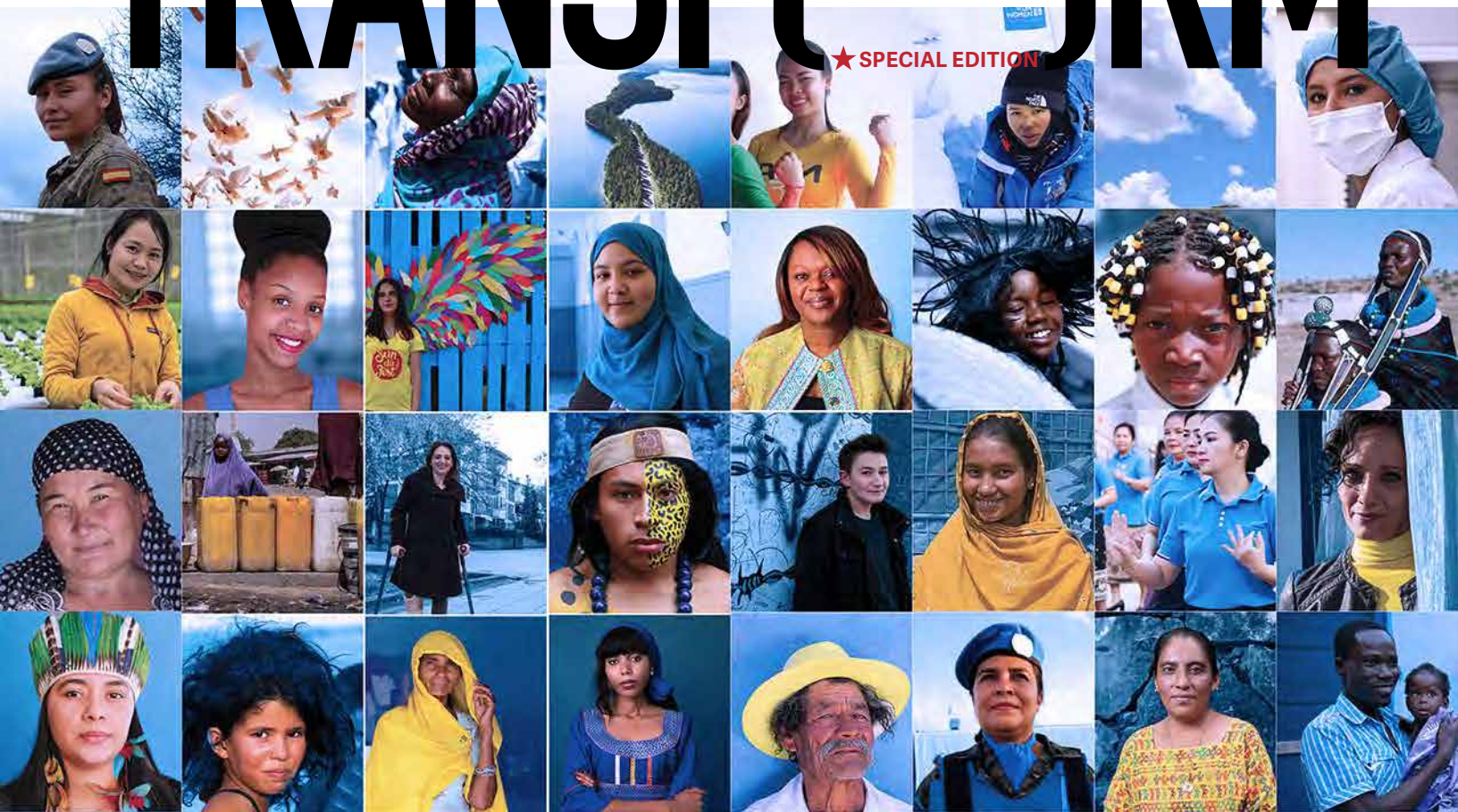


# TRANSFORM



## Working Together to Empower Voices

### UN WOMEN

Minimizing marginalization in evaluations

### UNODC

Better responses to trafficking in persons and smuggling of migrants

### UNICEF

Evaluating water, sanitation, and hygiene

### UNFPA

Gender responsiveness, human rights, and inclusion in evaluations

### SPOTLIGHT ON FINLAND

Improving development and cooperation policy







**Dear  
Readers,**

It is with great pleasure that we welcome Lisa Sutton, Director of the Independent Evaluation and Audit Services (IEAS). IEAS was created in 2018 to perform internal oversight through the Independent Evaluation Service (IES) and Internal Audit Service (IAS). Under Lisa's leadership, this co-location of IES and IAS will help ensure UN Women delivers on its integrated mandate to achieve gender equality and women's and girls' empowerment.

We are pleased to present this special edition of *Transform: Working Together to Empower Voices* as a forum to increase and share knowledge about the inter-related themes of gender, evaluation, transformative change, marginalized voices, and leaving no one behind in pursuit of Sustainable Development Goal 5.

By exchanging knowledge and practice among UN agencies and national partners, this tripartite issue supports our priority strategic areas of promoting UN system coordination on gender equality and strengthening national gender-responsive evaluation capacity.

Part I presents a new systemic approach to gender-responsive evaluation from UN Women. Part II shows gender-responsive evaluations in action at the United Nations Children's Fund (UNICEF), United Nations Office on Drugs and Crime (UNODC), and United Nations Population Fund (UNFPA). Part III shines a spotlight on Finland by showcasing a gender-responsive evaluation of our partner, the Ministry for Foreign Affairs of Finland, to improve women's and girls' rights in Finland's national development and cooperation policy.

We hope that you find this special edition of *Transform* engaging and useful as it shares innovative practices that bring marginalized voices to the fore to advance the status of women and girls.

**Inga Sniukaite**

Chief, Independent Evaluation Service  
Email: [inga.sniukaite@unwomen.org](mailto:inga.sniukaite@unwomen.org)  
[@IngaSniukaite](https://twitter.com/IngaSniukaite)

***Think Beyond.  
Stay Ahead.***

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**DISCLAIMER**

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**A special thanks to the Ministry for  
Foreign Affairs of Finland**

# Working Together to Empower Voices



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## Q&A WITH LISA SUTTON

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*UN Women welcomed Lisa Sutton as the Director of the Independent Evaluation and Audit Service (IEAS) on 2 November 2018. The IEAS was created at the behest of the UN Women Executive Board and brought in-house the internal audit function and its co-location with the independent evaluation function. The IEAS fulfils its internal oversight role through the Independent Evaluation Service (IES) and Internal Audit Service (IAS), both of which Lisa oversees.*

---

### **Q1: Tell us a bit about yourself, where you are from, and where you have worked previously.**

---

I am Canadian but have lived in New York previously, as well as most recently in Vienna. I loved living and working in Vienna, but I am very happy to be back in New York. Workwise, I have been delivering oversight services in the public and private sector for over 20 years. Most recently I was at the Organization for Security and Co-op-

eration in Europe (OSCE) where I was Director of Internal Oversight, providing internal audit, independent evaluation, and investigation services. I also previously worked with UNICEF in the Office of Internal Audit and Investigations and in the Change Management Office, so this is really a return to the UN for me.

### **Q2: What made you decide you wanted to apply to be the director of the newly created IEAS?**

---

I had been in Vienna for five years, and my term limit there was coming to an end. I was inspired by UN Women's integrated mandate of using normative, coordination, and operational means to support efforts to

achieve gender equality and empower all women and girls. I am passionate about evaluation and internal audit and was excited by the challenge of getting a new office off the ground.



---

### **Q3: What is your vision for IEAS in general, and IES in particular?**

---

I want IEAS to deliver evaluation and internal audit services that help ensure and demonstrate the impact and cost-effectiveness of UN Women's work across its integrated tripartite mandate. When my term here eventually comes to an end, I want to look back and know that women and girls around the world are better able to exercise their rights because of UN Women's work. Essentially, I enjoy making things work better and run more smoothly. My vision for the office is to ensure that independent evaluation and internal audit services complement one another and leverage the strengths of each other seamlessly. I also believe strongly in the role of evaluation and audit in accountability. IEAS is in a unique position to provide assurance and confidence to both UN Women and our Exec-

utive Board, as well as to advise on UN Women's internal governance, programmes, internal controls, and business systems to identify best practices and provide recommendations for improvement.

My vision for IES is to support its work in generating evidence through rigorous corporate and decentralized evaluations. I also want to amplify its work by sharing the knowledge it creates by streamlining its integration into UN Women's knowledge management system. Evaluation findings provide invaluable information for learning and accountability. In this way, we can help management prioritize the organization's resources to those areas where they can have the most impact. I want to help IEAS demonstrate its value proposition.

---

### **Q4: What would you like your colleagues here at UN Women to know about you?**

---

I am really excited about being part of UN Women and about the work ahead. I am a consultative and approachable person, and I want all UN Women colleagues to know they can always talk to me about any ideas or concerns they might

have. I also want to do what I can to make the office exciting and motivating and to make it a healthy and pleasant place to work. We have an important mandate, and having a happy office environment will help us to achieve it.



PART I

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# A NEW SYSTEMIC APPROACH TO GENDER-RESPONSIVE EVALUATION

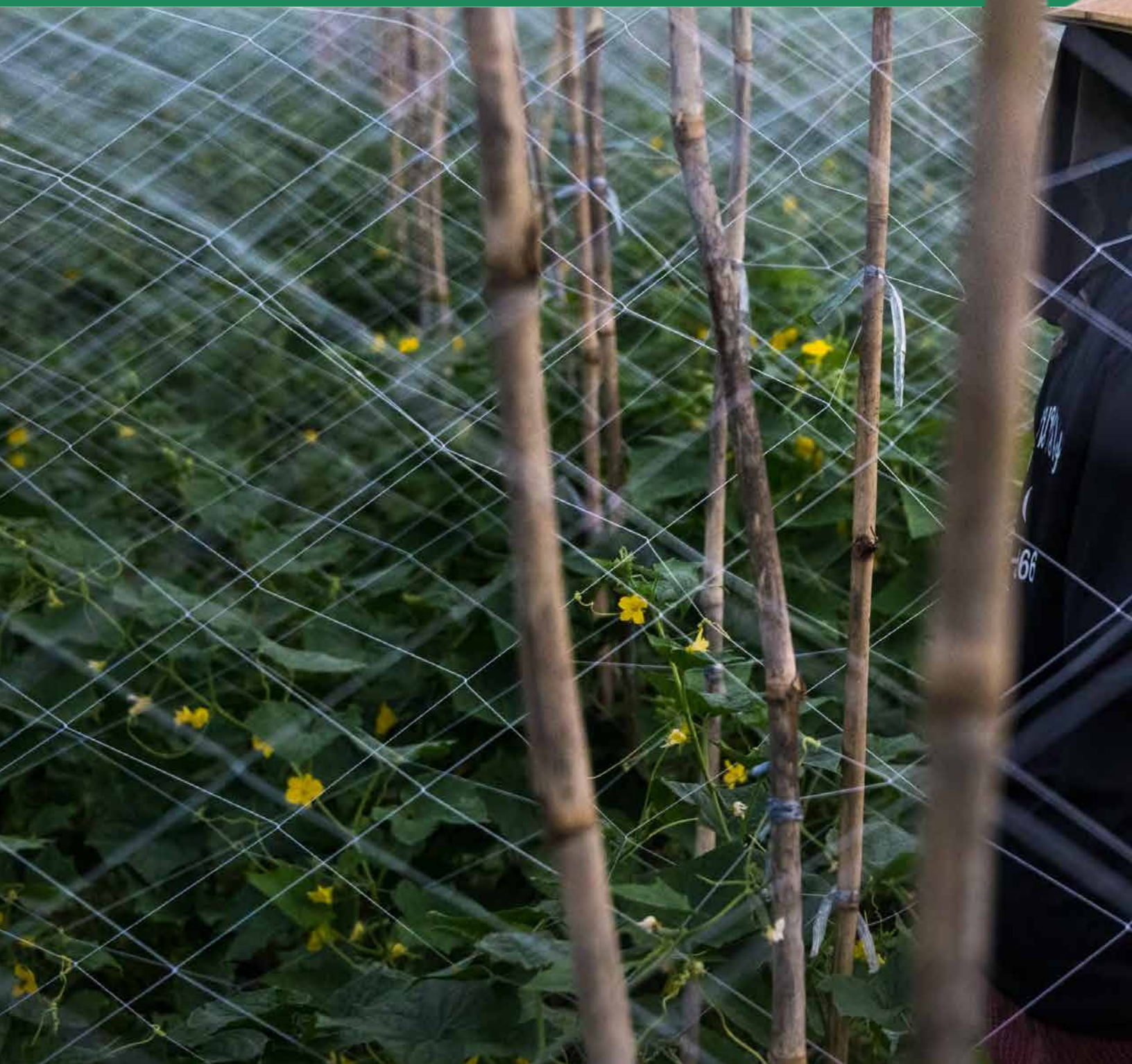




PHOTO: UN WOMEN/Piyavit Thongsa-Ard

*A Burmese migrant works on a cucumber plantation in Mae Sot, Tak province.*



“

*A systems approach  
begins when first you  
see the world through  
the eyes of another.*

—C. West Churchman, 1968



# MINIMIZING MARGINALIZATION IN EVALUATIONS



PHOTO: GEF-PNUD/Enrique Castro Mendivil

*Más que hilo, Peru*





**The 2030 Agenda call to ‘leave no one behind’ has been effective in raising the priority of a key aspect of the human rights-based approach that is distinguished by inclusion of and support to groups that are marginalized due to aspects of their identity - race, ethnicity, age, gender, disability, sexual orientation, religion, and/or caste. Being identified with a group that is marginalized has meant that one is more likely to be excluded from receiving the benefits of interventions, that one’s needs are less likely to be addressed, and that one is more vulnerable to discrimination. While those who design, implement, and evaluate development and humanitarian interventions might be aware of marginalization and want to mitigate it, addressing marginalization is rarely easy or straightforward.**

A new evaluation approach, Inclusive Systemic Evaluation for Gender equality, Environments and Marginalized voices (ISE4GEMs), is the subject of the most recent UN Women evaluation guide. As the name indicates, it focuses specifically on addressing marginalization within evaluation processes. The approach calls for applying innovative systemic thinking and intersectional analysis of Gender equality, Environments and Marginalized voices (the GEMs framework), covering the key dimensions of the Sustainable Development Goal era.

