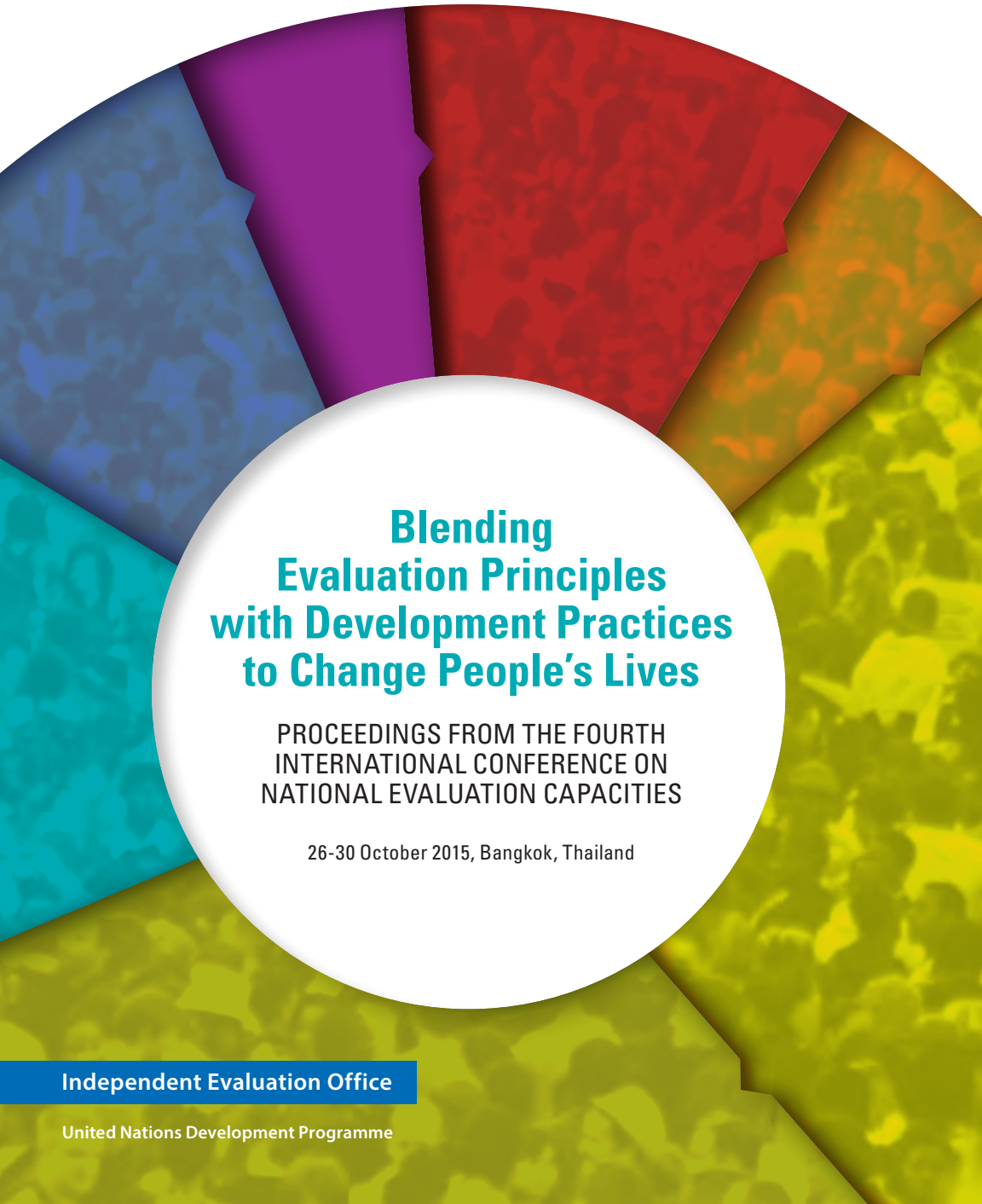

Blending Evaluation Principles with Development Practices to Change People's Lives

PROCEEDINGS FROM THE FOURTH INTERNATIONAL CONFERENCE ON NATIONAL EVALUATION CAPACITIES

26-30 October 2015, Bangkok, Thailand

Independent Evaluation Office

United Nations Development Programme

Empowered lives.
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26-30 OCTOBER 2015, BANGKOK, THAILAND

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Key Messages and Outcomes

- Support existing national systems, avoiding duplication and responding to national circumstances through promoting country-owned, country-led evaluations with an emphasis on their use in influencing policies
- Develop and strengthen evaluation process and methods for evaluating progress towards and the impact of the Sustainable Development Goals (SDGs)
- Importance of promoting more diverse partnerships and greater cooperation between Governments, civil society, Parliaments and private sector to increase awareness and use of evaluations – engaging existing and new stakeholders in exchange and collaboration
- Challenge of institutional structures for the evaluation of the SDGs – importance of integrating the evaluation of the SDGs into institutional structures
- Articulation of the Bangkok Declaration by conference participants, which seeks to capture an emerging body of shared understanding on lessons and priorities for evaluation practice in the era of the SDGs to help guide joint action in future support of national evaluation capacity.

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The UNDP IEO and the International Development Evaluation Association (IDEAS) worked effectively as partners to organize the event. Both organizations extend their heartiest gratitude for the opportunities and insights provided and look forward to further cooperation.

The support of UNDP management, particularly Ms. Gina Casar (UNDP Associate Administrator), Mr. Haoliang Xu (UNDP Director of the Regional Bureau for Asia and the Pacific) and Mr. Nicholas Rosellini (UNDP Deputy Regional Director for Asia-Pacific and Director of Bangkok Regional Hub) are greatly appreciated.

The conference was made possible thanks to generous financial support provided by the Government of Finland. The organizers also appreciate the Government's substantive contributions as participant at the conference.

We gratefully acknowledge the role of the advisory group in guiding the organizers in conceptualizing, organizing and implementing the conference. The advisory group consisted of:

- Mr. Hans van Rijn (Principal Evaluation Specialist, Asian Development Bank)
- H.E. Mr. Kabir Hashim (Sri Lanka Minister of Highways and investment Promotion/ Member of Parliament/Parliamentarian Forum/EvalPartner)
- Mr. Kamolmas Jaiyen (Co-chair of UN Evaluation Development Group for Asia and the Pacific (UNEDAP)
- Mr. Luc Stevens (UN Resident Coordinator, Thailand)

- Mr. Marco Segone (UNEG Chair/Director of the Independent Evaluation Office of UN Women/Vice Chair EvalPartner)
- Mr. Nicholas Rosellini (UNDP Regional Deputy Director for the Bureau for Asia and the Pacific)
- Mr. Nick Rene Hartmann (Group Leader of the Partnership Group in UNDP Bureau for External Relations and Advocacy)
- Ms. Nidhi Khattri (Lead Evaluation Officer in the Independent Evaluation Group, World Bank – CLEAR Initiative)
- Mr. Peerader Tongum (Vice-President of the Thai Evaluation Network)
- Ms. Riitta Oksanen (Senior Adviser, Unit for Development Evaluation, Ministry for Foreign Affairs, Government of Finland)
- Mr. Rob van den Berg (President of the International Development Evaluation Association, IDEAS)
- Ms. Simona Marinescu (UNDP Chief Development Impact, Bureau for Policy and Programme Support)
- Ms. Yumiko Kanemitsu (Co-chair of UN Evaluation Development Group for Asia and the Pacific)

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Preface

It was my pleasure as Director of UNDP's Regional Bureau for Asia and the Pacific to co-host with the Royal Thai Government and UNDP's Independent Evaluation Office, the Fourth International Conference on National Evaluation Capacities (NEC) that took place in Bangkok from 26 to 30 October 2015.

The event brought together government representatives, evaluation practitioners and networks from around 100 countries, including from many countries in Asia and the Pacific region. This unprecedented level of participation indicates the important role evaluation will play in shaping and contributing to the Sustainable Development Goals (SDGs) during the upcoming 15 years.

NEC 2015 connected countries and professionals to share knowledge and evaluation practices through South-South cooperation. Stronger national evaluation capacities ensure optimal use of resources, a prerequisite for sustainable development results.

Unlike the Millennium Development Goals, which were strong on monitoring and tracking but without an evaluation component, the SDGs have an explicit follow-up and review mechanism clearly stated in the 2030 Agenda. As countries – decision-makers and citizens alike – implement the SDGs, it will be important to assess and accelerate progress from the beginning. They will need to understand whether the pace of progress is sufficient and whether they are reaching those previously left behind. At the same time, countries will be asked to share their experiences – successes and failures – with peers at the regional and international level.

There is no more exciting time to be working in development. The more rigorous use of data evidence, engagement with a diverse range of partners and harnessing new

Governments are pivotal in driving the evaluation agenda and this event demonstrated how partners can work collaboratively to bring about the change desired in people's lives.

technologies are some of the new opportunities to support the achievement of the SDGs by 2030.

Governments are pivotal in driving the evaluation agenda and this event demonstrated how partners can work collaboratively to bring about the change desired in people's lives. UNDP looks forward to supporting countries to develop ways to strengthen their institutions in the context of the implementation of the SDGs.

Haoliang Xu
UNDP Director of the Regional Bureau for Asia and the Pacific

Foreword

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) and the Royal Thai Government co-hosted in 2015 the Fourth International Conference on National Evaluation Capacities in Bangkok in collaboration with the UNDP Regional Bureau for Asia and the Pacific. The conference took place and was organized co-jointly with the 2015 Global Assembly of the International Development Evaluation Association (IDEAS).

The joint nature of the two conferences enabled us to break records on many fronts. A diverse spectrum of participants, networks, institutions and governments gave us an unparalleled programme. For the first time in an event of this nature we had 450 participants from 100 countries and from three key evaluation networks: the United Nations Evaluation Group, the Evaluation Cooperation Group of the Multilateral Development Banks and the Evaluation Network of the Development Assistance Committee of the Organisation for Economic Co-operation and Development.

