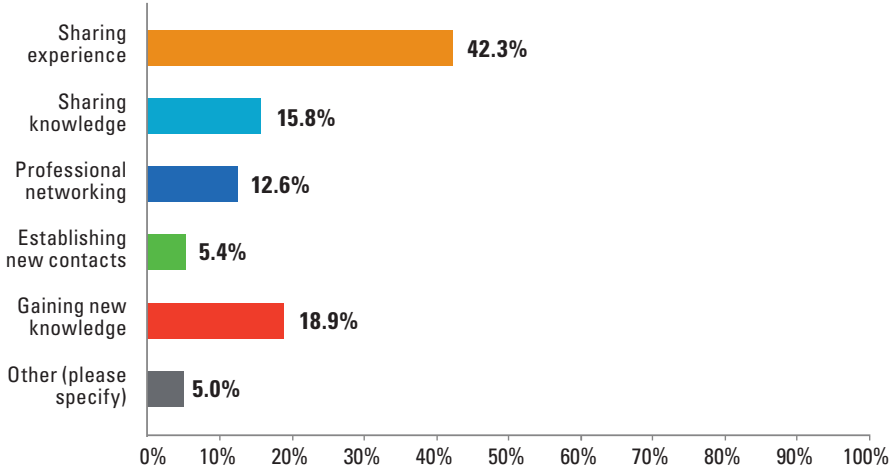
Q3. If you attended both the pre-conference workshops and the conference, which did you appreciate most?

Answered: 220 Skipped: 2



Q4. What did you find the most useful aspect of the NEC 2019 Conference?

Answered: 222 Skipped: 0



ANNEX 3 THE EVENT IN PHOTOS















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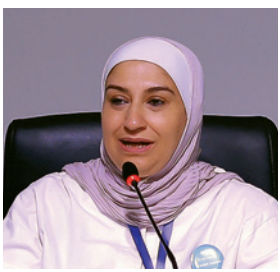






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