The *Inclusive Systemic Evaluation for Gender equality, Environments and Marginalized voices (ISE4GEMs) guide*<sup>★</sup> provides both practitioner theory on the causes and concepts around marginalization - including power and power dynamics - and specific suggestions and tools for integrating analysis of marginalization in practice. Here, I highlight three key points from the approach that may be of interest to the *Transform* audience. The full guide contains more suggestions, information, and tools to support the strengthening of evaluators’ capacities to address marginalization.

<sup>★</sup> Stephens, A., E.D. Lewis, and S.M. Reddy. 2018. *Inclusive Systemic Evaluation (ISE4GEMs): A new approach for the SDG era*. New York: UN Women.



## MARGINALIZATION IS CONTEXT-SPECIFIC

---

**Something as simple as asking a range of stakeholders “Who do you consider marginalized?” helps evaluators to identify and then to understand aspects of marginalization within a specific context.**

---

The way in which power dynamics and interrelationships between groups is formed is by a wide array of variables, such as social norms, culture, history, politics, and religion. These variables, and the way they express themselves in any given society, are context-specific and can change over time. Someone who identifies with a particular group may be marginalized in Country X but hold power in Country Y.

As an evaluator, it is important to understand and identify marginalization within the context of the intervention you are evaluating because it is the first step towards analyzing marginalization in an evaluation. Something as simple as asking a range of stakeholders “Who do you consider marginal-

ized?” helps evaluators to identify and then to understand aspects of marginalization within a specific context. This also prompts stakeholders to consider and reflect on this question, building their capacity to identify and consider marginalization in their work.

The guide’s “Chapter 5: Preparation and Design” walks you through the process of systemic boundary analysis to: first, identify the stakeholders within the boundary of the intervention (i.e., “Boundary Story”); second, reflect on this to consider who may have been excluded or marginalized; and third, take the steps necessary to include these stakeholders within the evaluation process.

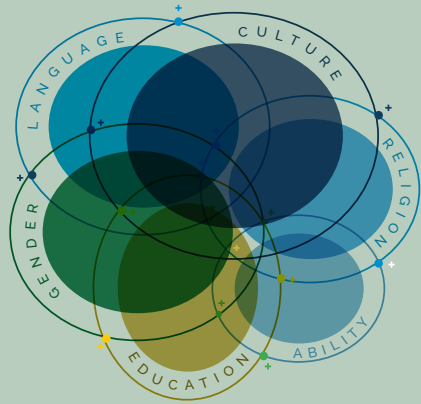


### MARGINALIZED VOICES

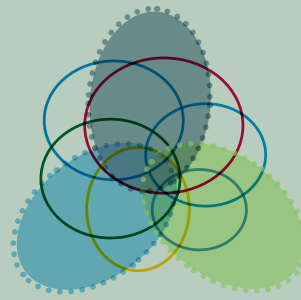
Marginalized voices result from a process whereby people (e.g., the elderly, youth, transgendered, ethnic, religious groups, disabled, indigenous) or entities (e.g., ecological systems) are pushed to the margins of a society and assigned a lesser importance. This is predominantly a social phenomenon by which a minority or sub-group is excluded or discriminated against; it is a form of acute and persistent disadvantage rooted in structural social inequalities.



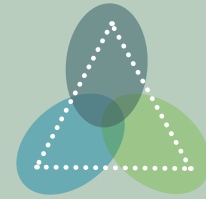
# ISE4GEMS VISUALIZED



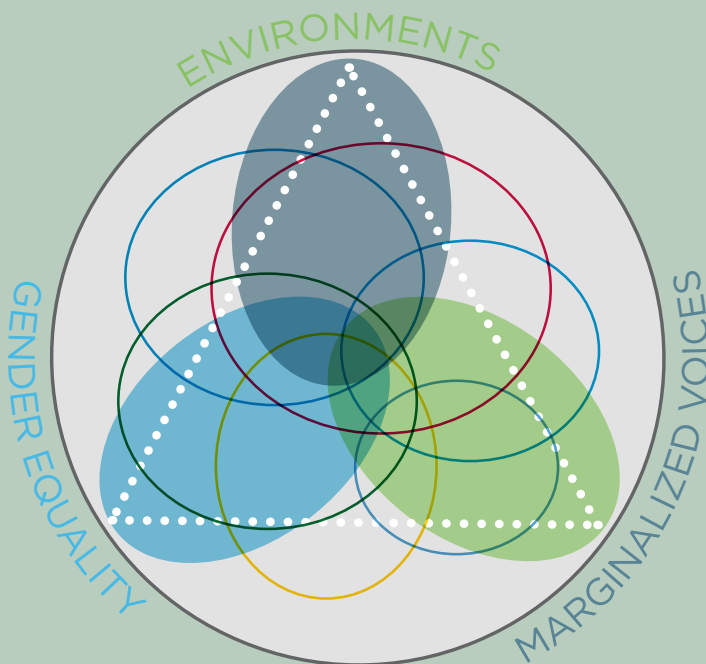
**A. Intersectionality**



**B. Intersectional situation**



**C. Interconnected GEMs dimensions**



**D. The ISE4GEMs approach**

**Figure A** is a depiction of multiple social divisions, or categories, as rings that intersect.

**Figure B** is a visual representation of an intersectional situation where a set of socioecological divisions intersect. The salient GEMs dimensions are brought to the fore against the general intersectional situation.

**Figure C** has removed the background diagram, stripping bare the three GEMs dimensions. A symbolic triangle is overlaid to connect each dimension.

The ISE4GEMs approach can now be represented through **Figure D**. The complexity of the situation is represented inside a primary boundary.

Source: ISE4GEMs Guide



PHOTO: UNDP/ Dylan Lowthian

*The 2017 UNDP Champions for the Global Goals spent time learning more about the Global Goals*



# THE ENVIRONMENT CAN BE A MARGINALIZED STAKEHOLDER

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**When we speak of marginalization, we usually refer to individuals or groups of people. However, as part of the larger shift towards sustainable development, there is growing recognition of the need to begin **considering the environment and non-human actors as stakeholders in interventions.****

---

The guide uses the “term ‘environments’ to capture both human-made and natural socioecological landscapes and systems.” Environments are both affected by and have an impact on social interventions in ways that we do not always understand or consider within non-environment-specific social interventions, but these effects may be profound. Yet, who speaks for the environment or considers how it may be affected in non-environment-focused interventions? In this

way, the environment is often marginalized within broader social interventions. The guide provides concepts and suggestions for exploring ways to move the environment away from the margins of our evaluative consideration and how to begin using transdisciplinary methods that allow us to collect both social and environmental data.

### *Tool 7: Transdisciplinary Methods and Tools*

*from the guide provides a list of useful methods and tools to support the integration of environmental considerations in evaluation.*



*We need to analyse the environment as a set of complex, live ecosystems and to understand underlying organizing principles as well as the linkages, interactions, dependencies and power distribution among components and constituencies.*

—Endorsement of systems thinking approach by UN Chief Executives Board for coordination (CEB/2017/1)

## INCORPORATE VULNERABILITY ASSESSMENTS INTO EVALUATION PRACTICE

---

**Evaluators must reflect on and consider the power dynamics within the specific context and understand the specific vulnerabilities at play when engaging with those who identify with a marginalized group. One way to strengthen ethical practice for inclusion is to conduct a vulnerability assessment of the stakeholders.**

---

Evaluation processes involve engagement with a wide range of stakeholders to collect information. As evaluators, we follow ethical guidelines and codes of conduct that include the principles ‘confidentiality’ and ‘do no harm’. The human rights-based approach and the call to ‘leave no one behind’ also ask us to be inclusive by embracing those groups who may normally be overlooked in evaluation processes. To do so, evaluators must reflect on and consider the power dynamics within the specific context and understand

the specific vulnerabilities at play when engaging with those who identify with a marginalized group.

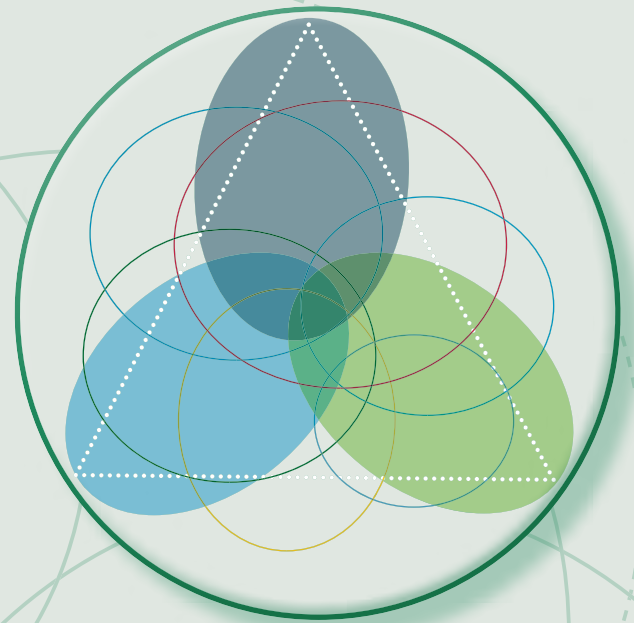
One way to strengthen ethical practice for inclusion is to conduct a vulnerability assessment of the stakeholders with whom you wish to engage.

### *Tool 4: Vulnerability Assessment*

*from the guide is meant to support you in thinking through the potential vulnerabilities of your stakeholders and the ethical safeguards that can be put in place to allow for engagement or to make the decision not to engage if potential harms cannot be overcome.*



What is systems thinking and how is it applied to evaluations?



How can we bring “nature’s perception” into our analysis?

How can we include marginalized voices in evaluations?

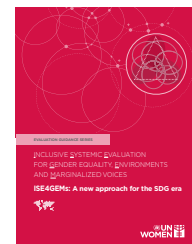
# ISE4GEMs: A NEW APPROACH FOR THE SDG ERA

Evaluation Guide Book



The *Inclusive Systemic Evaluation for Gender equality, Environments and Marginalized voices (ISE4GEMs)* guide is written in 2 parts: *Part A* presents the theoretical background on systems thinking and *Part B* provides practical steps & tools to conduct an Inclusive Systemic Evaluation.

Find the guide here: <http://www.unwomen.org/en/digital-library/publications/2018/9/ise4gems-a-new-approach-for-the-sdg-era>



# SYSTEMS THINKING, STAKEHOLDERS, AND MARGINALIZATION

**Systems thinking has been recognized recently as an essential approach to help untangle the complexity of global issues as represented in the 2030 Agenda on Sustainable Development.\***

Central to the approach in the *Inclusive Systemic Evaluation for Gender equality, Environments and Marginalized voices (ISE4GEMs): A New Approach for the SDG Era* guide is the commitment to engage with local stakeholders, particularly marginalized populations. This engagement facilitates the unpacking of the boundaries of an evaluation by using multiple perspectives to understand the interrelationships of the actors and activities that might have influenced any change to be measured during an evaluation.