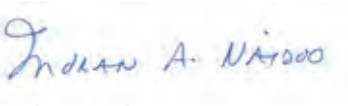
The conference took place at the very start of a new era with an ambitious set of goals for sustainable development agreed to by Heads of State in New York in September 2015. The 2030 Agenda builds on and expands beyond the preceding Millennium Development Goals, challenging us all with greater complexity as well as new standards of inclusiveness, ownership and universality. The Sustainable Development Goals (SDGs) are aspirational in nature: they describe a future that the world community aims for, while asking countries to translate these lofty goals into priorities and action. The SDGs see a role for evaluation in understanding progress towards the goals. They require evaluators and the development community to engage with many more interrelated, complex and challenging issues, meaning evaluators need to be competent at many levels. The two conferences have contributed to our understanding of what is needed to ensure these capabilities.

The key outcome of the conference was the Bangkok Declaration on Principles for National Evaluation Capacity for the SDGs, a joint declaration of all participants in both

For the first time in an event of this nature we had ***450*** *participants from* ***100*** *countries*

conferences. The Declaration is an expression of aspirations grounded in professional development evaluation community of practice, and is not legally binding on individuals or governments. It seeks to capture some key principles, give a sense of common purpose and understanding, framing a canvas of joint action in future support of individual, professional, and national evaluation capacity as countries shape their response to the SDG agenda.

The IEO of UNDP and IDEAS are committed to continuing to support the dialogues initiated at the conference. We hope that this report serves as an advocacy tool to promote the continuity of networks, cooperation and agreements reached at the conference.



Indran Naidoo
Director, Independent Evaluation Office, UNDP (United Nations Development Programme)

Rob D. van den Berg
President, IDEAS (International Development Evaluation Association)

Executive Summary

The Independent Evaluation Office (IEO) of UNDP in partnership with the Royal Thai Government organized the Fourth International Conference on National Evaluation Capacities (NEC) in Bangkok from 26 to 30 October 2015. The conference was jointly organized and conducted in parallel with the International Development Evaluation Association (IDEAS) Global Assembly 2015, and brought together 450 participants from 100 countries, which made it the largest evaluation event globally by government and country participation.

The theme of the conference this year was "Blending Evaluation Principles with Development Practices to Change People's Lives". The conference focused on how Governments can develop the necessary national evaluation capacities to evaluate sustainable human development, and participants deliberated on inputs to a post-2015 global evaluation agenda to support the implementation of the new Sustainable Development Goals (SDGs).

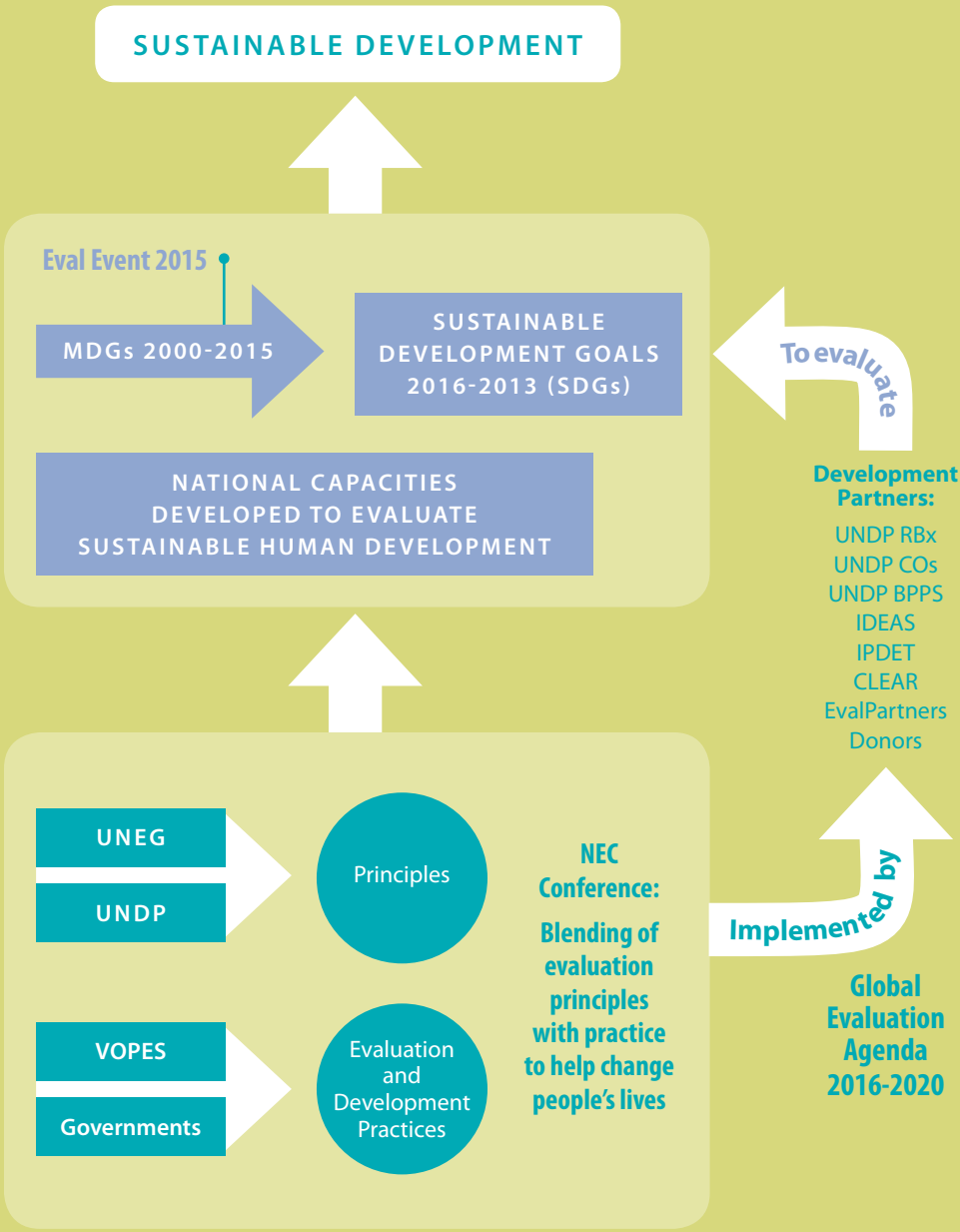
This conference built upon the deliberations of the first International Conference on National Evaluation Capacities[1] (Morocco, 2009), the Second International Conference on National Evaluation Capacities[2] (South Africa, 2011) and the Third International

1 The First International Conference on National Evaluation Capacities was held in Casablanca (Morocco) from 15 to 17 December 2009. The conference was co-hosted by the Evaluation Office of UNDP and the National Observatory on Human Development of Morocco. Approximately 55 participants from 30 countries participated in the conference. A report is available at <http://www.nec2015.net/sites/default/files/NEC-2009-Proceedings.pdf>.

2 The Second International Conference on National Evaluation Capacities was held in Johannesburg (South Africa) from 12 to 14 September 2011. The Evaluation Office of UNDP and the Public Service Commission of South Africa co-hosted. Approximately 80 participants from 20 countries participated in this conference. A report is available at <http://www.nec2015.net/sites/default/files/NEC-2011-Proceedings.pdf>.

FIGURE 1. NEC JOURNEY

FIGURE 2. THE CONCEPT OF THE NEC CONFERENCE



Conference on National Evaluation Capacities[3] (Brazil, 2013). National evaluation capacities conferences provide forums for discussing evaluation issues that confront countries, enable participants to draw on innovative experiences of other countries and work towards South-South solutions.

THE EVOLUTION OF THE NEC CONFERENCES

The model of the NEC conference has evolved over the years drawing from lessons and emerging demands. Each time around, support is focused on a specific region and uses different formats of exchange to promote commitment, cooperation and action beyond senior government, with sharing of responsibility with other key players in the evaluation community. Since 2013, much effort has also been invested in promoting continued engagement with past participants and institutions to deepen dialogues and foment continuity, partnership, learning, and cooperation.

In the last decade of effort to achieve the Millennium Development Goals (MDGs), there has been a move towards promoting legal frameworks for evaluation and additional investments in monitoring systems, all of which helps to connect people to policymakers, based on credible evidence. The SDGs will require additional efforts to strengthen national evaluation capacities to evaluate the new global development agenda.

The conference, while tackling the progress made, allowed representatives of government to share their experiences with peers, and provided the opportunity to engage with experts in evaluation. Engagement strengthened evaluation and public policy linkages and encouraged national evaluation function towards contributing to the new global development agenda with a global evaluation agenda.

The participants also discussed key issues, in different format sessions, among them:

1. Report on 18 NEC commitments from the last conference clustered in the following four themes:
    - Building and strengthening credible national data systems for results-based monitoring, and evaluation of public policies and programmes to promote evaluation use through in-country and global advocacy;
    - Developments in national policy legal frameworks and their operationalization;
    - The role of parliamentarians in development of national evaluation capacities; and
    - Addressing gender equity in evaluations of public policies and programmes.

3 The Third International Conference on National Evaluation Capacities was held in Sao Paulo (Brazil) from 30 September to 2 October 2013. The Evaluation Office of UNDP and the Brazilian Ministry of Social Development and Fight against Hunger co-hosted. More than 160 participants from 63 countries participated in this conference. A report is available at <http://www.nec2015.net/sites/default/files/NEC-proceedings-2013.pdf>.

2. Emerging key priorities for the global evaluation agenda identified in online consultations so far:
    - Strengthening an enabling environment for evaluation;
    - Strengthening institutional capacities of Voluntary Organizations for Professional Evaluation and civil societies;
    - Strengthening individual evaluator capacity development; and
    - Interlinkages between enabling environment, institutional capacities and individual capacities.

This year's conference was a first at many levels for the IEO and UNDP: It was the first time UNDP formally partnered with a professional evaluation association – IDEAS – bringing in expertise from civil society, academia and the research community and the first time that a NEC event had training sessions (12 workshops).

It was also the first time that not only UNDP staff from regional bureaus and the Bureau for Policy and Programme Support participated, but also staff from country offices, including Resident Representatives accompanying the country delegations.

And it was the first time all three international evaluation networks – the United Nations Evaluation Group (UNEG); the Evaluation Coordination Group (ECG) of the multilateral development banks; and the Organisation for Economic Co-operation and Development–Development Assistance Committee (OECD-DAC) – were strongly represented and discussed their roles in national evaluation capacity development as partners of UNDP.