Boundaries are at the heart of systems thinking. In ISE4GEMs, the focus is both on physical (e.g., a village) and intangible boundaries (e.g., socio-economic status) that we use to frame, bound, and understand stakeholders' realities and their values. A key part of an ISE4GEMs boundary analysis is the inclusion of marginalized voices, both human and non-human (i.e., environmental concerns represented by human advocates). Such an analysis necessitates an assessment of each stakeholder group to understand vulnerabilities that might exist among them and to consider whether it is possible to engage them ethically and safely or not.







A vulnerability assessment process helps to determine if human stakeholders can engage freely, if they need special accommodations to participate, if they have accessibility issues, or if participating has a high risk of creating harm. In the case of non-human stakeholders, identifying an advocate who can speak to the vulnerability of any flora and fauna that need to be considered during the evaluation process is critical. This advocate could be a village elder or someone whose expertise is part of her or his professional role. The vulnerability of these individuals also would need consideration, as they might become vulnerable due to their advocacy.

Including marginalized voices in evaluations, and obtaining informed consent to do so, might also require identification and conversations with any gatekeepers who could facilitate access or create barriers to those with marginalized voices or other stakeholders. The vulnerability assessment process has far-reaching consequences for participants before, during, and after the period of the evaluation. The impact on them, therefore, also must be considered.

*Two tools are available in the new ISE4GEMs guide to deepen the systemic understanding of an evaluation:*

- Tool 2 - Stakeholder analysis**
- Tool 4 - Vulnerability assessment**

# THE MARGINALIZED VOICE OF NATURE IN EVALUATION

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The *Inclusive Systemic Evaluation for Gender equality, Environments and Marginalized voices (ISE4GEMs): An Approach for the SDG Era*, is an evaluation guide that encourages a **broad understanding of inclusion**. One way it does this is by calling for an intersectional analysis of nature and various social dimensions.

---

The GEMs (Gender, Environment, and Marginalized voices) framework for intersectional and systemic analysis makes salient three inter-related dimensions: (1) The conditions necessary to achieve gender equality; (2) perceptions regarding the state of socio-ecological environments for human and non-human “inhabitability”; and (3) the need for the inclusion of locally-defined “marginalized” voices. Yet, how can we bring nature’s perception into our analysis when direct involvement of some elements of nature in the decision-making processes is not possible? For the ISE4GEMs practitioner, non-human environmental systems are considered

stakeholders of human interventions and, therefore, stakeholders of evaluations. The ISE4GEMs approach calls for evaluators to listen to nature as best they can.

ISE4GEMs recommends turning to human “witnesses” to speak on behalf of nature, thereby explicitly introducing representation by another for those unable to represent themselves. This concept is not new – adult witnesses speak for children or people with disabilities. The ISE4GEMs approach extends this idea to finding appropriate people who speak “with” nature to act as an agent of the environment that is affected by

A photograph showing a close-up of a farmer's hands and a colorful headwrap as they inspect a maize plant in a field. The background shows a lush green landscape with hills under a bright sky.

PHOTO: CIAT/ Neil Palmer

*A farmer in Malawi checks her maize crop that is struggling as a result of the worst drought in three decades.*





our human actions. Of course, the “who” is an important question. The ISE4GEMs approach does not prohibit involvement of any person who may have a significant link, attachment, or expertise to a place, object, or element of nature. An evaluator’s inclusion or exclusion of any person in this process is a boundary decision and calls for reflection and explicitness concerning the reasons for or against involvement of any individual witness.

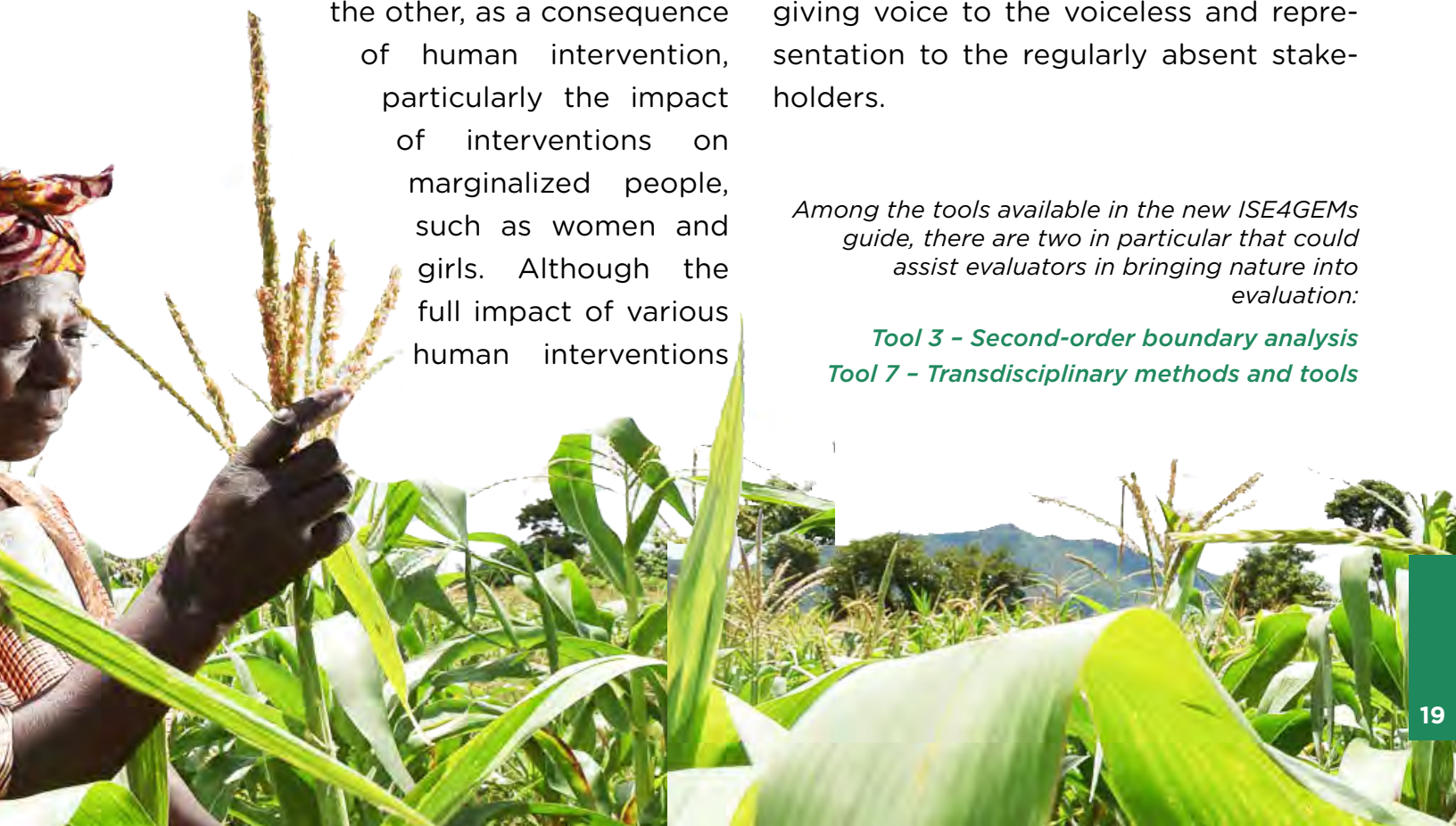
Of paramount importance in this approach is locating the intersection between social and non-human systems. The aim of identifying this junction is to learn what impact either one has on the other, as a consequence of human intervention, particularly the impact of interventions on marginalized people, such as women and girls. Although the full impact of various human interventions

on environmental systems might not show up in the short-term, often an effect is felt by members of the local population. These members can talk about quality of life changes due to the incremental alteration – either diminishment or improvement – they observe in the socio-environmental systems of which they are a part.

The ISE4GEMs guide leads practitioners through participatory facilitation processes and gives practitioners tools to identify the people, specifically the witnesses, that need to be included in evaluations. The ISE4GEMs approach values the capture of these perspectives and the views of non-human nature by witnesses, giving voice to the voiceless and representation to the regularly absent stakeholders.

*Among the tools available in the new ISE4GEMs guide, there are two in particular that could assist evaluators in bringing nature into evaluation:*

***Tool 3 – Second-order boundary analysis***  
***Tool 7 – Transdisciplinary methods and tools***





PART II

# GENDER-RESPONSIVE EVALUATIONS IN ACTION

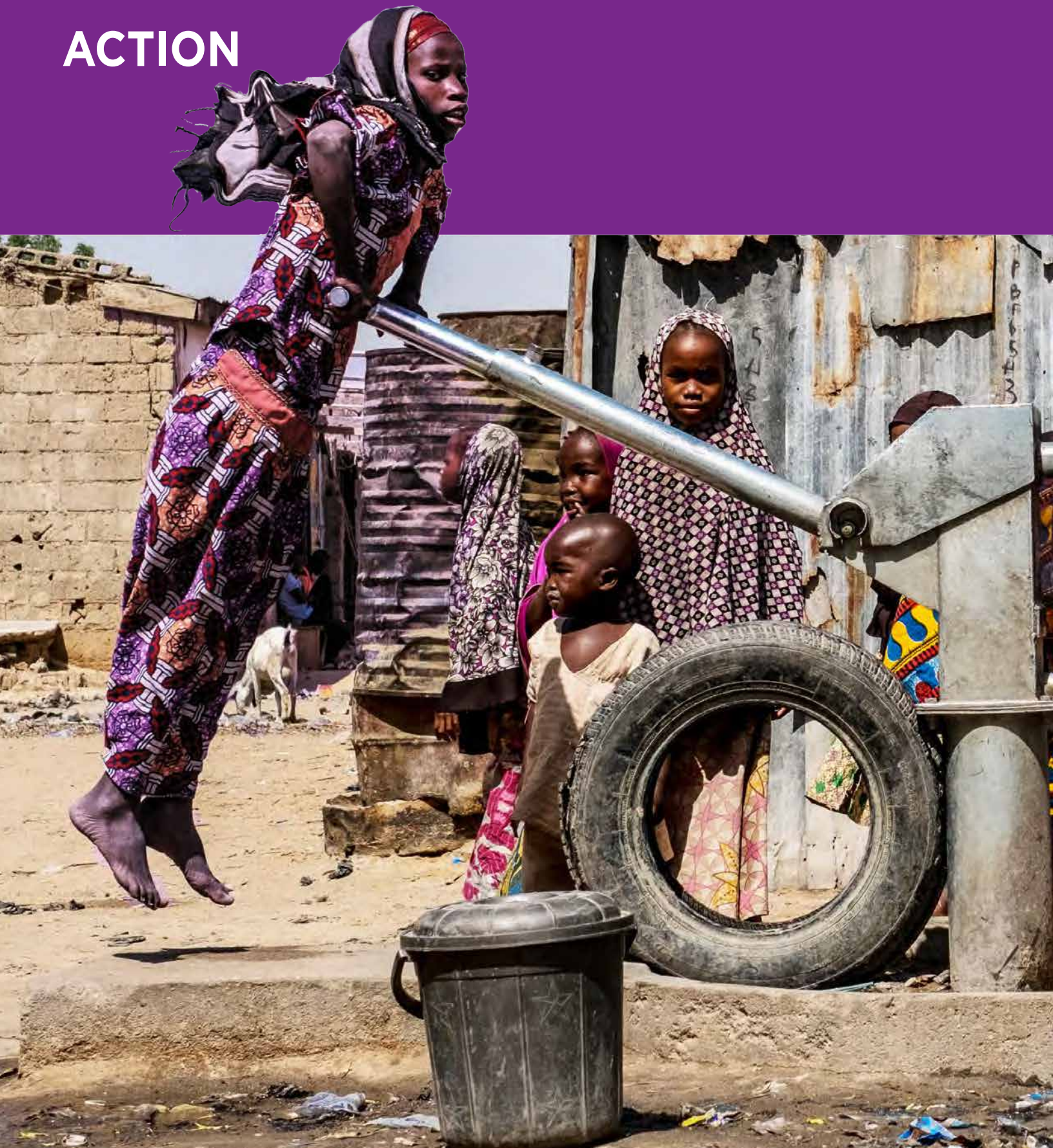




PHOTO: UNICEF/ Ashley Gilbertson

*A girl pumps water from a borehole provided by UNICEF in Old Maiduguri, Borno State, Nigeria.*



*Gender-responsive evaluation is critical for understanding how an agency's efforts can adapt to better promote gender equality & the empowerment of women.*

— *Susanne Frueh, Chair, United Nations Evaluation Group, 2018*



A GENDER-RESPONSIVE APPROACH

# BETTER RESPONSES TO TRAFFICKING IN PERSONS AND SMUGGLING OF MIGRANTS



**PHOTO: UN Photo/Kibae Park**  
*Little girls from a local hill tribe laugh on a swing set in Sapa, Viet Nam.*



---

**Evaluation can make the efforts towards gender equality and the empowerment of women, as well as the resulting change, visible. Evaluation can act as a catalyst for change by highlighting best practices and fostering learning. This short case study will illustrate how the adherence to gender-responsive evaluation can: (1) foster understanding, (2) help initiate change in programme development and implementation, and (3) put greater emphasis on Sustainable Development Goal 5 (SDG 5): “Achieve gender equality and empower all women and girls.”**

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In the spirit of critical thinking and treating evaluation as an agent of change, the United Nations Office of Drugs and Crime Independent Evaluation Section (UNODC IES) firmly integrates human rights and gender equality as guiding principles in all its evaluations. By doing so, IES acknowledges that evaluation is an essential instrument for supporting gender equality and that evaluation plays a significant role in looking into how gender is embedded in all aspects of UNODC as an organization. Following these principles resulted in an increased score as part of the UN SWAP (System-wide Action Plan on Gender Equality and the Empowerment of Women) accountability framework, with the Evaluation Performance Indicator stating: “meets requirements.”