What emanated from the conference was a rich dialogue on building national evaluation capacities to tackle the challenge of not only monitoring indicators but evaluating the SDGs. The conference reached a breakthrough with the endorsement of the Bangkok Declaration, a document capturing an emerging body of shared understanding on evaluation principles and priorities to help guide joint and cooperative action in future national evaluation capacity development in support of the SDGs.

There were two days of joint pre-conference workshops and three days of the main conference with joint plenaries and keynote addresses, but separate parallel sessions.

PRE-CONFERENCE WORKSHOPS AND THE PARTNERSHIP WITH IDEAS

In the spirit of a global partnership for the International Year of Evaluation and a Global Evaluation Agenda, this year the IDEAS Global Assembly 2015 ran in parallel with the NEC Conference 2015 in the same venue with the aligned theme: 'Evaluating Sustainable Development'.

The parallel events in the same venue allowed for participants from both events to engage in joint pre-conference workshops and joint daily plenary sessions, keynote addresses and discussions to ensure they benefited from the different audiences and perspectives.

The NEC Conference programme was designed to both draw from the rich experience of national evaluation and policy entities, as well as other evaluation practitioners and experts

from IDEAS and the UN. The conference was designed to also provide options for all participants and space for engagement.

It was a forum to present and exchange lessons, experiences and perspectives in conducting and using evaluations and developing national evaluation capacities and to discuss the status of evaluation capacities in various countries and follow up on the 18 NEC commitments, the outcome of the NEC 2013 conference. It was also a forum to promote cooperation among countries to strengthen national evaluation systems and practices and to elect priorities for the Bangkok Declaration and a global evaluation agenda to help sustainable and human development.

The conference was launched with welcoming remarks from Luc Stevens (UN Resident Coordinator and UNDP Resident Representative in Thailand); Rob D. van den Berg (IDEAS President); Indran Naidoo (UNDP, Director of IEO); Gina Casar (UNDP Under-Secretary-General and Associate Administrator); and Don Pramudwinai (Minister of Foreign Affairs of Thailand).

In the opening ceremony, it was highlighted that

> *"the title of the conference – Blending Evaluation Principles with Development Practices to Change People's Lives – resonated very well with a new role that evaluation should play in shaping and contributing to the achievement of the Sustainable Development Goals in the next 15 years."*
>
> GINA CASAR

> *"The journey shall be potentially more successful if we – as we have decided – blend the perspectives of evaluators with that of implementers and keep the focus on the citizens we, as the UN, Governments and global citizens, are here to serve."*
>
> INDRAN NAIDOO

It was pronounced that as convener of the United Nations Development Group (UNDG), UNDP will be rolling out a package of tools and services to support governments as they localize, review and evaluate their progress against the SDG agenda.

In the first instance, UNDP has adopted a common approach entitled 'MAPS', which stands for mainstreaming, acceleration and policy support. Mainstreaming is about supporting governments to include the SDGs in plans, strategies and budgets. Acceleration of progress on key goals and targets is a priority, and UNDP will build on its experience with MDG acceleration in more than 50 countries. UNDP will make coordinated policy and technical support available to countries at their request, drawing on the expertise and programmatic experience of the UN development system.

UNDP will launch a campaign in 2016, which will support capacity development for the SDGs of national government officials with emphasis on developing and working through global multistakeholder partnerships at all levels. South-South and triangular partnership with other countries will be a priority in this process as a powerful mechanism to ensure that countries everywhere have access to knowledge and solutions. As noted by the Associate Administrator, "Learning from our experiences and acting upon evidence are important sustainability safeguards that UNDP wants to integrate in our SDG work."

Echoing UN Secretary-General Ban Ki-moon[4], Gina Casar stressed: "Implementation of the post-2015 development agenda will require renewed efforts by all Governments to strengthen public institutions by enhancing their responsiveness and accountability in order to meet growing demands on service delivery. Governments must therefore be ready to innovate and develop effective, accountable, participatory and transparent institutions at all levels, to ensure efficient and effective use of public resources for the services and benefits of all citizens, particularly women and girls and marginalized groups".

The evaluation function can be the key to capturing this national challenge, and UNDP is eager to contribute.

Concluding the opening ceremony, Paulo Jannuzzi (National Secretary of Evaluation in the Brazilian Ministry of Social Development and Fight against Hunger and Co-host of the 2013 NEC conference) handed the EvalYear Torch over to Don Pramudwinai, Minister of Foreign Affairs of Thailand.

Evaluation for Improving People's Lives: Mallika Samaranayake (President of the Community of Evaluators of South Asia) delivered the opening keynote address calling attention to "Evaluation for Improving People's Lives". Improving people's lives by integrating evaluation principles with human development practices (the NEC conference) and evaluating sustainable development (IDEAS Global Assembly) both contribute to the final goal of improving people's lives. Samaranayake highlighted

> *"the need to achieve a balance between their economic, social and environmental needs for the present and the future, to create an enabling environment for utilization-focused evaluations, considering both demand and supply. Principles such as gender equality, human rights, good governance, accountability, integrity and ethics should be included into demand and supply."*

From the MDGs to the SDGs – from the 18 NEC commitments to the Global Evaluation Agenda: A NEC plenary discussed the transition from the MDGs to SDGs, implications to the evaluation community, challenges and opportunities as well as the journey from the 18 NEC Commitments of 2013 to the Bangkok Declaration 2015 and the Global Evaluation Agenda.

Challenges of Evaluating Sustainable Development: The second day of the conference focused on "Challenges of Evaluating Sustainable Development" and started with Vinod Thomas (Director-General of Evaluation, Asian Development Bank) delivering the keynote address. He highlighted that investments had focused on growth so far but that inequality, poverty, environmental and climate change remained a threat to growth. Consequently, evaluation must integrate social and environmental issues when assessing growth and that it has to be inclusive and sustainable through valuing and investing in natural capital, environmental care in transport and energy, climate adaptation and mitigation, and disaster prevention and resilience. Therefore, evaluation capacity on a national level has to be

4 Report on the Work of the Organization (A/70/1) (para 22)

developed via learning events and knowledge exchange on sustainability, going beyond social areas to sustainability questions at impact evaluations, and evaluation development such as Shanghai International Programme for Development Evaluation Training, Regional Centres for Learning on Evaluation and Results, International Initiative for Impact Evaluation, IDEAS, UNEG, ECG, and NEC.

National Policies and Capabilities for Evidence-Based Planning and Results-Based Governance: The NEC plenary of day two was about national evaluation policies and capabilities for evidence-based planning and results-based governance. The panel was chaired by Simona Marinescu (UNDP), with the participation of Barbara Rosenstein (Israel), Violeta Corpus (the Philippines), Per Oyvind Bastoe (Norway), and Riitta Oksanen (Finland).

Evaluating Equitable and Sustainable Development in the Context of SDGs: The third day of the conference focused on consultations to finalize the Bangkok Declaration and started with Marco Segone (Director, Independent Evaluation Office of UN Women, UNEG Chair) delivering the keynote address. Segone called the event a milestone that showed the power of coming together and working in partnership, stressing that more and more countries were finally recognizing the importance of equitable development and were generating policies to reduce inequality. He highlighted that the definition of equity-focused and gender-responsive evaluation built on the existing definitions but provided a specific lens. It was essential to look at the structural causes of bottlenecks and structural causes of inequity, not just to monitor the differences. The evaluation process itself should be empowerment for disadvantaged groups and the evaluation community needs to reach out to policymakers. Evaluation should be an agent of change for the world.

Regional Consultations to Finalize the Bangkok Declaration: The UNDP regional bureaus led panels dedicated to regional consultations on the key national evaluation capacity priorities to be reflected in the 'Bangkok Declaration' (see Annex 4). In addition to informing the Declaration, the sessions aimed to identify not only the national evaluation capacities gaps in the region, but also identify those evaluation capacity areas where participating countries were believed to have relevant solutions/experience to share or offer. The sessions were framed under an overarching umbrella of evaluation of the SDGs, following the discussions during the earlier sessions of the NEC conference.

The Global Evaluation Agenda 2016-2020 to Support the Global Development Agenda Post-2015: The concluding plenary presented the Bangkok Declaration and discussed the Global Evaluation Agenda 2016-2020 to support the Global Development Agenda post-2015.

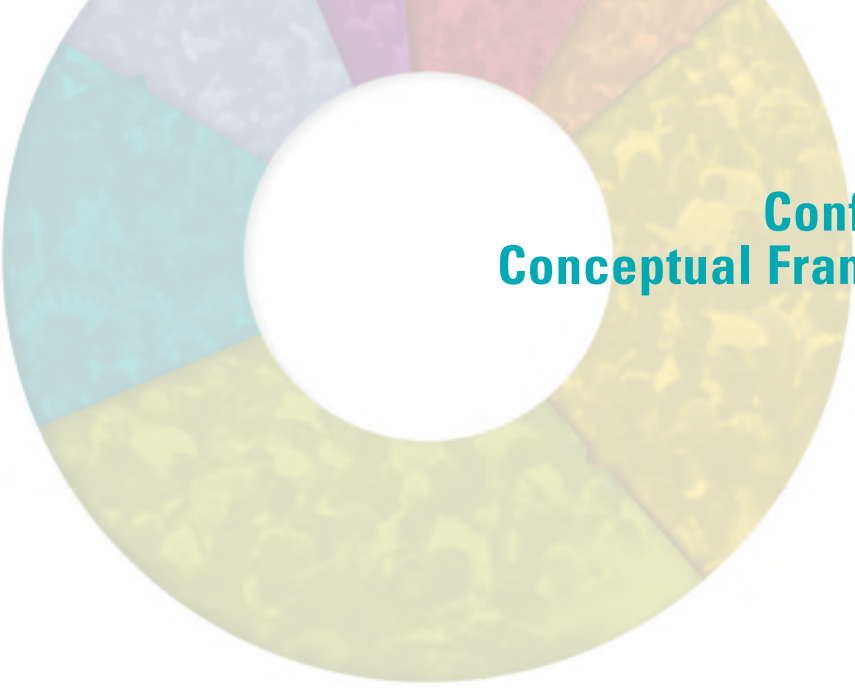
Nicholas Rosellini, UNDP Deputy Director of the Regional Bureau for Asia and the Pacific, called the NEC an opportunity for South-South and South-North cooperation, and highlighted the importance of country-owned, country-led evaluations with an emphasis on their use in influencing policies, the importance of evaluation methods that get at the issues at the heart of the SDGs and new ways of collecting data using technology and innovation, the importance of partnerships and an inclusive, open and transparent evaluation process, and institutional structures for promoting the evaluation of the SDGs.

Rob D. van den Berg, IDEAS President, presented IDEAS' list of priorities for the Bangkok Declaration and highlighted the need to face the challenge to make evaluation practices, approaches, tools, and methods relevant to sustainable development.

Closing Evaltorch Ceremony: At the closing ceremony, Vichit Chitvimarn (Acting Director-General of Thailand International Cooperation Agency), handed the EvalYear Torch to Shyam Prasad Bhandari (National Planning Commission) representing the Government of Nepal and Dorothy Lucks representing EvalPartners and Mallika Samaranayake representing the Conclave for the Community of Evaluators of South Asia, the co-hosts of the last EvalYear event of the year, where the Global Evaluation Agenda was finalized.

The Fourth NEC represented a step forward in that it sought to directly address how evaluation could make a more significant contribution to the new development agenda. Support, engagement and commitment from UNDP regional bureaus and the Bureau for Policy and Programme Support ensured the representation of all UNDP regions in the conference as well as the possibility to promote networking opportunities and to connect with potential partners for future knowledge exchange. Several UNDP evaluation champions returned to their countries, enthusiastic to the prospects to enhance national evaluation capacities. Hence, adequate follow-up and support are now needed to advance the agenda at scale and with quality. In this process, UNDP leadership present at the conference assured its commitment and support to governments in the pursuit of the first universal agenda for shared prosperity.

The event responded to the challenge posed by the theme of the conference, which obliged participants to work in partnership and blend strengths for the purpose of achieving a new world through the SDGs. The rich diversity of participants and their valued perspectives made this global milestone event one that shall be characterized by collective action for the common good of humanity. Evaluation is the bridge between meeting the obligations of the SDGs – which can only happen if people's voices are heard and responded to during this collective journey. Evaluation is about ensuring the linkages are made for evidence to be collected and considered, and action taken.



Conference Conceptual Framework

The Global Evaluation Context–2015, called EvalYear, was endorsed by the United Nations Evaluation Group (UNEG) and acknowledged as the International Year of Evaluation, in the context of the United Nations General Assembly resolution on National Evaluation Capacities. This is the first, stand-alone UN General Assembly Resolution (A/RES/69/237) on national evaluation capacity development to advocate for stronger evaluation functions at the UN and for enhanced national evaluation capacities.

Evaluation capacities will be imperative to prepare for the implementation of the new sustainable development agenda 2016-2030 that succeeds the Millennium Development Goals (MDGs). The Sustainable Development Goals (SDGs) will not only be for developing countries but for all countries in the world. This will require focusing on whether or not development can be made sustainable in all countries, and will call upon the evaluation community, policymakers and development stakeholders to define a global evaluation agenda that can help evaluate sustainable development. UNDP will need to go even beyond and plan to support efforts and assess sustainable human development and its wider implications in changing people's lives, particularly of vulnerable populations.

EVALUATION AND THE POST-2015 DEVELOPMENT AGENDA

Given the complexity of the SDGs – 17 goals and 169 targets – the evaluation community should be prepared to support a SDGs platform for measurement and for improving national evaluation capacities to contribute to accountability and learning. In addition, investment in qualitative assessment and careful design of national and international platforms and networks for dialogue, information sharing and debate with attention given to evidence provided by diverse domestic actors, may become central to strengthening the SDGs.

Given the limited availability of credible data for evaluation and national evaluation capacity, the capacity to evaluate sustainable development and sustainable human development has particularly relevant implications for the South-South agenda. The initial findings

from the post-2015 data test studies are a relevant example in this context. This includes the conclusion that reaching coordination on official and unofficial data to support the monitoring, and therefore the evaluation, of the post-2015 agenda will not be easy.

In trying to connect the SDGs agenda with a Global Evaluation Agenda, a networked global multistakeholder consultative process was launched in 2014. The aim was to brainstorm about the priorities and key areas of a global evaluation agenda for 2016–2020. During the EvalYear, the consultation proceeded face-to-face at different global and regional events. At the end of each event, the 'evaluation torch' passed over to the next one, to symbolize that the consultation was enriched by each additional event. The torch was brought to the NEC Conference in Bangkok, and inputs of the previous consultations fed into networked action planning by key stakeholders involved in the conference to contribute to development results.

THE UN'S ROLE OF EVALUATION IN SUPPORTING DEVELOPMENT

Evaluating the performance of public policies and programmes is considered fundamental to foster accountability, good governance, and improve development effectiveness. Governments and development stakeholders, including the UN, use evaluation for mutual benefit – to better public goods for citizens. Prior to the UN General Assembly resolution adopted in December 2014, recent UN resolutions adopted by that body and UNDP Executive Board decisions have also encouraged the UN development system, and UNDP in particular, to support national evaluation capacities.

The role of the UN is to ensure that evaluation draws on and contributes to the improvement of development effectiveness. Through UNEG, the UN promotes norms and standards for evaluation. In addition, UN entities and partners use evaluation in support of accountability and programme learning; to inform UN system-wide initiatives and emerging demands; to benefit from and to contribute to an enhanced global evaluation profession. The UN has a direct role in capacity development; it is pivotal to the effectiveness of the UN. It plays a particularly important role in enhancing national capacities to monitor and evaluate progress in poverty eradication and other internationally agreed development goals.

UNDP's value added in evaluation is precisely its strategic positioning as the resident coordinator agency, and as a change agent that supports government efforts to achieve development ideals and strengthen national capacities to promote greater accountability, learning and development effectiveness. At UNDP, evaluation is critical in helping countries achieve these and, simultaneously, eradication of poverty and significant reduction of inequalities and exclusion.

The Independent Evaluation Office (IEO) of UNDP has national evaluation capacity development as one of its core functions to support development. In collaboration with UNEG, the IEO provides a "forum for discussion of evaluation issues confronting countries and enables participants to draw on recent and innovative experiences of other countries and facilitates the preparation of the ground for formulation of longer term initiatives to strengthen national capacities for public policy evaluation through South-South and trilateral cooperation."

The IEO has worked on building evaluation capacity since 1987. It is part of the IEO's mandate to "promote national ownership and leadership of, and capacity development in evaluation through country-led and joint evaluations, while ensuring the independence, quality and utility of evaluation". The IEO also engages in partnerships with various professional networks and organizations to enhance quality and credibility of evaluation.

UNDP's International Conferences on National Evaluation Capacity (NEC Conferences) have been one of the IEO's key means of promoting national evaluation capacity development since the first conference in 2009. However, the IEO has been carrying out a range of activities to support national evaluation capacity development since 2006, based on the UNDP definition of capacity development as an endogenous process "through which individuals, organizations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time". The process can be described as:

> *country-owned, operated in a dynamic change process with back-and-forth movements of reflection and learning, gradual, opportunistic, and adaptive to varying circumstances.*

Using this frame of reference, the IEO strategy approaches evaluation capacity development starting with the purpose and meaning of evaluation from a country perspective, as opposed to a donor-recipient perspective. In this regard, the purpose of evaluation goes beyond a focus on public sector efficiency and accountability, to donors and the people of the country. The purpose of evaluation encompasses other significant national goals for learning, developing innovation and social capital, and developing the knowledge assets and intellectual capital for growth, development and contribution to global advancement.

THE NEC CONFERENCE SERIES OBJECTIVES

The NEC Conference series is part of an IEO strategy to support the development of national evaluation capacity, but distinguishes itself in that it focuses on supporting the governments with which UNDP works across the globe. In partnership with a host government, the NEC Conferences are held by the IEO in a new region every two years. The conferences are also a part of a broader architecture, in which UNEG plays a significant role by bringing together UN agencies and development partners to collaborate with each other and enhance the understanding and appreciation of evaluation as a powerful tool of public accountability and learning. The conference provides a forum for discussion of lessons and challenges at the national level pertaining to the evaluation function; enables participants to draw on the experiences of other countries; and facilitates longer term initiatives through South-South and triangular cooperation to strengthen national capacities for public policy evaluation.

Strengthening national capacities for public policy evaluation is the primary aim of the conference. Government entities, with the responsibility of conducting evaluation, as well as being the users of the evaluation with policy and planning functions, are the primary audience. In addition, evaluation practitioners and members of evaluation networks and associations make valuable contributions and engage in sessions and workshops.

PARTICIPANTS

The Fourth NEC Conference, similar to its precursors, was an event that was not only international in character, but included participants from a range of institutions: government, parliaments, development organizations, multilateral and bilateral organizations, and voluntary evaluation organizations. This year's conference, together with IDEAS, attracted 450 participants from 100 countries. Participation in the conference was by invitation only, but NEC and IDEAS participants were able to take part in joint sessions without additional cost.

Considering that the primary focus of the conference was strengthening the evaluation systems and practices in UNDP programme countries, the participation was largely from governments in developing countries. The participants included representatives of national institutions responsible for conducting and commissioning evaluations, and policymakers who are users of evaluations. Measures were taken to ensure adequate representation in terms of gender and diversity of countries and regions.

Two participants from each country were invited to attend the conference to ensure the sustainability of results and to engage a critical mass of actors to trigger changes at a country level. Furthermore, to enhance ownership and South-South cooperation in knowledge sharing and capacity exchange, the participating countries needed to finance the participation of their representatives and/or representatives from other countries, if this was possible. The IEO also strongly suggested that each participating country appoint/sponsor a female staff member to participate in the meetings or an independent evaluator from their country to participate in the conferences and workshops.

CONFERENCE PARTNERS

While other multiple partners collaborated for the success of the conference, the primary partners of the conference were the Royal Thai Government, UNDP Regional Bureau for Asia and the Pacific and IDEAS.

Supporting partners include UNEG, Asian Development Bank, United Nations Economic and Social Commission for Asia and the Pacific, EvalPartners, the Government of Finland, United Nations Evaluation Development Group for Asia and the Pacific, United States Agency for International Development, Thailand Evaluation Network, and the International Initiative for Impact Evaluation.