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**One prominent feature of investing in a gender-sensitive, inclusive, and participatory evaluation approach is the appointment of dedicated gender experts to evaluation teams, as happened during the in-depth cluster evaluation of the UNODC global programmes against trafficking in persons and the smuggling of migrants.**

---

In addition, applying a two-pronged approach of gender mainstreaming during the evaluation process allows evaluators to:

1. Implement a participatory, gender-sensitive evaluation methodology throughout the evaluation; and
2. Analyze simultaneously the programme's specific gender mainstreaming efforts and its contribution towards gender equality and the empowerment of women under a distinct evaluation criterion.

The work of UNODC in combatting trafficking in persons and smuggling of migrants <sup>★</sup> has benefitted greatly from this gender lens during the in-depth evaluation.

Elements of gendered roles, expectations, opportunities, barriers or vulnerabilities are critical to understanding many of the challenges and the most urgent issues in addressing traffick-

ing in persons and the smuggling of migrants. The biennial UNODC Global Report on Trafficking in Persons 2016 <sup>★</sup> has repeatedly shown that most identified victims of trafficking in persons are still women and girls. An upcoming UNODC study on women involved in migrant smuggling revealed that women working in smuggling networks often fulfil supportive roles, which are typically linked to personal relationships. These women help those they know and hold dear, rather than leading violent criminal networks. Male and female victims of trafficking in persons and smuggled migrants might have different first aid needs when rescued. Their situation might elicit different responses by first responders, criminal justice practitioners, or other counterparts based on their gender. Tailored gender analysis helps to identify these dynamics, which can inform programme and evaluation design, implementation, and processes.

## PRACTICING ROLE-PLAY



PHOTO: HTMSS UNODC

### Practicing role-play during technical assistance activity in Algeria, July 2018

*Participants experience how different aspects of gender can influence progress regarding certain opportunities in society (e.g., access to regular meals, experience of discrimination, decision-making power) depending on their role (e.g. male lawyer, homeless boy, single mother, victim of sexual exploitation), participants can take a step forward when they can affirm a statement. This exercise reveals gender issues as well as intersectionalities.*



**Full evaluation report can be accessed at:**

[http://www.unodc.org/documents/evaluation/indepth-evaluations/2017/GLOT59\\_and\\_GLOT92\\_Human\\_Trafficking\\_and\\_Migrant\\_Smuggling\\_Mid-term\\_In-Depth\\_Evaluation\\_Report\\_Sept2017.pdf](http://www.unodc.org/documents/evaluation/indepth-evaluations/2017/GLOT59_and_GLOT92_Human_Trafficking_and_Migrant_Smuggling_Mid-term_In-Depth_Evaluation_Report_Sept2017.pdf)



**Evaluation Brief (2-pager) can be accessed at:**

[http://www.unodc.org/documents/evaluation/Briefs/2017/Evaluation\\_Brief\\_GLOT92\\_GLOT59\\_October\\_2017.pdf](http://www.unodc.org/documents/evaluation/Briefs/2017/Evaluation_Brief_GLOT92_GLOT59_October_2017.pdf)



**The biennial UNODC Global Report on Trafficking in Persons 2016 can be accessed at:**

[https://www.unodc.org/documents/data-and-analysis/lotip/2016\\_Global\\_Report\\_on\\_Trafficking\\_in\\_Persons.pdf](https://www.unodc.org/documents/data-and-analysis/lotip/2016_Global_Report_on_Trafficking_in_Persons.pdf)



Following the evaluation process, most notably the assessment of findings and discussion of recommendations, the UNODC Human Trafficking and Migrant Smuggling Section (HTMSS) introduced several measures to strengthen its gender mainstreaming efforts and programme implementation in a gender-sensitive way. These measures include: (1) providing training on gender mainstreaming to team members; (2) working with gender experts in the field; (3) including gender in a systematic way within projects, programmes, and activities; (4) developing new methodologies in capacity development; and (5) making gender and SDG 5 visible and a priority throughout the work of HTMSS. However, HTMSS also emphasizes that a gender-sensitive approach must go hand-in-hand with a human rights-based,

age-sensitive, and victim-centred approach. In order to successfully address trafficking in persons and the smuggling of migrants, individual needs must be considered, and it must be acknowledged that particular intersectionalities can create further vulnerabilities or discrimination.

As an additional measurement taken by HTMSS, gender-sensitive indicators have been developed. These indicators capture overall gender mainstreaming efforts, as well as intervention impacts, regarding gender equality and the empowerment of women as part of programme implementation.

These gender-sensitive indicators assist in evaluating progress and identifying lessons learned from initiatives, bringing evaluation and programming full cycle again.



PHOTO: World Bank / Scott Wallace  
Local vendor, Yemen.





# UN For All

## Dignity and inclusion in the UN workplace

[www.uncares.org/unforall](http://www.uncares.org/unforall)

UN for All is a training initiative on dignity and inclusion in the UN system workplace. Launched in 2015, more than 9,000 members of UN personnel have been reached in about 80 countries, with content related to universal human rights, unconscious bias, and inclusive language. The workshops focus in particular on the rights of: persons with a disability, the LGBTI community, people experiencing a mental health issue, and those who use substances. Given the diversity of the settings and audience, the feedback has been overwhelmingly positive. In the words of one participant, *“Thank you for opening my eyes, ears, and heart on these issues. I am a changed person.”*

For more information, please write to [info@uncares.org](mailto:info@uncares.org)

A HOLISTIC AND SYSTEMATIC APPROACH TO GENDER AND EQUITY

# EVALUATING WATER, SANITATION AND HYGIENE



PHOTO: UNICEF/ Ashley Gilbertson

*Children drink from a tap during recess at a UNICEF supported primary school inside Bukasi Internally Displaced People's camp, Nigeria.*



## THE NEED FOR GREATER EMPHASIS ON EQUITY, SCALING UP, AND SUSTAINABILITY IN EVALUATIONS OF WASH/SDG 6

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**Evaluations are needed now more than ever to guide policy makers and field practitioners in their efforts to progress towards the Sustainable Development Goals (SDGs). Statistics and monitoring data tell us how much countries have advanced towards the SDGs, but they do not tell us why, what impedes progress, or how we can further improve. Evaluations provide answers to these types of questions.**

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To answer such questions for WASH (water, sanitation, and hygiene sector), evaluations need to focus on three issues central to achieving the SDGs and that are critical challenges in WASH policies and programming: equity, scaling up, and sustainability. SDG 6 emphasizes universal access to safe and sustainable services, which means taking interventions to scale and ‘leave no one behind’. Typical evaluation criteria, questions, and methods do not sufficiently reflect and address these issues, making it difficult to measure progress in these areas, identify bottlenecks, and formulate recommendations useful for policy and programming. In fact, the EvalGender+ initiative launched by EvalPartners in 2015 called for a gender and equity lens to be incorporated into all evaluations.

In recent global WASH evaluations and evaluation syntheses conducted by the UNICEF (United Nations Children’s Fund) Evaluation Office, we unpacked the concept of sustainability in WASH and included equity and scalability as stand-alone evaluation criteria. This article presents the definition and analytical framework used for the equity analysis in the *Global Evaluation of UNICEF’s Drinking Water Supply Programming in Rural Areas and Small Towns 2006-2016*, as well as some selected findings (report forthcoming).



## A DEFINITION AND ANALYTICAL FRAMEWORK FOR WASH EQUITY ANALYSIS

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**The key evaluation question related to equity was the following: “To what extent have UNICEF’s programmes included equity considerations and contributed to the reduction of inequities in drinking water supply?”**

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Equity was defined as a situation where the resources, goods, services, and opportunities produced by UNICEF-supported programmes benefit the deprived, vulnerable, or marginalized groups based on their needs and priorities, with the intention of reducing existing inequalities between them and more favoured groups. This involves analysing the equity measures taken by the organization at each stage of the programme cycle, as well as their result.


The disadvantaged groups considered in the evaluation included: underserved regions and populations; women and girls (gender was considered part of the broader equity agenda); poor, remote, and hard-to-reach populations; elderly people; people


living with disabilities; socially marginalized groups (e.g., ethnic and religious minorities and people living with HIV); and pastoralists and populations facing risks related to climate change.

The equity analysis examined UNICEF’s engagement and results for these various groups at the three levels of the organization (global/HQ, regional office, and country office) and at both the upstream (policy) and downstream (field) levels (see table). The analysis was based on a comprehensive review of corporate data and programme documents, including evaluations, an online survey, key informant interviews, and eight country case studies of Bolivia, Cambodia, Chad, Ethiopia, Guinea, Nepal, Rwanda and Zimbabwe.

## Framework for analyzing equity in the *Global Evaluation of UNICEF's Drinking Water Supply Programming in Rural Areas and Small Towns 2006-2016*

	Engagement and advocacy for equity at global and country levels	Geographic targeting at global level and within countries	Equity lens at each stage of the programme cycle 	Results in terms of reducing inequities
 <b>UNDERSERVED REGIONS AND POPULATIONS</b>				
 <b>WOMEN AND GIRLS</b>				
 <b>THE POOR</b>				
 <b>REMOTE AND HARD-TO-REACH POPULATIONS</b>				
 <b>ELDERLY PEOPLE</b>				
 <b>PEOPLE LIVING WITH DISABILITIES</b>				
 <b>SOCIALLY MARGINALIZED GROUPS</b> 				
 <b>PASTORALISTS</b>				
 <b>POPULATIONS FACING RISKS RELATED TO CLIMATE CHANGE</b>				

 Socially marginalized groups, e.g., ethnic and religious minorities and people living with HIV

 Stages of the Programme Cycle: Situation analysis - Program design - Implementation (at downstream and upstream level) - M&E



## FINDINGS

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### **Selected findings from the equity analysis in the UNICEF Global Evaluation of UNICEF's Drinking Water Supply Programming 2006-2016**

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1. Across all reviewed country RRural Water Supply (RWS) programmes, women and girls have been consistently cited as the primary target group. UNICEF systematically insisted on the participation of women as members of water-management committees.
2. There is limited evidence that such involvement in water committees has led to transformative changes in women's influence in decisions related to water management and women's empowerment. Moreover, claims in reports and advocacy messages that improving access to water in the community reduces girls' absenteeism at school – because they are less likely to miss classes to fetch water – are substantiated by qualitative and anecdotal evidence rather than by rigorous quantitative evidence.
3. From an initial primary focus on women and girls, UNICEF's approach progressively involved a greater emphasis on other vulnerable groups, corresponding to the the rise of “equity” to the top of UNICEF's corporate agenda, as a concept broader than but encompassing gender.
4. This intended shift from gender to equity was better reflected in corporate strategies and communication and advocacy messages than it was in RWS country programmes and monitoring systems. Equity is still often conflated with gender, underserved populations, or (to a lesser extent) the poor. UNICEF made more efforts to investigate the condition, challenges, and interests of these population groups – compared with other disadvantaged groups, such as ethnic, religious, and social minorities; people living with disabilities or HIV; and elderly people – and to reflect them in its policy advocacy and field programming.