The Global Evaluation Agenda to Support the SDGs: The Road Ahead

NICHOLAS ROSELLINI
UNDP Deputy Director
of the Regional Bureau for Asia and the Pacific

CONTEXT OF NEC

The National Evaluation Capacities (NEC) Conference was an important opportunity to engage in global advocacy around evaluation. Governments, key evaluation networks, and their leaders attended from more than 100 countries, with 42 new countries attending this year. This indicates the important role evaluation will play in shaping and contributing to the Sustainable Development Goals (SDGs) during the upcoming 15 years.

NEC was an important opportunity for South-South and South-North cooperation. The conference demonstrated that we can find solutions together and that there are no pre-made solutions. As Rob van den Berg, International Development Evaluation Association (IDEAS) President summed up: "We are all developing countries" in the context of the SDGs. While electronic networks play a vital role in maintaining connections, nothing can replace a face-to-face gathering to brainstorm new ideas and broker new partnerships.

Unlike the Millennium Development Goals, which were strong on monitoring and tracking but without an evaluation component, the SDGs have an explicit follow-up and review mechanism clearly stated in the 2030 Agenda. The 2030 Agenda states, "Governments have the primary responsibility for review, at the national, regional and global levels, in relation to progress made in meeting the goals and targets over the next fifteen years". This means that in signing up to the SDGs, 192 states have committed to having a national evaluation system in their countries. This is a big opportunity. To repeat the question posed by Marco Segone, Director, Independent Evaluation Office at UN Women and Chair, United Nations Evaluation Group, at the closing day of the conference, "What can we do to make evaluation the agent of change for the world we want in the new SDGs era?" This question is perhaps the question that guided the conference.

NEC PRIORITIES

With this question in mind, four overarching priorities emerged from the consultations that took place during the NEC conference:

1. Promoting country-owned, country-led evaluations with an emphasis on their use in influencing policies;
2. Developing evaluation methods that get to the heart of the SDGs, harnessing technology and innovation;
3. Promoting partnerships and an inclusive, open and transparent evaluation process;
4. The importance of institutional structures for promoting the evaluation of the SDGs.

PROMOTING COUNTRY-OWNED, COUNTRY-LED EVALUATIONS WITH AN EMPHASIS ON THEIR USE IN INFLUENCING POLICIES

One important priority is to support existing national systems, avoiding duplication and responding to national circumstances. Doing this entails a shift from donor-driven evaluations to country-owned evaluations, and building local capacity. Penny Hawkins, Head of Evaluation at the United Kingdom's Department for International Development, made a similar point when she said that if evaluation is to be developed in-country and be sustainable, it is about working together with countries. She said that donors have done enough demanding of evaluative information from countries and "We need to work with, not demand from". "Working with" implies learning, and that learning is two way.

The session on Small Island Developing States built on this point stressing that the evaluation process for the SDGs should not be donor-driven but rather localized, contextualized, and culturally sensitized. This is so that countries 'own' their SDG targets and have an integral system for the 'whole government' approach to drive the SDGs.

Critical for national ownership of evaluations is the need to raise demand for evaluations and not just focus on supply. The NEC conference provided many examples of how countries are successfully using evaluations to influence policies and programmes. On day 2 of the conference, Felipe Castro, Director of Monitoring and Evaluation in the Department of National Planning in the Government of Colombia, described how an impact evaluation on a conditional cash transfer programme showed a good impact on student attendance. The evaluation resulted in the scaling up of the programme. Another evaluation on agricultural programme showed that the government subsidy favoured big landowners instead of small farmers as planned, which led to the prosecution of the Minister of Agriculture and the suspension of the programme.

These and other such examples of the successful use of evaluations to inform policy to promote a change in mind-sets in the organizations and governments can be used to advocate for a prominent role for evaluation in the implementation of the SDGs, for learning and ultimately, the improvement in people's lives.

DEVELOPING AND STRENGTHENING EVALUATION PROCESS AND METHODS

A second priority identified at the conference is to develop new methods for evaluating progress towards and the impact of the SDGs. The 2030 Agenda states: "We are committed to developing broader measures of progress to complement gross domestic product". But how do we measure sustainability? Vinod Thomas, Director-General of Independent Evaluation at the Asian Development Bank, told the conference that the SDGs require us to see economic growth, social inclusion, and environmental protection as mutually reinforcing. This means that methods need to be found for assessing and evaluating sustainability that capture social inclusion and environmental protection.

Other pressing questions face us as we embark on the implementation of the SDGs, with their mantra of leaving no one behind. For instance, how do evaluators assess the equitability of SDG outcomes for marginalized populations? How do we measure and evaluate new themes that are integral to the SDGs, such as social cohesion and governance?

A recent evaluation of the role of UNDP in supporting the achievement of the MDGs found that over 450 national MDGs reports were produced and national statistical capacity strengthened with support from UNDP. Nevertheless, "development data remain rare, scattered, costly to collect and politically sensitive. Much remains to be done, especially if the new sustainable development goal targets are to be monitored transparently after 2015".

The good news is that there has been increasing interest from governments around the world, including in the Asia-Pacific region, in using innovative techniques to get better feedback from citizens on the effectiveness of their policies and programmes and to improve equity, sustainability and accountability. UNDP through its Innovation Fund has implemented a number of prototypes with partners that harness technology that improve sustainability and accountability.

In the wake of the Gorkha earthquake in Nepal, UNDP partnered with Microsoft to develop a smart phone application that monitors reconstruction efforts in real time, and ensures that poor families in the cash-for-work programme are paid accurately and on time. The app facilitated consistency of data collection, secured data storage, enhanced project planning and monitoring, and aided in collaboration between partners. The app helped jump start the rural economy and ensure that millions of citizens were able to return to structurally safe homes.

New technologies, including information and communication technologies, big data and social media provide new opportunities to better monitor and evaluate progress in the implementation of the SDGs. Yet, as Chris Barnett from the Centre for Development Impact mentioned in the panel session on New Frontiers for Evaluation in a fast Changing World, development evaluation is predominantly situated in a public sector paradigm and driven by accountability to governments. The challenge is now to bring these innovations in technology and citizen consultation to scale and mainstream them within Government to ensure that SDG monitoring and evaluation is timely and relevant to people's interests.

ENGAGING EXISTING AND NEW STAKEHOLDERS IN EXCHANGE AND COLLABORATION

A third priority brought to the fore during the NEC conference was the importance of promoting more diverse partnerships and greater cooperation between Governments, civil society, Parliaments and private sector to increase awareness and use of evaluations. Traditional North-South aid models are playing a smaller role as private sector and government resource flows increase. The conference stressed the importance of citizens as stakeholders and the importance of raising awareness among citizens on the SDGs and role of evaluation. As Winston Nyasulu from Malawi's Ministry of Finance mentioned, evaluation is a way to verify progress towards the SDGs. Citizens have to be made aware of the SDGs so they can better take their governments to task. Kemelo Nophuting, Chief Monitoring and Evaluation (M&E) Officer in the Office of the President in Botswana, also stressed the pivotal role of citizens in demanding accountability and pressuring the Government to set up a better M&E system in Botswana.

In the Maldives, UNDP is using mobile crowdsourcing modelled with pro bono support from UK's Fix My Street to connect communities to their island councils to improve public service delivery. Residents can geo-locate and report garbage violations to authorities using mobile phones. Complaints are recorded and monitored on a website and mapped digitally. The council can prioritize resources and effectively respond to issues. Prototyped successfully in four islands, it is now being scaled up to a wider population in the country.

Another important new partner is the private sector. There is a need for more dialogue with the private sector to explain what the SDGs are and to improve cooperation between public and private sector. There was a session chaired by Caroline Heider, Director-General and Senior Vice President, Evaluation, World Bank Group, which asked how we are to evaluate market-oriented initiatives that see development as investment. These initiatives that see development as both profitable and for social good remind us that as development and evaluation practitioners, we need to look beyond aid projects to assess SDG implementation in today's fast-changing landscape if we are to remain relevant.

To harness the power of these partnerships, it is important to create networks and platforms for information and knowledge sharing, involving local people, private sector, parliamentarians, policymakers and legislators.

INSTITUTIONAL STRUCTURES FOR THE EVALUATION OF THE SDGS

The NEC conference revealed that we still have a long way to go to understand how we integrate the evaluation of the SDGs into institutional structures. Tamar Razmadze, Head of Donor Coordination Division of Government Administration, described how in Georgia the Government is actively looking at how to develop an M&E system that is oriented to the SDGs. Almost every SDG is covered by national policy, so the question they now face is how to monitor and evaluate all these policies and SDGs without duplicating and wasting resources.

In Colombia, the timing of the planning for the National Development Plan meant that it was able to incorporate the SDG agenda. More than 150 SDG targets are included allowing

for evaluation of SDGs in the longer run. The country's Commission to implement SDGs is now working to localize SDGs at the national and subnational levels.

Just as Georgia and Colombia have shown, there is a need to start thinking of evaluation of the SDGs now rather than as an afterthought. Evaluation of the SDGs is important because it helps understand whether a SDGs strategy is the best way to get the change we want. As participants returned home after the conference and begin strategizing on the SDGs, they were encouraged to also think about their evaluation.

At the NEC conference, we collectively – all Governments present, UNDP, IDEAS, networks and volunteers – responded to the challenge posed by the theme of this conference, which obliged us all to work in partnership and blend our strengths for the purpose of achieving a new world through the SDGs. The rich diversity of participants and their valued perspectives has made this global milestone event one that shall be characterized by collective action for the common good of humanity. Evaluation is the bridge between meeting the obligations of the SDGs – which can only happen if people`s voice are heard and responded to as we collectively go through this journey. Evaluation is about ensuring the linkages are made for evidence to be collected and considered, and action taken.

Opening Address at the Fourth International Conference on National Evaluation Capacities

GINA CASAR

Under-Secretary-General and Associate Administrator of the United Nations Development Programme (UNDP), appointed by United Nations Secretary-General Ban Ki-moon, effective 1 June 2014 to January 2016

Excellencies,

Distinguished Guests,

Ladies and Gentlemen,

It is a very special honour to welcome you all to the Fourth International Conference on National Evaluation Capacities.