**5.** Despite this lack of holistic and systematic approach/measures to equity in RWS programming and monitoring and evaluation systems (M&E), UNICEF's equity results in RWS, overall, were found to be positive in terms of contributing to the reduction of inequities. This was due to:

**a.** *A geographic focus on low-income countries, sub-Saharan Africa, and rural settings that lag behind in water coverage. UNICEF's focus on these regions and settings is proportionately greater than that of total sector official development assistance (ODA).*

**b.** *Women and girls, the poor, and people living with disabilities particularly benefit from interventions that aim to improve access to drinking water, in terms of convenience, well-being, time saving, and personal safety. This is because they suffer the most from lack of access to drinking water.*

**c.** *Rural communities tend to apply internal solidarity mechanisms on their own initiative, such as fetching water for the elderly and disabled and exempting the poorest from paying the water tariff.*

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**In conclusion, UNICEF to some extent achieved its strategic objectives of increasing equitable access to water supplies and reducing disparities between regions and countries, and among population groups within countries, including for females and other vulnerable people. The organization, however, still has room to maximize its added value in this regard.**

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# GENDER RESPONSIVENESS, HUMAN RIGHTS, AND INCLUSION

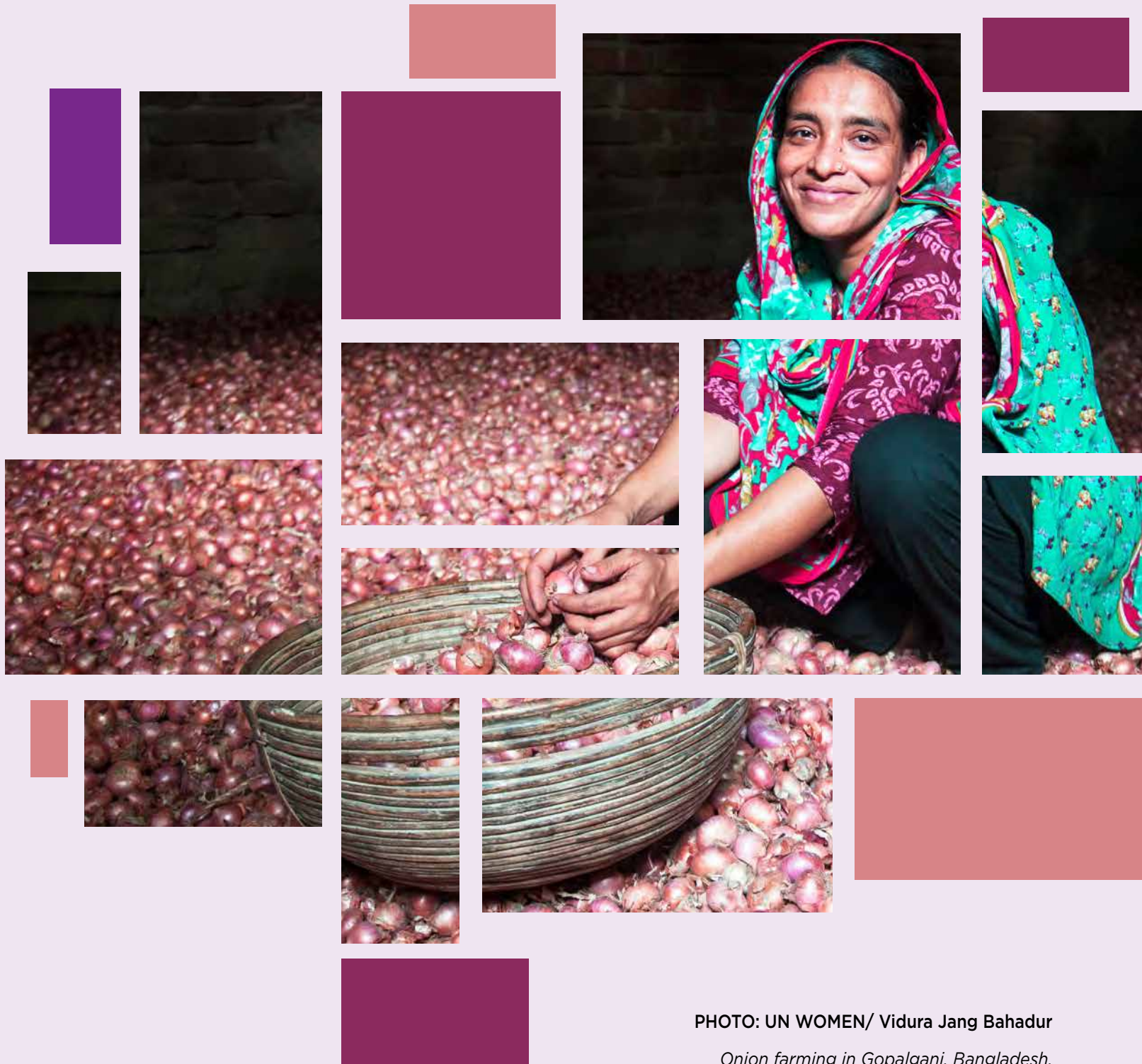


PHOTO: UN WOMEN/ Vidura Jang Bahadur  
*Onion farming in Gopalganj, Bangladesh.*



UNFPA  
Natalie Raaber  
Evaluation Analyst  
Independent Evaluation Office



UNFPA  
Karen Cadondon  
Evaluation Analyst  
Independent Evaluation Office



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**At the United Nations Population Fund (UNFPA), the principles of ‘leaving no one behind’ and ‘reaching the furthest behind’ are at the heart of the organization and its work, including evaluation. Guided by international human rights commitments and United Nations Evaluation Group (UNEG) normative frameworks, the evaluation function places a strong emphasis on integrating gender equality and human rights and has taken concrete steps toward this end, including through deepened engagement with vulnerable and marginalized groups.**

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This article provides annotated examples of how UNFPA has implemented gender responsiveness, human rights, and inclusion into evaluations undertaken by the Independent Evaluation Office, and ways the needle can be moved further in this direction in the short-term. Also described are broader reflections on more fundamental shifts that may need to take place – at UNFPA and perhaps at the United Nations (UN) generally – to comprehensively implement gender responsiveness in evaluation.

*The views in this article are of the authors alone and do not necessarily reflect those of the Independent Evaluation Office or UNFPA.*



## SELECTED EVALUATION HIGHLIGHTS

Listed below are examples of how a gender and human rights responsive methodology has been integrated into corporate/centralized evaluations at UNFPA, with a focus on the inclusion of marginalized and vulnerable voices:

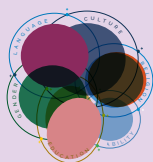
### Drew expertise from targeted groups in the evaluation team



#### Evaluation of UNFPA Support to Adolescents and Youth (2008-2015):

Systematically included both female and male youth consultants as core team members in each of the five country case studies.

### Expanded intersectionality in stakeholder mapping



#### Evaluation of UNFPA Support to the Prevention, Response to, and Elimination of GBV and Harmful Practices (2012-2017):

Systems-based approach to stakeholder mapping was used to further disaggregate groups by age, disability status, ethnic origin, sexual orientation, social class, and income (where possible), in addition to sex.

### Formed multi-stakeholder reference groups, including local NGOs and community groups



#### Evaluation of UNFPA Support to Adolescents and Youth (2008-2015):

National reference groups (in countries selected as case studies) were comprised of national non-governmental organizations and civil society organizations, including those representing rights holders (or final beneficiaries).

### Engaged and considered final beneficiaries (or rights holders) as critical sources of evidence and insight



#### Evaluation of UNFPA Support to Adolescents and Youth (2008-2015):

Facebook e-roundtables and service points were used to engage and obtain evidence from both male and female adolescents. To complete the feedback loop, results of evaluation were disseminated back to youth via e-roundtables.

### Applied intersectional lens to data analysis to examine how intersecting identities shape access to resources and rights



#### Evaluation of UNFPA support to population and housing census data to inform decision-making and policy formulation (2005-2014):

Assessed how gender, ethnicity, and location are understood and intersect differently across contexts for improved census support.

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**Building on these examples, UNFPA seeks to move toward fully implementing the principles behind gender-responsive evaluation. As a first step, existing good practice, such as those shared, should be applied across all evaluations and within each evaluative phase. Reflecting on UNFPA’s work, the resources available, and the context in which UNFPA currently operates, we have identified a few additional entry points to move the needle even further:**

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## 1

### **Explicitly detail the evaluation’s limitations vis-à-vis gender responsiveness**

Doing so further contextualizes findings, conclusions, and recommendations within a methodological, normative, and epistemological landscape. It also alerts both evaluation team and end-user to the potential dimensions of gendered power to which the evaluation might have been inattentive.

Participatory methods better capture the values and experiences of rights holders, including those directly impacted by rights violations. By generating greater insight into the underlying structural factors that perpetuate discrimination, bias, and inequality, participatory approaches enable a more comprehensive analysis of the pathways (or theories) of change underpinning programming.

## 2

### **Situate the evaluator in the evaluation process**

An evaluator’s subjectivities (background, experiences, values, and beliefs) can shape how an evaluation is framed and impact the results of an evaluation. Acknowledging and unpacking this in the limitations section of a report, for example, offers a more robust account of potential bias and can further mitigate its impact.

## 4

### **Explore alternative analytical frameworks that allow a more nuanced assessment of gendered changes and results**

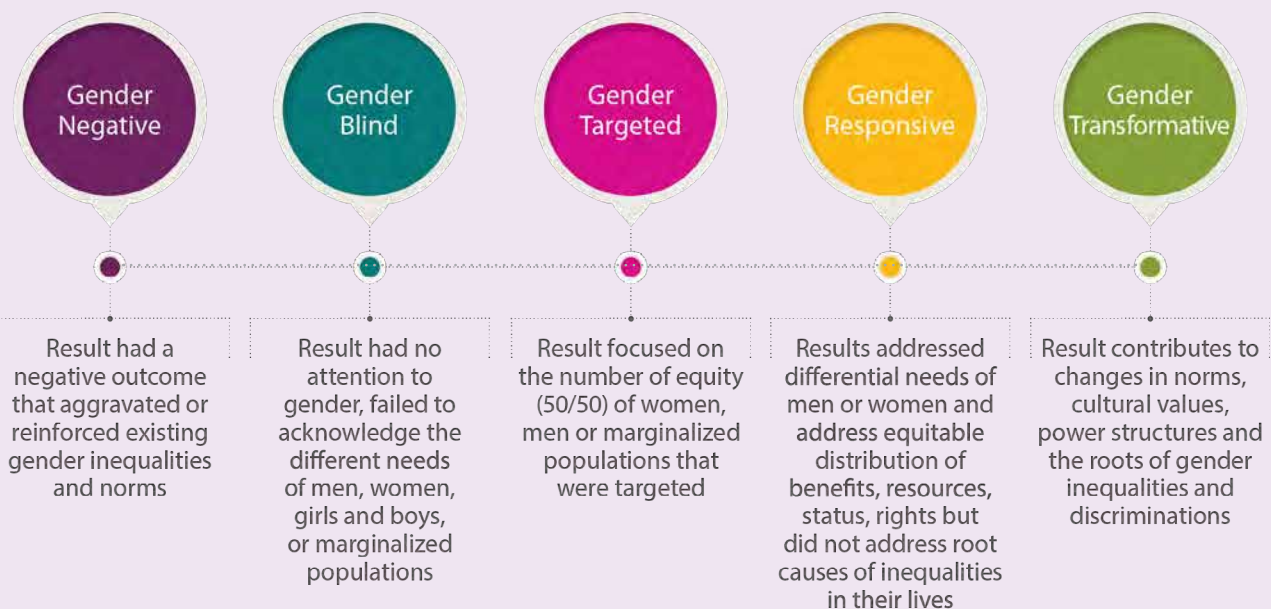
As examples, UNDP’s Gender Results Effectiveness Scale (GRES) categorizes the types of gendered change (from negative to transformative) in results, while the [Gender@Work Framework](#) provides a framework to conceptualize the societal spheres (systemic, individual, formal, and informal) in which change must occur to advance gender equality. Other useful frameworks may be found on [Association for Women’s Rights in Development Wiki on Monitoring and Evaluation](#).

## 3

### **Experiment with participatory data collection methods, such as Most Significant Change (MSC)**



## Gender Results Effectiveness Scale (GRES)



Source: Evaluation Summary of UNDP's Contribution to Gender Equality and Women's Empowerment, Independent Evaluation Office, UNDP, 2015

**As a systematic inquiry into the Development Assistance Committee criteria of relevance, effectiveness, efficiency, and sustainability of development/humanitarian support, evaluation ultimately should contribute to the achievement of development results, such as the fulfillment of capabilities and human rights. Grounded in the ethos that individuals and communities are agents of change, as well as political and development actors in their own right, a radical rethink in evaluation practice at UNFPA (and perhaps, broadly, across the UN) may be required in order to fully ensure that evaluation is gender and human rights responsive.**

**How?** We posit four interconnected areas for consideration that must be addressed for a more meaningful (and comprehensive) gender-responsive approach to be implemented. These are impacted by (and in turn impact) an overarching requirement: independence from undue political pressure, where evaluative findings are used to undermine the rights of certain vulnerable groups or dilute the mandate of UNFPA.

# Gender and Human Rights Responsive Approaches: FOUR CRITICAL INTERCONNECTED AREAS



## TIME & RESOURCES

**Using participatory approaches, which take time, expertise, and increased (or redistributed) budgets.**

Is the organization willing and able to redistribute existing resources to privilege participatory and symbiotic (rather than asymmetric and extractive) evaluation approaches, prioritizing the engagement of rights holders?

## INSTITUTIONAL

**Obtaining buy-in/commitment at highest level. Managing multiple accountabilities.**

Is there political buy-in, particularly with leadership, on the value of gender and human rights responsive evaluation and is this reflected in budgets and expertise?

Can accountabilities to donors, member states, boards, communities, rights holders, and final beneficiaries co-exist meaningfully when they require divergent approaches?



## ANALYTICAL

**Understanding gender and human rights as analytical categories to unpack power dynamics.**

**Ensuring a human rights-based approach to evaluation.**

To what extent is “gender” understood as an analytical category? How is it used within an evaluation to examine shifts in power and resources and to capture the various ways diverse groups, differently situated vis-à-vis the realization of human rights, are impacted by an intervention?



## EPISTEMOLOGICAL

**Valuing knowledge from diverse sources that may be shared in different formats.**

**Understanding and valuing difference.**

To what extent is evaluation (implicitly) privileging particular ways of knowing and communicating, or specific social imaginaries and conceptual terrains? As a result, whose voices/experiences/values are seen as legitimate, and whose are not? Responsive evaluations require valuing a plurality of epistemologies.



## PART III

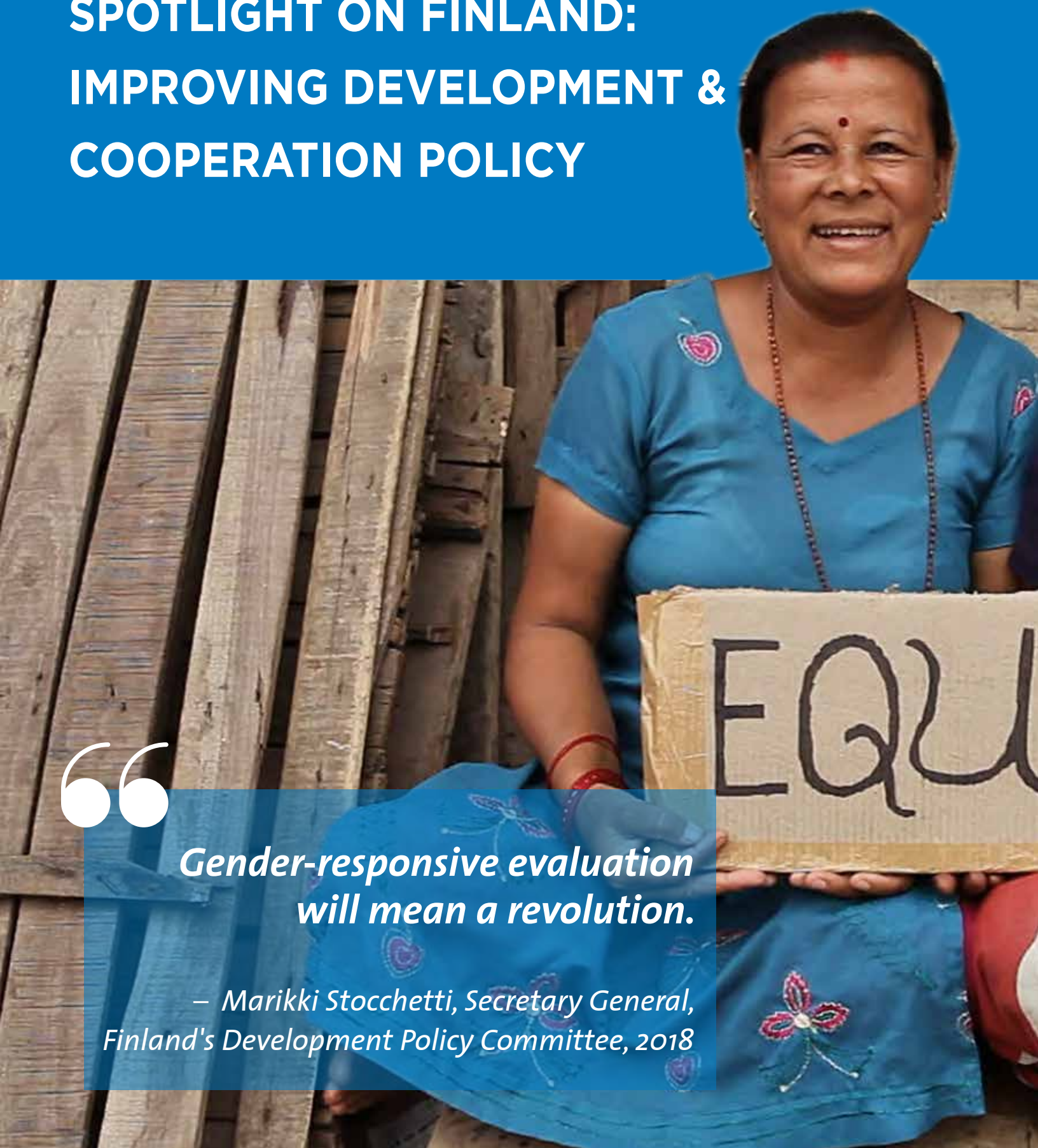
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# SPOTLIGHT ON FINLAND: IMPROVING DEVELOPMENT & COOPERATION POLICY



*Gender-responsive evaluation  
will mean a revolution.*

*– Marikki Stocchetti, Secretary General,  
Finland's Development Policy Committee, 2018*







**PHOTO: Stephan Bachenheimer/World Bank**

*Women in Nepal. What does equal mean to you?*



FINLAND'S FOCUS ON THE POSITIVE

# EVALUATING TO REVEAL WHAT WORKS TO PROMOTE GENDER EQUALITY



PHOTO: UN Photo/Stuart Price

*Women sell tea in the town of Buur-Hakba, Somalia.*





MINISTRY FOR FOREIGN AFFAIRS OF FINLAND  
Sanna Pulkkinen  
Senior Evaluation Officer  
Development Evaluation Unit



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**The Government of Finland has had a longstanding commitment to promoting gender equality and the rights and status of women and girls. Finland integrated these issues into its development policy programs in 2004, making them priority policy areas in 2016. In 2012, Finland adopted a human rights-based approach to these issues. To develop knowledge and lessons learned from the results of its development policy, the Ministry for Foreign Affairs of Finland (MFA) decided to evaluate its portfolio of interventions meant to advance gender equality and women's and girls' rights.**

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In preparation for the actual policy evaluation, an evaluability assessment was conducted. The assessment pointed out that the commitment to support gender equality and women's and girls' rights has been clearly defined at the political level. However, there has been a gap between these well-defined policies and the effective implementation, monitoring, and evaluation of programmes and projects to advance the policies at the programme delivery level.

In particular, the assessment revealed that the lack of predefined gender-specific goals limited the ability to develop evidence of results to improve gender equality and women's and girls' rights. Recognizing this presented a challenge that would be critical to a conventional evaluation, the MFA commissioned an innovative independent evaluation designed to increase understanding of what works and what does not work and how to bridge the gap between policy and practice.

## FOCUS ON LEARNING

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**Evaluations usually critique interventions and raise examples of what has not worked. However, [Evaluation on Improvement of Women’s and Girls’ Rights in Finland’s Development Policy and Cooperation](#) took a different approach.**

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In addition to shortcomings, the main evaluation question explicitly considered both merits and value: **“What are the merits, value, and shortcomings of current practices, programmes, and policies supported by Finland that seek to improve the rights of women and girls?”** With this unusual approach, the evaluation looked at programmes and projects intended to promote women’s and girls’ rights through multilateral, multi-bilateral, bilateral, and civil society cooperation between 2012 and 2017. The overarching purpose of the evaluation was to learn from good practices rather than to derive generalizable conclusions of effectiveness and impact.

The evaluation undertook field missions to Nepal, Kenya, and Somalia to assess a total of seven multi-bilateral, three bilateral, and 11 civil society organization (CSO) programmes and projects. A mission was also carried out at the United Nations (UN) Headquarters in New York to investigate Finland’s work

at the global policy level related to UN Women and the United Nations Population Fund (UNFPA).

Using principles of Utilization-Focused Evaluation (UFE) and an adapted Outcome Harvesting (OH) approach, the evaluation searched for behavioral changes relevant to promoting gender equality and women’s and girls’ rights that could be traced back to the contribution of Finland. An example of the type of “behavioral change” considered in the study was evident in the bilateral water sector programme in Nepal, which targeted communities without prior water service. Women in two project villages reported in interviews that the new water supply systems saved each of them 1-3 hours per day so time that had been used to fetch water now could be used for other activities, such as schooling, cleaning and washing, gardening, farming, and participating in meetings.

MFA ( Finland, Embassies, Permanent Missions): **47**  
 UN agency representatives at other locations: **43**  
 UN agency representatives at Headquarters: **22**  
 Government representatives national: **22**  
 Like-minded countries and donors: **7**  
 Government representatives local: **5**  
 CSO representatives: **55**  
 Project staff : **23**  
 Consultants: **3**  
 Academia: **3**  
 Media : **1**

#### INTERVIEWS CONDUCTED



**231** Informants  
 153 Female  
 78 Male

#### FIELD MISSIONS



Kenya  
 Nepal  
 Somalia  
 UN HQ- NY

**21** 

Programmes/Projects in the focus of this study

**3** | **7** | **11**  
 Bilateral | Multi-bilateral | CSO/NGO

Number of beneficiaries interviewed  
**118** Beneficiaries  
 71% Female  
 29% Male

### DATA COLLECTION, COUNTRIES & CASE STUDIES

#### OUTCOMES

- > 150 outcome leads
- 60 developed further
- 25 SMART outcomes

#### INFORMANTS PER COUNTRY

**30** | **68** | **56**  
 Finland | Nepal | Kenya  
**45** | **32**  
 Somalia | UN/Other



**15**  
 Case Studies

## OUTCOME HARVESTING

The Outcome Harvesting (OH) approach, developed by Ricardo Wilson-Grau and colleagues, collects (“harvests”) evidence of what has changed (“outcomes”) and, then, working backwards, determines whether and how an intervention has contributed to these changes. OH is especially useful in complex situations when it is not possible to define concretely most of what an intervention aims to achieve or even what specific actions will be taken over a multi-year period.

From: [https://www.betterevaluation.org/en/plan/approach/outcome\\_harvesting#OH\\_what\\_is\\_OutcomeHarvesting](https://www.betterevaluation.org/en/plan/approach/outcome_harvesting#OH_what_is_OutcomeHarvesting)

#### MAIN MODALITIES

**2** | **3** | **6** | **4**  
 Bilateral | Multi-lateral | Multi-bilateral | CSO/NGO

#### TYPE OF INTERVIEWS

**207** In-Person  
**24** Skype





The evaluation results were synthesized by country-context and according to the following **four themes**:



The development and/or implementation of National Action Plans on UN Security Council Resolution 1325



Women's economic and political empowerment



Strengthening of sexual and reproductive health services



Enhancing policy and programming against gender-based violence (GBV) and female genital mutilation (FGM)

These synthesized results then were developed into **15 case studies**.









































## UN SECURITY COUNCIL RESOLUTION 1325

The Security Council adopted resolution (S/RES/1325) on women and peace and security on 31 October 2000. The resolution reaffirms the important role of women in the prevention and resolution of conflicts, peace negotiations, peace-building, peacekeeping, humanitarian response, and post-conflict reconstruction. In addition, it stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security. Resolution

1325 urges all actors to increase the participation of women and incorporate gender perspectives in all UN peace and security efforts. It also calls on all parties in conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, in situations of armed conflict. The resolution provides a number of important operational mandates, with implications for Member States and the entities of the UN system.

## OVERVIEW OF CASE STUDIES

<p><b>1</b> </p> <p>Strengthening the <b>global normative framework</b> for gender</p> 	<p><b>2</b> </p> <p>Promoting gender through support to greater <b>coordination</b> and overall <b>UN reform</b></p> 	<p><b>3</b> </p> <p>Strengthening GE through improved <b>capacity of UNFPA</b> and <b>UN Women</b></p> 	<p><b>4</b> </p> <p>Results emerging from the <b>implementation of UNSCR 1325</b></p> 
<p><b>5</b> </p> <p><b>Enhanced</b> women's political and economic <b>empowerment</b></p> 	<p><b>6</b> </p> <p>Adoption and implementation of the Kenya <b>National Action Plan on UNSCR 1325</b></p> 	<p><b>7</b> </p> <p>Women's increased participation in <b>political decision-making</b></p> 	<p><b>8</b> </p> <p>Multi-stakeholder collaboration to increase <b>midwifery services</b></p> 
<p><b>9</b> </p> <p>Strengthening institutional <b>sexual and reproductive health services</b> in Somaliland</p> 	<p><b>10</b> </p> <p>Gender and W/Gs' rights in the bi-lateral <b>water sector programmes</b></p> 	<p><b>11</b> </p> <p>Promotion of <b>good governance</b> to strengthen integrity and accountability</p> 	<p><b>12</b> </p> <p>Promotion of <b>sexual and reproductive health</b> through NGO cooperation</p> 
<p><b>13</b> </p> <p>Promotion of W/Gs' rights through <b>Finland's Fund for Local Cooperation (FLC)</b></p> 	<p><b>14</b> </p> <p>Enhanced <b>access to justice</b> for GBV victims through Finland's FLC</p> 	<p><b>15</b> </p> <p>Enhancing <b>anti-GBV/FGM policy</b> processes and action in Somaliland through CSOs</p> 	<ul style="list-style-type: none"> <li> United Nations</li> <li> Multi-bilateral</li> <li> Bilateral</li> <li> CSO/NGO</li> </ul>

 Nepal	 Kenya	 Somalia	 Global
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## WHAT DID WE LEARN?