Let me first extend our sincere gratitude to the Royal Government of Thailand for their generous support with the preparations of this important event, and for the kind hospitality extended to all participants.

I would like to welcome all the delegates representing 96 countries and thank their governments for the commitment in fostering evaluation capacity development in support of accountability, learning and good governance. Let me also give special thanks to the International Development Evaluation Association – IDEAS – for partnering with UNDP in this important endeavour, and thank our Independent Evaluation Office and UNDP colleagues for their efforts in supporting this conference.

This conference marks the International Year of Evaluation and is a major milestone for renewed attention to the need for strengthened national evaluation capacities. The title of the conference – Blending Evaluation Principles with Development Practices to Change People's Lives – resonates very well with a new role that evaluation should play in shaping and contributing to the achievement of the Sustainable Development Goals (SDGs) in the next 15 years.

Last month, world leaders gathered at the United Nations Headquarters in New York and adopted Agenda 2030 and the 17 SDGs – a roadmap for a world free of poverty, promoting peace and dignity, and environmental sustainability. Agenda 2030 sets very high and ambitious targets, which will require national commitments and effective development planning and action. In this regard, evaluation systems and capacities will become essential and

necessary instruments supporting implementation using high-quality evidence in measuring progress and documenting decisions. These systems will play a significant and critical role in helping countries to assess whether their national development policies and plans remain aligned with the domestic SDG priorities.

We are very proud of the prominent role UNDP has played over the past decade in supporting the national efforts in the achievement of the Millennium Development Goals (MDGs). Building on the lessons learned from the MDG era, we stand ready to work together with you and contribute knowledge and expertise to the development of national capacities for evaluating progress against the SDGs.

Timely, well-designed and effectively conducted evaluation unquestionably enhances the quality of public investments and is a key governance tool to support greater transparency, accountability, and learning. We believe that accountable and efficient institutions that are guided by evidence-based decisions are a vital part of what it takes to remain relevant to our people and to make the global system more resilient. Investments in development generate lessons that evaluation can capture and share further, including through South-South and triangular cooperation, which is a powerful mechanism to ensure that countries everywhere have access to knowledge and solutions. Learning from our experiences and acting upon evidence are important sustainability safeguards that we want to integrate in our SDG work.

The SDGs bring a new scale and ambition to global and national development agendas. The challenges and opportunities in the economic, social and environmental spheres are interrelated and call for integrated solutions.

To echo UN Secretary-General Ban Ki-moon, "Implementation of the post-2015 development agenda will require renewed efforts by all Governments to strengthen public institutions by enhancing their responsiveness and accountability in order to meet growing demands on service delivery. Governments must therefore be ready to innovate and develop effective, accountable, participatory and transparent institutions at all levels, to ensure efficient and effective use of public resources for the services and benefits of all citizens, particularly women and girls and marginalized groups". The evaluation function can be the key to capturing this national challenge, and UNDP is eager to contribute.

For the MDG implementation, UNDP partnered with national authorities to produce over 500 MDG country reports for score keeping. Likewise, the UN Secretary-General has agreed that UNDP should now play the same role with national reporting on the SDGs within the framework of the Global Partnership on Sustainable Development Data. As chair of the United Nations Development Group (UNDG), UNDP will be rolling out a package of tools and services to support governments as they localize, review and evaluate their progress against the SDG agenda.

In the first instance, we have adopted a common approach entitled 'MAPS', which stands for mainstreaming, acceleration and policy support.

Mainstreaming is about supporting governments to include the SDGs in plans, strategies and budgets. Acceleration of progress on key goals and targets is a priority, and we will build on our experience with MDG acceleration in more than fifty countries. The World Bank has

been an important partner in this acceleration, and we hope this collaboration will continue in the SDG era. We will make coordinated policy and technical support available to countries at their request, drawing on the expertise and programmatic experience of the UN development system.

The issues to be discussed at this conference are significant and timely, and I believe that we will succeed in setting key priorities for a global evaluation agenda. UNDP will launch in 2016 a global initiative for supporting development of national evaluation capacities. I am confident that our traditional and emerging partners will be joining us in this endeavour that will be further enhanced by South-South cooperation among developing countries for viable solutions and rapid progress.

We wish to assure you of UNDP's support in the pursuit of our first universal agenda for shared prosperity in a safer world. This is an essential journey that we embarked on together and that we need to complete together to honour our promises and commitments to leave no one being behind.

Keynote Speeches

Evaluation for Improving People's Lives

MALLIKA R. SAMARANAYAKE
President of the Community of Evaluators of South Asia

Your Excellencies,
Distinguished Guests,
Dear Colleagues
Ladies and Gentlemen,

I consider it a great honour and a privilege to have this opportunity to address you all at this joint venture of the Fourth International Conference on National Evaluation Capacities (NEC) and the International Development Evaluation Association (IDEAS) Global Assembly 2015.

All of us are aware that the UN General Assembly endorsed 2015 as the International Year of Evaluation, which marks a significant milepost in the context of development evaluation. It is also the deadline by which countries were expected to have achieved the Millennium Development Goals (MDGs), eight time-bound and quantified world targets for addressing extreme poverty in its many dimensions – income poverty, hunger, disease, lack of adequate shelter, and exclusion – while promoting gender equality, education, and environmental sustainability.

The significance of the international year is further enhanced by the fact that a new set of global development goals namely the Sustainable Development Goals (SDGs) was approved in September 2015. The SDGs address the root causes of poverty and the universal need for development that works for all people. The 17 SDGs and 169 targets demonstrate the new universal agenda of ending poverty and hunger, improving health and education, making cities more sustainable, combating climate change, and protecting oceans and forests.

While MDGs focused primarily on poverty and health, SDGs in addition cover the environment, human rights and gender equality among others.

In this context, the emergence of global partnerships reflected by this joint event of the NEC Conference and the IDEAS Global Assembly running parallel can be considered a great achievement and contributory for achieving such a Global Evaluation Agenda. The

discussions during the conferences will identify future priorities for a Global Evaluation Agenda 2016 to 2020 to help evaluate the new SDGs. It will be launched at the EvalYear EvalPartners Global Evaluation Week organized at the Parliament of Nepal in November 2015.

The NEC Conference will address the issue of integrating evaluation principles with human development practices. The IDEAS Conference to my understanding focuses on evaluating sustainable development. These two initiatives complement each other in the final goal of improving people's lives. However, realizing such an objective poses different challenges, which are complex and context specific and form the basis for reflection at these conferences.

The conference participants will need to reflect upon this situation by posing two questions:

- Will the SDGs empower evaluators to provide evidence that lives of people are improved in a more sustainable way?
- Will this paradigm shift towards sustainability ensure that people can achieve a balance between their economic, social and environmental needs for the present and the future?

'Demand' for evidence-based evaluation is created through an enabling environment comprising policy frameworks at national level and at international/global/donor level. Cooperation and partnership for promoting evaluation of public programmes and private sector programmes become a critical factor in this context.

As promoted by the Paris Declaration Evaluation (PDE) for Aid Effectiveness and its follow-up in Accra and Busan emphasize, international cooperation is needed for supporting development in partner countries in line with their priorities, which reflect the priorities of the people – a major breakthrough in the field of evaluation (a paradigm shift from donor-driven evaluations to country-owned joint evaluations).

In the context of the SDGs, it is necessary to assess how such goals are realized in the developed world as well as ensuring that the SDGs are adopted by all countries. Now that international cooperation is experiencing this further paradigm shift towards supporting SDGs, how can evaluation contribute in providing evidence of such support for measuring SDGs?

Community participation in the evaluation process becomes an underpinning factor to allow the people's voice to be heard. Political will should prevail positively for use of evaluation findings and providing space for the involvement of the people.

Regulatory mechanisms such as results-based monitoring and evaluation systems need to be in place to ensure that the correct milestones, as planned, are being achieved with evidence for decision-making.

Stakeholders' commitment to use evaluation findings is yet another crucial factor in making evaluations matter. It involves policymakers, decision-makers, implementers and the community. Currently there is an emerging trend of civil society organizations moving from service delivery to advocacy in order to secure more sustainable, widespread change. What

is more important in the context of SDGs is the involvement of the people themselves, as the final goal is improvement of people's lives. A crucial element to be considered is the willingness and commitment of commissioners of evaluations (government/donor agencies) for independent evaluation findings both positive and negative.

Regarding 'supply', there is a dire need for evaluation capacities to be developed and made available for meeting the demand for evidence-based evaluation. The methodology adopted for evaluations which ensures active involvement of people requires an approach and a methodology which allows space for people to voice their views. Evaluators need to integrate participatory evaluation methods with systems analysis. Economic, social and environmental sustainability means how these systems interact with each other. To manage such integration the evaluators need to provide evidence on what people need, together with evidence how far a particular solution would work for the present and the future. The methodology should be comprehensive to allow free expression of views by all stakeholders concerned and is a challenge for the evaluators.

Evaluation field building is the process of improving an organization's ability to use evaluation to learn from its work and improve results. Organizational evaluation approaches and practices need to be strengthened and improve the knowledge, attitudes and skills of individuals as evaluators. Competencies of evaluators are based on: coaching and training on principles and techniques of evaluation, experience in conducting evaluations, on the job training, use of tools and techniques appropriately and exchange of experiences among peers/different projects/different countries for the purpose of learning from each other.

Institutional capacity-building to accept change requires the attention of the participants of this Conference. Change that strengthens the organization's standing, influence, formal presence or ability to achieve its goals (e.g. government, civil society, Voluntary Organizations for Professional Evaluation (VOPEs)) and the ability to address the demands from the state/civil society/private sector and the community as and when necessary are essential capacities to be developed to meet the demand of evidence-based evaluations.

Conference participants could reflect on the principles and suggest strategies to ensure integration with human development practices to be included in the Global Evaluation Agenda 2016 to 2020, which contribute to developing national evaluation capacities to evaluate sustainable development. It is pertinent to consider how inclusion of the excluded, gender equity, and human rights could be included in the evaluation process. Integrity and ethics of evaluators are important aspects of moral character, which involves commitment to intellectual honesty and personal responsibility. How do we prioritize such elements for the Global Evaluation Agenda? Evaluation for accountability and governance are significant aspects on which capacity-building of evaluators need to be focused on and can be deliberated during the conference sessions.

Key challenges for NEC and IDEAS Conferences would be to look at: how policy change could be addressed to prevail positively for evidence-based decision-making, bridging the gaps between commissioners, practitioners and users of evaluation, how evaluators could provide evidence that improves lives of people in a more sustainable way, how the shift towards sustainability ensures that civil society and people can achieve a balance between

their economic, social and environmental needs for the present and the future and finally using data with government to hold the state accountable.

How to engage with people on future needs and how they see a sustainable balance emerging between their economic, social and environmental needs is an issue for evaluators to reflect upon (participatory evaluation approaches). Moreover, evaluators need to bring the time dimension into their evaluations in blending evaluation principles and practices to support the SDGs. The SDGs require evidence about continuity of such changes, which needs to be taken into account. How can we achieve this? In this context, what is the current progress on building skills on evaluation in the government, civil institutions (including grassroots, indigenous civil institutions and VOPEs) and academia? What needs to be strengthened and how? Can the beneficiaries/final target group decide on their own indicators? These are some issues that the conference participants could reflect upon with the prospect of integrating into the Global Evaluation Agenda 2016–2020.

Evaluating Sustainable Development

VINOD THOMAS
Director General of Independent Evaluation
at the Asian Development Bank

Among the three dimensions of sustainable development, past initiatives were largely skewed towards attaining high economic growth. The sole focus on attaining growth has invariably led to increasing inequality and, environmental and climate-change repercussions that threaten sustainable growth. One of the main challenges in evaluation is looking holistically and integrating these social and environmental issues in assessing growth.

Raising economic growth is the single first objective of policymakers. But, then, what about social inclusion and environmental protection in this growth paradigm? The earlier thinking was that these two are good to do and are good to have, but there is a trade-off that is hard to take.

Evaluation results have shown that projects with objectives incorporating inclusive growth and the environment have highly performed compared to those that have stand-alone objectives and were more likely to be sustainable over the future. This approach of many multilateral development banks puts emphasis on the three pieces of inclusive growth. However, if the belief is that growth itself depends on inclusion, then what is needed is not just any growth but growth that is more inclusive. In this case, this means generating growth that disproportionately includes, not benefits, the lower income strata in the growth process. In this aspect, inclusive growth is helpful for sustainability and investments in various kinds in social and natural capital will play a big role.

In principle, making growth more inclusive and sustainable is an assuring development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Providing a better quality of growth for sustainability requires that high growth be accompanied by quality standards that ensure broad-based benefits through gainful and productive employment; access to opportunities in health, education and social protection; and at the same time ensuring environmental quality that supports future growth.

Nevertheless, sustainable development remains a contentious, complex and dynamic paradigm. There are many considerations to take into account among which are the many trade-offs and policy issues at stake.

On methods for assessing sustainability, there are five strands to stress on with impact evaluation and benefit-cost analysis being an umbrella/overarching framework. These include impact evaluation examples on social protection, forest resource management and small and medium enterprise development; cost-benefit analyses that utilize market prices and externalities in looking at feasibility and sustainability of development projects; green accounting methods for better natural capital valuation; social impact analysis and harnessing participatory process in development planning and implementation; and safeguard compliance mechanisms that ensure development does no harm.

Rather than looking at a rigorous framework from either an impact evaluation or benefit-cost analysis, the more relevant approach would be to list the things that are important and that matter. We must take benefit-cost analysis more seriously and not hide under the premise of unquantifiable aspects that leads to setting these aside this significant information. It is important to always have benefits and cost in the same page in evaluation, which can objectively guide development planners and policymakers of towards sustainable development.

Lastly, an introspective look at evaluation is needed in the context of sustainable development. To remain relevant and effective, evaluation must not favour a risk-averse standpoint. Evaluation should encourage innovative thinking and methods that shepherd the dynamics of sustainable development. In addition, systematic identification, analysis and scaling-up of successful interventions are necessary actions to move forward sustainable development and growth. Related to this, an equally important activity is developing further evaluation capacity not only among established institutions but also on a country competency level. Implementation is expected to be the key test for the Sustainable Development Goals and monitoring and evaluation will be an important part given that the development initiatives will be country-led.

Opportunities in Evaluating Equitable and Sustainable Development in the Context of SDGs

MARCO SEGONE
Director, Independent Evaluation Office of UN Women;
UNEG Chair; Vice-Chair EvalPartner

Good morning to the Anglophone friends,
Bonjour a mes amis francophones,
Buenos dias a mis amigos latinos,
Bom dia para os meus amigos brasileiros,
Buongiorno ai miei amici italiani,
Guten Tag,
Assalamu alaikum,
Mi ha,
Zaoshang hao!

It is really a great pleasure to be here with all of you. Before starting I would like to congratulate Indran Naidoo from UNDP and Rob van der Berg from IDEAS, for really showing us the way we should all work. This is real partnership. I think this joint conference will be a milestone in the global evaluation community's history because it is really showing the power of coming together.

Also, before starting with my presentation, let me tell you what are the three organizations I am going to represent. UN Women is the UN agency for gender equality and empowerment of women; UNEG is the United Nations Evaluation Group, which is the network of evaluation offices of 46 different agencies where I am the chair of; and then, EvalPartners where I am the Vice-Chair, which is the global partnership for evaluation capacity development that brings together about 60 organizations from regional Voluntary Organizations for Professional Evaluation (VOPEs), UN agencies, multilateral banks, academies, civil society organizations, a few governments from the North, a few governments from the South, etc.

I have been asked to talk about the opportunities and challenges in evaluating equitable and sustainable development in the context of the Sustainable Development Goals (SDGs).

I would like to talk about the world we have and about the world we want to have, about equitable development, what we mean by that and how to get there. I will also talk about the SDGs as an opportunity and a challenge also for the evaluation community and about the best way forward.

The world we have versus the world we want to have: The reality is that we live in a sort of massive concentration of wealth. These two following indicators are quite and powerful and I guess you will not believe them but they are hard data:

- The richest 1 percent of the population owns 40 percent of the world's wealth, while the poorest 50 percent of the population owns only 1 percent of the world's wealth
- The world's three richest people own wealth equivalent to the combined GDP of the world's poorest 48 countries

I think these are quite striking indicators. You may say, well, this is only about the income; in the case of social development it is different. But if we look at the social development, the situation is not much different. I could present you all the different indicators related to the GDPs but just for the sake of time I picked two:

- 925 million people are still malnourished
- 1 in 3 women will be beaten, raped, abused or mutilated in their lifetimes

I am sure that our women colleagues here in the room really understand what the meaning of these indicators is. Let me open up small brackets mainly for my male colleagues. All of us have a mother, several have a wife, and some of us have a daughter. This indicator means that from a statistical point of few one of the three will be beaten, raped, abused or mutilated in their lifetime. These indicators are not indicators from the middle age or the pre-history, these indicators are from 2013.

Mainly, the idea is, the poorest are the ones who are suffering the most. The question is, is this the world we would really like or would we like a world where there is equitable development for equitable societies? Would we like a world with all rights for all human beings everywhere, at any time? I guess you would agree that this is the kind of world we would like to have. The question is, how can we get there? We could get there by prioritizing the most deprived. We should avoid to be like it is pictured in the comic where a bird, a monkey, an elephant, a penguin, a fish, a seal and a dog are in front of a judge who says: "For a fair selection everyone has to take the same exam: Please climb the tree behind you." Obviously, this is not fair.

It is very important that we always take into consideration that there are different population groups in the world within a country within a community, which are in different situations. And different situation means different treatment, if we really want that everybody can enjoy the same rights. Therefore, it is very important to prioritize the most disadvantaged.

But there is also some good news: Several countries recognize the importance of equitable development as does the international development community. More and more countries are implementing social, public policies exactly to try to decrease the gap between the best of groups and the worst of groups.

We have already heard during the last two days that last month 192 states met in New York at the General Assembly of the United Nations and officially committed to achieve the SDGs. This has been the General Assembly with the highest attendance of heads of state or government of the life of the United Nations. There have also been a lot of leaders from the private sector, national society organizations, academia etc.

Now, you may say, yes we already had the Millennium Development Goals (MDGs), so what is the difference. There are five things, which are different in the SDGs:

First, how the process of the SDGs has to be identified: In the last two years, all the governments of the world have been negotiating and discussing how the SDGs should be. But not only government, also civil society, private sector etc. have been very much involved in this discussion, even individual citizens. For the first time eight million people have voted what are the most important SDGs to them. That means, because of this inclusive and participatory process, each country will have to adapt the SDGs to their own national context. The key idea is the level of ownership will be much stronger than how it was for the MDGs.

Second, the SDGs are universal. They are not only for developing countries as mainly the MDGs have been. If you remember, seven of the eight goals were mainly for developing countries while only one was for developed countries. In the case of the SDGs there is no country in the world – like Rob van den Berg said in his opening speech two days ago: From now on, there is no developing country any more in the world.

Third, the SDGs are comprehensive and integrated. A few months ago, the *Economist* was very critical towards the SDGs, saying that there are too many, who is going to achieve 17 goals, we are going to dispatch the attention of countries, it was much better before with the eight MDGs and that it would be much better to communicate eight goals instead of 17 goals. I would agree with them, from a communication point of view, it is obviously much easier to communicate eight instead of 17 goals. And probably, if I would ask if you could name the 17 goals, I am not sure if there would be many people who would be able to do so. This is why the UN came out with the 'five P': people, prosperity, planet, peace, and partnership. That is what the SDGs are about. People, meaning social development; prosperity, meaning inclusive economic development; planet, meaning environment, climate change; then, there is recognition that social, economic and environmental development is impossible without peace. A recognition of peaceful societies, a recognition of the importance of trying as much as possible to avoid wars because otherwise they would have a significant negative impact on people, prosperity and the planet. There is also recognition that due to the comprehensiveness and the integration of the SDGs, this will only be achievable through partnership. There is no single country, no single organization, no matter how big or powerful, that would be able to do it alone.

Going back to the content, there is a complexity at the SDGs – they are related to each other in a dynamic way. They are integrated and interrelated. Now, what is the implication for evaluation? Are we going to evaluate complex and interdynamic environments with the traditional linear simple static logframe approach?