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**Based on evidence from these case studies, the evaluation found that behavioral changes that supported gender equality and women’s and girls’ rights were observed in a variety of actors on the global, national, and sub-national levels.**

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The evaluation also showed that Finland (or its partners) contributed across all aid modalities (multilateral, multi-bilateral, bilateral, and cooperation through CSOs) to good practices.

Good practices included:

1. Taking into account intersectionality, that is, how class, race, caste, age, or religion intersect with gender;
2. Enhancing effectiveness using a two-pronged approach, for example, by empowering women through training, while also creating an enabling environment through policy-level interventions;
3. Building on women’s practical needs, such as access to improved sexual and reproductive health services, to address women’s wider strategic interests, such as education on the risks of female genital mutilation and the benefits of family planning; and
4. Combining various thematic approaches in a holistic manner to effectively empower women, such as joining technical skills with leadership development.










### UTILIZATION-FOCUSED EVALUATION

The Utilization-Focused Evaluation (UFE) approach, developed by Michael Quinn Patton, is grounded in the assumption that an evaluation should be judged on its usefulness to its intended users. Evaluations, therefore, should be planned and conducted in ways that enhance the likely utilization of both the findings and the process itself to inform decisions and improve performance.

From: [https://www.betterevaluation.org/en/plan/approach/utilization\\_focused\\_evaluation](https://www.betterevaluation.org/en/plan/approach/utilization_focused_evaluation)



## EXAMPLES OF THE NATURE AND TYPE OF BEHAVIOURAL CHANGES OBSERVED IN THE CASE STUDIES

	 AWARENESS, ATTITUDE	 WILLINGNESS, CAPACITY	 PRACTICE
 <b>PARTNERS</b> Multilateral/ multi-bilaterals, CSOs, other implementers, such as project staff	<ul style="list-style-type: none"> <li>•None observed in this study</li> </ul>	<ul style="list-style-type: none"> <li>•Build coalitions to increase expertise and resources for joint agenda setting on gender and/or implementation of gender programming</li> </ul>	<ul style="list-style-type: none"> <li>•Change strategies to integrate gender themes (more strongly)</li> <li>•Change monitoring and reporting practices</li> </ul>
 <b>GOVERNMENTS</b> National and local politicians, officials, authorities incl. police	<ul style="list-style-type: none"> <li>•Increase sensitivity (attitude and behaviour) toward improving W/Gs' rights</li> <li>•Engage and request for political and/or technical support on gender</li> </ul>	<ul style="list-style-type: none"> <li>•Build coalitions for agenda setting, implementation and/or monitoring</li> <li>•Increase willingness and capacity</li> <li>•Take responsibility and ownership of processes</li> </ul>	<ul style="list-style-type: none"> <li>•Negotiate, draft, launch or pass plans, guidelines, policies, resolutions, bills, standards relating to gender</li> <li>•Promote females taking up (leadership) positions</li> </ul>
 <b>TARGET AUDIENCES</b> Local institutions, opinion makers, communities, individuals	<ul style="list-style-type: none"> <li>•Local professionals change their awareness or attitude toward gender themes</li> <li>•Men and women in communities approve of women's new roles and responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>•Local institutions increase institutional capacity to deliver enhanced services</li> <li>•Local professionals increase individual capacity, i.e. technical knowledge and skills</li> </ul>	<ul style="list-style-type: none"> <li>• High quality, inclusive health care services</li> <li>•Opinion makers advocate for abolishing FGM</li> <li>•Youth and adolescents engage in advocacy</li> <li>•People take agency to report on GBV incidents</li> </ul>
 <b>BENEFICIARIES</b> Women, girls	<ul style="list-style-type: none"> <li>•Women are more confident e.g., to apply for positions or take on community roles</li> </ul>	<ul style="list-style-type: none"> <li>•Women and girls increase capacity to claim their rights</li> <li>•Women gain skills that are traditionally considered male professions</li> </ul>	<ul style="list-style-type: none"> <li>•Women actively claim their rights</li> <li>•Women increase their livelihoods</li> <li>•Women take on (leadership) positions</li> </ul>



## The findings of this evaluation will aid in closing the gap between policy and practice.

Finland (or its partners) used a variety of policy dialogue strategies to contribute to gender results on the global, national, and local levels. The evaluation pointed out that the causal pathways – from inputs, activities, and outputs to outcomes and possibly impacts – are multidimensional. Usually, a variety of behavioral changes in various actors were required. Without any single one of these changes, the desired results would not have been achieved.

The evaluation showed that by moving gender equality into a human rights-based framework, Finland signaled the importance of women's and

girls' rights. The evaluation also showed, however, that gender equality is complex in nature and cannot be achieved solely by a human rights-based approach. While this method strengthened policy level commitments, it did little to help staff deal practically with deep-seated cultural norms and unequal gender-power relations, which hampered effective implementation and programming. Some of the most successful results for gender will involve changing patriarchal values deeply held by women and men alike. The findings of this evaluation will aid in closing the gap between policy and practice.



### LINKS FOR FURTHER READING

Evaluation on Improvement of Women's and Girls' Rights in Finland's Development Policy and Cooperation: <http://ow.ly/O1VI3omjFYh>

Evaluability study: <http://ow.ly/O1VI3omjFYh>

Evaluation in the MFA: <https://um.fi/evaluation-of-development-cooperation>

WHAT DO I NEED TO KNOW TO MANAGE OR CONDUCT AN EVALUATION AT UN WOMEN?

HOW CAN EVALUATION BE A DRIVER FOR CHANGE TOWARDS GENDER EQUALITY AND WOMEN'S EMPOWERMENT?

HOW IS GENDER-RESPONSIVE EVALUATION DIFFERENT FROM OTHER EVALUATION?

# HOW TO MANAGE GENDER-RESPONSIVE EVALUATION

EVALUATION HANDBOOK



The Handbook is available at:  
<http://genderevaluation.unwomen.org>





# FINLAND'S IMPLEMENTATION AND EVALUATION OF THE 2030 AGENDA

**‘Leaving no one behind’ is a key principle of the 2030 Agenda and Finland’s national 2030 Agenda work. While women and girls are not seen as uniquely at risk of being left behind in Finnish society, it is vital to work from a gender perspective to avoid unintended negative consequences for women and girls.**

Evaluation of national sustainable development policy is rare in developed countries. Unlike their developing counterparts, developed countries have not had national development programmes to form a basis for evaluation. Moreover, for many sustainability issues there has not been clear criteria (indices or indicators) against which national progress could be measured. The 2030 Agenda, with common goals for all countries, has changed this. Developed countries are now preparing national implementation plans for the 2030 Agenda, and these plans could serve as the basis for national 2030 Agenda evaluations.

The Finnish Government began work on the 2030 Agenda soon after its adoption in 2015. National coordination of 2030 Agenda implementation was assigned to the Prime Minister’s Office (PMO), and a national implementation plan was submitted to parliament in 2017. As part of the plan the government decided that an

independent evaluation on national sustainable development policy would be carried out once in every four-year parliamentary election cycle. The results of the first evaluation will be available in February 2019 and published on the PMO and the National Commission on Sustainable Development websites.

These quadrennial national sustainable development policy evaluations will guide the government as it updates the national 2030 Agenda implementation plan. The evaluations also will serve as key inputs as Finland prepares its next report on national implementation to the United Nations High-Level Political Forum on Sustainable Development in 2020.

An equitable society is one of Finland’s strengths, and equality is essential to social sustainability. Therefore, “non-discrimination and equality” is a focus of the national implementa-





**Sami Pirkkala**  
Counsellor, Prime Minister's Office, Finland  
Senior Advisor, Finland's National  
Commission on Sustainable Development

tion plan. The government prioritized three gender issues: closing the gender gap, reconciling work and family life, and reducing violence against women and domestic violence. The evaluations are expected to give the government concrete feedback on its performance in these areas.

The quadrennial evaluations also will look at Finland's external policies, namely how Finland contributes to 2030 Agenda implementation elsewhere. Development cooperation is one of Finland's key instruments for supporting other countries in their implementation work. Strengthening the rights and status of women and girls is a development policy priority for the current government, and the Ministry for Foreign Affairs recently published an independent evaluation on improvement of women's and girls' rights in

Finland's development policy and cooperation. This evaluation report will provide the quadrennial evaluations valuable information on the gender responsiveness of Finland's external efforts for the 2030 Agenda.

'Leaving no one behind' is a key principle of the 2030 Agenda and Finland's national 2030 Agenda work. While women and girls are not seen as uniquely at risk of being left behind in Finnish society, it is vital to work from a gender perspective to avoid unintended negative consequences for women and girls. For national implementation and evaluation of the 2030 Agenda in Finland, a gender-responsive approach could reveal gender dynamics and impacts that might otherwise remain hidden.

The parliamentary election takes place in April 2019. The first quadrennial evaluation and its findings will guide the next Government of Finland in setting priorities. The evaluation also should guide the government on how to strengthen the evaluation culture around 2030 Agenda implementation and incorporate a gender-responsive lens into this process.



# GENDER AND EVALUATIONS: WHAT CAN WE LEARN?



## PHOTOS FROM THE EVENT

*From left to right: A full house at the evaluation publication and practice exchange event; interior of the House of Estates; the audience at the afternoon panel discussion; Anne-Mari Virolainen, Minister for Foreign Trade and Development, Ministry for Foreign Affairs of Finland; Flag of Finland; Jyrki Pulkkinen, Director, Development Evaluation Unit, Ministry for Foreign Affairs of Finland; members of the evaluation team; and the afternoon panel.*





**The Independent Evaluation Service of UN Women and the Development Evaluation Unit of the Ministry for Foreign Affairs of Finland have initiated a partnership to share and exchange knowledge on gender-responsive evaluation.**

As part of this partnership, UN Women and the Ministry for Foreign Affairs of Finland jointly held a one-day publication and practice exchange event on 23 August 2018 at the House of the Estates in Helsinki, Finland. There were more than 150 participants, and it was well-attended by practitioners in national government and international non-government agencies and civil society organizations.

A post-event survey was sent to participants in which they were asked about their experience of the event. The word cloud, below, represents their answers:





## MORNING SESSION - Publication of evaluation Evaluation on Improvement of Women's and Girls' Rights in Finland's Development Policy and Cooperation

In the morning, the Development Evaluation Unit of the Ministry for Foreign Affairs of Finland published the *Evaluation on Improvement of Women's and Girls' Rights in Finland's Development Policy and Cooperation*. Four members of the evaluation team presented the evaluation results and engaged in a lively discussion with the audience. The independent evaluation showed that Finland's development policy has been successful in promoting good practices to enhance the rights of women and girls but that it would benefit from a more clearly defined gender equality strategy. UN Women Independent Evaluation Service was invited to comment on the evaluation after the presentation.

- **Opening remarks**

*Anne-Mari Virolainen, Minister for Foreign Trade and Development of Finland*

*Jyrki Pulkkinen, Director, Development Evaluation Unit, Ministry for Foreign Affairs*

- **Presentation and comments**

*Evaluation team presents the "Evaluation on Improvement of Women's and Girls' Rights in Finland's Development Policy and Cooperation"*



## AFTERNOON SESSION - Panel discussion Gender Responsive Evaluation and the SDGs: challenges and opportunities

In the afternoon, the UN Women Independent Evaluation Service held a discussion panel comprised of five experts and one moderator. The discussion centered on gender responsive evaluation and the Sustainable Development Goals, challenges, and opportunities.

- **Panel Discussion**

*Panelists from the Ministry of Foreign Affairs of Finland, the Development Policy Committee, the National Commission on Sustainable Development, Finland National Committee for UN Women, and the Independent Evaluation Service of UN Women*

## TWEETS FROM PARTICIPANTS

**Elina Nikulainen** @ElinaNikulainen Following

Morning at the House of Estates, learning more about Finnish successes and failures on Gender in Development. What can be improved? What can be shared as promising practices?





11:13 PM - 22 Aug 2018

3 Retweets 10 Likes

**Kelli Henry** @Kelli4UNWomen

"Gender equality is the very foundation of our nation" -Anne-Mari Virolainen Finland's Minister of Foreign Trade and Development  
#evaluation #genderequality @unwomenEval

**Sanna Pulkkinen** @SannaPulkkinen Following

Evaluation team: All aid modalities have certain strengths, but each one cannot address all facets of gender inequality.

**Elina Vuola** @evuola Follow

The political commitment of Finland to promote and protect gender equality is strong, but there is a gap between the policy and practice #genderequality #evaluation

**Laura Torvinen** @TorvinenLaura Follow

"Without gender equality #Finland would not have been able to reach its current level of development" says @AMVirolainen at the launch of evaluation of women's & girls' rights in Finland's development cooperation

**Sanna Pulkkinen** @SannaPulkkinen Following

@Marikki\_S : Gender responsive evaluations needs revolution. @Kelli4UNWomen: Gender responsive evaluation is applicable to all evaluations and not only to evaluations connected to gender equality.

**Elina Vuola** @evuola Follow

Good practices by UN Women: gender responsive evaluations to go deeper to power analysis and hearing the voices of the most vulnerable groups #genderequality

**Eppu Mikkonen** @EppuM Follow

Henkilökohtaisesti tämä arvio tyttöjen&naisten oikeuksien edistämisestä Suomen kehityspolitiikassa tuotti valtavaa lisäarvoa luomalla tilaa uudelle ajattelulle, elämänkaaren ja moniulotteisuuden ymmärrykselle. Suurkiitos kaikille jotka tämän mahdollistivat [um.fi/ajankohtaista/](http://um.fi/ajankohtaista/)

6:28 AM - 23 Aug 2018

2 Retweets 13 Likes

**Liisa Ketolainen** @KetolainenL - Aug 22

Well defined policies are currently not showing in practice, says Minister @AMVirolainen about #genderequality and #evaluation . Development cooperation can and should promote gender equality more systematically.



2 Retweets 3 Likes



# THE VIEW FROM PROFESSIONAL EVALUATION ASSOCIATIONS



*Women's human rights are essential to democratic, equitable, and sustainable development on planet Earth.*

*– Ayesha Mei-Tje Imam*





PHOTO: CIAT/ Neil Palmer

*Trials of drought tolerant beans in Malawi*





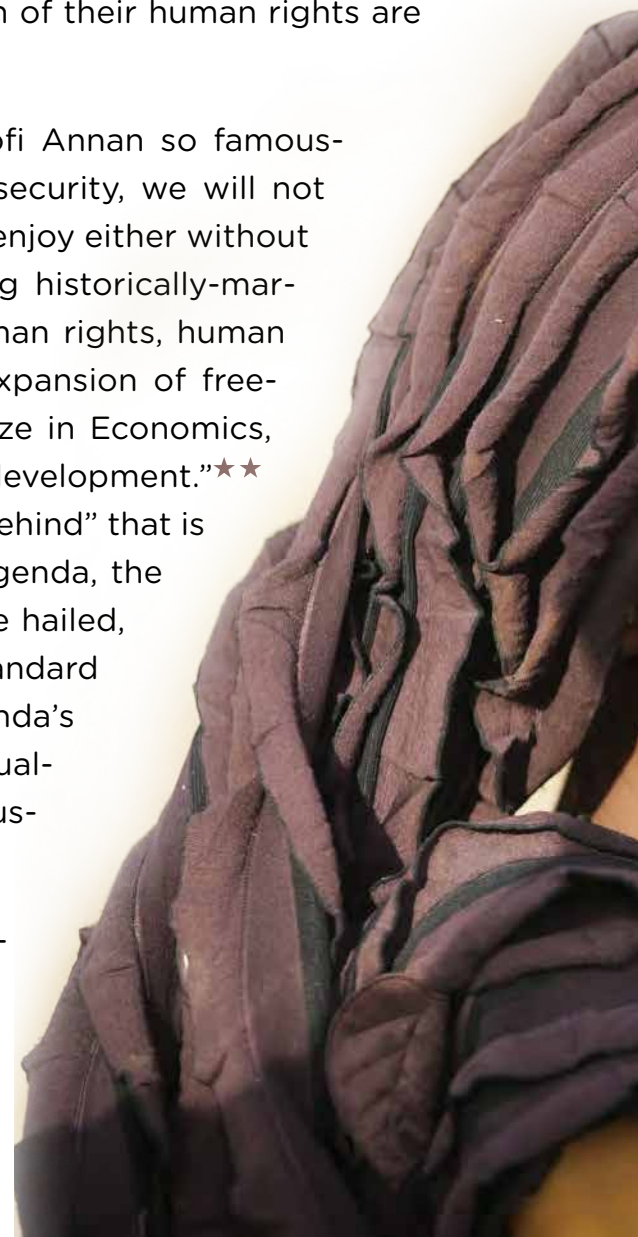
Florence Ebam Etta, Ph.D.  
 National General Secretary  
 Nigerian Association of Evaluators

## AMPLIFYING THE AGENCY OF WOMEN AND GIRLS THROUGH GENDER-RESPONSIVE EVALUATION

To my knowledge, no contemporary human society is organized and running on a system based on gender equality. Rather, societies today are characterized by widespread gender inequity. For human societies to underutilize the assets, skills, capacities, and abilities of women – half of the human population – on the basis of the natural biological characteristic of sex is not only shortsighted but unreasonable and self-sabotaging. This is because gender equality and the empowerment of all women and girls through the realization of their human rights are critical to sustainable development.

As the former United Nations Secretary-General Kofi Annan so famously put it, “We will not enjoy development without security, we will not enjoy security without development, and we will not enjoy either without respect for human rights.”★ Until everyone, including historically-marginalized women and girls, enjoys at least basic human rights, human development will remain stifled worldwide. “The expansion of freedom,” argues Amartya Sen, winner of the Nobel Prize in Economics, “is both the primary end and the principal means of development.”★★ For this reason, the moral imperative of “no one left behind” that is encapsulated in the UN General Assembly’s 2030 Agenda, the contemporary global development compact, must be hailed, valued, and tenaciously upheld as an unwavering standard of all development action. In particular, the 2030 Agenda’s Sustainable Development Goal 5: “Achieve gender equality and empower all women and girls” must be vigorously and relentlessly pursued until it is realized.

Too often, evaluation is used for “box-ticking accountability” or as a punitive means of management control.





Evaluation should be used as a versatile tool for learning and positive change. In particular, gender-responsive evaluation, which incorporates human rights and gender-equality dimensions, can be effective in tackling the insidious and intractable issue of gender inequality. At the heart of human rights-responsive and gender-responsive evaluation is the lens that influences the choices made in evaluation design and methods. Regardless of the subject being evaluated, it can reveal evidence to transform the gender equation. Through sharing examples of gender-responsive evaluations and approaches in spaces like *Transform* magazine, I hope that gender-responsive evaluations will become better understood and more widely adopted. In this way, evaluation can help uproot inequality and generate transformative change.

Since it was created in 2002 by the African Evaluation Association and UN Women, the Africa Gender and Development Evaluators Network (AGDEN) has worked to bring about this transformation through evaluation. AGDEN works to improve the quality and quantity of evaluations undertaken in Africa by ensuring that gender equality and human rights are central dimensions and by providing a “one-stop-shop” for gender-equality and human-rights evaluations. It is my fervent hope that gender-responsive and human rights-responsive evaluations become the norms for the practice of evaluation. They amplify, reach, and make visible the voices, lived realities, and aspirations of women and girls, empowering them to have an equal say in society.

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★ United Nations, General Assembly, *In Larger Freedom: Towards Development, Security and Human Rights for All: Report of the Secretary-General, A/59/2005* (21 March 2005), available from [undocs.org/A/59/2005](http://undocs.org/A/59/2005).

★★ Sen, A. 1999. *Development as Freedom*. New York: Oxford University Press.

**PHOTO: UN Photo/Sylvain Liecht**  
*A young woman watches as a UN convoy passes, Mali 2017*





Svetlana Negroustoueva  
 Monitoring and Evaluation, Learning and Gender Expert  
 Co-chair, EvalGender+ Network (EvalPartners)

## ADVANCING TOWARDS SUSTAINABLE DEVELOPMENT GOALS WITH GENDER-RESPONSIVE EVALUATIONS AND PROFESSIONAL EVALUATION ASSOCIATIONS

Sustainable Development Goals (SDGs) are multi-faceted and cross-cutting in nature. The principles of gender equality, equity, human rights, and “no one left behind” are all central to the 2030 Agenda. Each of these principles must be integrated at all stages of strategy implementation to achieve the SDGs. Donors and United Nations (UN) agen-

cies, as well as those entities reporting on SDGs through standard voluntary national review processes and/or shadow reports, play a significant role in facilitating internal accountability and ensuring the multiplying effects of national efforts focused on the poorest most marginalized people and those left furthest behind.

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**Evaluating programs and projects that explicitly or implicitly aim to close gender gaps and address equity concerns is as complex as designing the interventions they are meant to evaluate.**

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Both require a special gender-sensitive lens, a range of approaches, expertise that cuts across sectors, and the ability to skillfully engage with a diverse array of individuals. Most donor and UN agencies, including other multilateral organizations, consider mainstreaming gender equality and equity into operations as instrumental for achieving their development objectives and for accountability to consti-

tuencies. Evaluation strives to do the same.

Using appropriate monitoring and evaluation methods and processes, gender-responsive evaluations bring added value to understanding progress toward the SDGs by evaluating: (1) progress towards SDG 5: “Achieve gender equality and empower all women and girls” and its sub-goals;

(2) how SDGs in different sectors or across sectors contribute to gender equality and equity outcomes; and (3) the overall contribution of the SDG policy framework at the country level. Use of gender-responsive and transformative evaluations aim to reduce inequalities and inequities that communities (particularly women and girls) face in accessing and benefiting from interventions. They go beyond sex-disaggregating data, to ask “why” there are differences and trends and “how” policies and programs by donors and UN agencies can be designed to reduce gender inequalities and ensure equity.

Strategic learning that looks at similar themes from different angles and perspectives enriches the field and increases the likelihood of arriving at the right approaches. Civil society organiza-

tions and professional evaluation associations, as well as their individual members, have been instrumental in contextualizing gender trends and bringing an often-needed independent perspective to answer these “why” and “how” questions.

Evaluations using gender-sensitive mixed-methods and approaches are needed now more than ever to guide policy makers and field practitioners in their efforts to advance towards the SDGs. Voluntary organizations for professional evaluations and their regional and global networks can provide the platform for tapping into resources, cross-sectorial learning, and amplifying the national or regional perspectives in the evaluation of SDGs and beyond.



PHOTO: UN Women/Nicky Kuautonga

*Representatives of 18 women's associations that attended Vanuatu's 2015 International Day of Rural Women celebrations.*



How can we effectively use big data in evaluations?

What are the risks and challenges in using big data for evaluations?

What is big data and why use it for evaluations?

# CAN BIG DATA BE USED FOR EVALUATION?

A UN Women feasibility study



The objective of the study was to investigate the feasibility of leveraging big data sources—particularly Twitter, Facebook, and radio data—to improve the evaluation of gender equality and women’s empowerment initiatives.

Find the full report here: <http://www.unwomen.org/en/digital-library/publications/2018/4/can-big-data-be-used-for-evaluation>



## About *Transform*

Published by UN Women's Independent Evaluation Service, *Transform* is the first magazine dedicated exclusively to gender-responsive evaluation. It aims to communicate good practices on gender-responsive evaluations, as well as evaluation findings on what works for gender equality.

## About the Independent Evaluation Service

The UN Women Independent Evaluation Service is co-located with the Internal Audit Service under the Independent Evaluation and Audit Service. The UN Women Independent Evaluation Service's main purpose is to enhance accountability, inform decision-making, and contribute to learning about the best ways to achieve gender equality and women's empowerment through the organization's mandate, including its normative, operational, and coordination work. The Independent Evaluation Service also works to strengthen capacities for gender-responsive evaluation within UN entities, governments, and civil society organizations.

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# LEARN MORE ABOUT GENDER-RESPONSIVE EVALUATION



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Gender-responsive evaluation systems and policies

## ISSUE 2

Women's economic empowerment

## ISSUE 3

Normative support work

## ISSUE 4

Meta-analysis

## ISSUE 5

Gender mainstreaming

## ISSUE 6

A call for action to leave no one behind

## ISSUE 7

UN coordination mandate

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What can we learn from UN Women evaluations?

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UN Women's regional architecture evaluation

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Strategic partnerships evaluation

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A unique view of the bigger picture

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Women's political participation and leadership issue

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2017 meta-analysis

## ISSUE 14

Working together to empower voices