Fourth, gender equality and reduced inequalities are two SDGs. This has been to move into the mainstream through these two stand-alone goals. The principle of no one left

behind is the key principle informing the entire SDGs and mainstreamed through the entire agenda structure which is organized into four chapters: Declaration, where you have the vision and shared principles; the SDGs; the implementation; and very important to us as evaluation community, the follow-up and review mechanism fully integrated in the agenda.

The fifth big difference, a robust, effective, inclusive and transparent follow-up and review framework, operating at the national, regional and global levels. The principles for this process are voluntary and country-owned; open, inclusive and transparent, and support the participation of all people and all stakeholders; build on existing platforms and processes, avoid duplication, respond to national circumstances; and rigorous and based on evidence, informed by data which is timely, reliable and disaggregated.

Most important for us as evaluation community is that the follow-up and review mechanism should be informed by country-led evaluations and that it calls for strengthening national evaluation capacity.

Thanks to the advocacy work, led by UNEG in partnership with several organizations, evaluation is now officially integrated in the SDGs since it has not been so at the first draft. This is a big opportunity for us since all the 192 governments signed this. But then we also have to face challenges:

- How to evaluate equitable development interventions?
- What are the evaluation questions to assess interventions are relevant and are having an impact in decreasing inequity and are achieving results for the worst-off groups?
- What are the methodological, political, social and financial implications in designing, conducting, managing and using evaluations responsive to social equity and gender equality?
- How to strengthen the capacities of governments, civil society organizations and parliamentarians to evaluate the effect of interventions on equitable outcomes for marginalized populations?

When we talk about gender equality and gender-responsive evaluation, we are not talking about a new approach. The definition is like any of the evaluation definitions with the difference that the focus is on equitable, gender equality and women empowerment: An assessment made of the relevance, effectiveness, efficiency, impact and sustainability of interventions on equitable development results, with a specific focus on gender equality and women's human rights.

One very strong aspect is to also look at structural bottlenecks and power relationships. Also, the evaluation process itself should be an empowerment process for the most disadvantaged groups.

Challenges again are:

- How to evaluate the SDGs with an equity and gender lens?
- How to evaluate the complexity of the SDGs?
- How to strengthen the NEC?

The way forward: As I said earlier, there is no single government that can do it alone. This is why EvalPartner was launched in March 2012 – after UNICEF invited the International Organization for Cooperation in Evaluation during the African Evaluation Association conference in Ghana – to strengthen evaluation capacity and declared 2015 as the International Year of Evaluation (EvalYear) at the last NEC conference in Brazil in 2013. 2015, the EvalYear is a global bottom-up movement that was recognized by the UN General Assembly. The main idea of the EvalYear was to advocate and promote demand and use of evaluation in evidence-based policymaking and position evaluation in the policy arena. A global movement, which goes from the UN General Assembly to ministers to young evaluators in several countries. This movement will culminate in about three weeks' time to the Government of Nepal. There will also new initiatives be launched: The Global Parliamentarian Forum for Evaluation, new networks – EvalGender+, EvalYouth, EvalSDG and the Global Evaluation Agenda for 2016-2020 which is the product of the work of all of us. Because evaluation should be an agent of change for the world we want, and it will be on each of us to make this dream the reality, hopefully even before 2030. Therefore, I would like to encourage you to be an ambassador of evaluation within your organization, your country, your institution to make the ultimate goal of evaluation a reality to try to change the world from what we have now to what we would like to have in the future.

Overarching Papers

Ideas from IDEAS for the Bangkok Principles

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The Global Assembly 2015 of the International Development Evaluation Association (IDEAS) was organized in parallel with the Fourth National Evaluation Capacities (NEC) Conference. This was a source of excitement to both IDEAS and UNDP, charged with organizing the NEC conference. Not only did we ensure three plenary keynote addresses that would be an important input into both conferences, but we also aimed for a series of joint sessions that would explore issues of importance to both groups of participants. These joint IDEAS/NEC sessions were highly appreciated according to the satisfaction ratings provided by participants in evaluation surveys. Most importantly, both conferences were, each with a unique perspective, focused on the major challenge for evaluation in the next decade: the paradigm shift towards sustainable development, incorporating social, economic and environmental perspectives in long-term development.

One of the reasons to have these two conferences run together was to make use of the synergy between our respective groups of participants and our goals for the conferences. While both conferences had many subgoals and their own traditions to incorporate (both being the fourth of the series), in general we felt that IDEAS should focus on the challenge of evaluating sustainable development, and NEC on the consequences of the Sustainable Development Goals (SDGs), approved just a month before in New York by the General Assembly of the United Nations, for governments to take up in their evaluation policies. IDEAS would focus on what the professional evaluation community would need to do and need to incorporate into its toolbox to be ready for a world focused on social, economic and environmental sustainability, and NEC would focus on priority setting, policymaking, institutional needs and the role of evaluation in thinking through what the SDGs would mean for the country.

Given that this book focuses on the proceedings of the NEC conference, it would be good to introduce IDEAS. It is the only global evaluation association for individual members. It is also the only association focusing on development evaluation. It exists since 2002, when IDEAS was born in Beijing. Currently we have around 900 members, from many countries all

over the world. Our aim is to work on professional norms and standards, on capacity empowerment, and exchange of knowledge and experience. We are a truly global network, a community of practice on evaluation of development. Our biennial global assemblies provide us with a platform to meet and discuss current developments. In the current series, this is the fourth such assembly. All three previous assemblies have led to authoritative publications, often cited, edited by my predecessor, Dr. Ray Rist. The last conference was focused on inequity: a subject that has returned to the limelight in the SDGs. We hope that the book *Poverty, Inequality, and Evaluation: Changing Perspectives*, edited by Ray C. Rist, Frederic P. Martin and Ana Maria Fernandez will become much used in discussions about these issues in evaluation in the coming years.

The 2015 Global Assembly invited evaluation professionals to discuss two major challenges. The first one is that the concept of development is changing dramatically. The SDGs have a universal meaning and are aspirational for all countries. They recognize that all countries should unite behind these common goals. We cannot split the world into three worlds anymore: the SDGs do not recognize a first world, a second world and a third world. So what has remained? What are we to call our countries? To turn the world into an economically, socially and environmentally sustainable one, we need to recognize that in the new paradigm, all countries in the world are developing countries. So this was the first major challenge for IDEAS participants.

The second major challenge is on evidence. The current focus on evidence that evaluations may bring to support or change policies and programmes is often on what works, 'here and now'. Taking the needs of future generations into account, we also need to find evidence on what works 'there and then'. We have many excellent and rigorous scientific tools and methods available to do this. We have sciences that look into the distant past, like astronomy, archaeology and geophysics. We have scientific theories and tools that look into the future, like risk assessments, rigorous forward-looking scenarios and systems analysis. As evaluators we need to start incorporating these tools and methods. This was the second challenge we aimed to tackle in the 2015 Global Assembly: we need to have evidence both on the 'here and now', and on the 'then and there'.

Our aim was to translate our discussions into insights that could be incorporated in the Global Evaluation Agenda 2016-2020. IDEAS was one of the promoters of this agenda and of the International Year of Evaluation. Coordinated by EvalPartners and in partnership with the International Organization for Cooperation in Evaluation (IOCE), UNEG and UN Women, IDEAS supported a global consultation to shape the Evaluation Agenda 2016-2020, addressing four questions on how to ensure that professional evaluators have the capacity and the mandate to produce good-quality, context-relevant, equity-focused, and gender-responsive evaluations. This consultation was posted on the EvalPartners website and circulated globally, leading to discussions in many conferences, including the 2015 IDEAS Global Assembly. IDEAS Vice President Susan Tamondong actively facilitated a global discussion on the third question regarding the skills and competencies of professional evaluators and what they would need to play their role in evaluation; she also participated in the writing of the final draft Global Evaluation Agenda.

IDEAS operates through thematic interest groups and they played an active role in developing the programme of the 2015 Global Assembly. Parallel streams of presentations of evaluation experiences and challenges were discussed in sessions on education, health, gender and equity, impact, monitoring and evaluation systems and capacity, climate change, and, initiated at the assembly, a new thematic group on resettlement issues, focusing on evaluation of forced resettlement due to development, natural disasters or climate change. Several special sessions took place, among them one dedicated to the challenges facing the evaluation community in evaluating sustainable development.

The experiences discussed and ideas generated during the many sessions will be further explored in a substantive publication on the best of the 2015 Global Assembly, while the presentations and papers that present intermediary work will be published on the website of IDEAS. For the NEC conference and this publication of proceedings, it is sufficient to note that while governments are getting ready to think through national priorities in the light of the SDGs and the important role of evaluation, professional evaluators are thinking through how past experiences and new developments will enable the evaluation profession to respond to the challenges governments, policymakers, civil society and the private sector involved in sustainable development will pose them.

Special mention should be made of the sessions organized on capacity development. Young and emerging evaluators discussed their experiences in the profession so far, and the difficulties and challenges they encountered. In a special session chaired by board member Awuor Ponge, IDEAS announced its intention to run a mentoring programme for young and emerging evaluators. The lack of career opportunities for young evaluators was highlighted in several experiences and emerged in other sessions. It seems that currently there are opportunities for young evaluators to work as evaluation analysts, to provide data and logistical support to evaluations, and there is a definite demand for experienced and skilled evaluators, but the career path from one to the other is unclear. While IDEAS as a professional association cannot solve these issues, it can certainly ask attention for them and lobby for the interests of young and emerging evaluators. Another special joint session took place on the potential role of various forms of credentialing to ensure recognition of the profession and provide assurance on quality and ethics of evaluation professionals.

In the preparation of the Bangkok Principles, IDEAS provided strong support in the draft principles for the need of country-driven priority setting and country-led evaluation systems. There is a strong global perspective in the SDGs, focusing on global issues such as ensuring that our planet will be able to sustain humanity with food, clean air, clean water and other ecosystem services, as well as peace and security and global partnership. These challenges need to be translated to specific country circumstances – I have maintained and will continue to do so, that countries like Switzerland and Bolivia will be less focused on the threat of rising sea levels, while the Small Island Developing States tend to be less concerned about the sustainability of mega-cities. On the substantive side, the SDGs need a country-specific translation, which the NEC conference provided an important additional push towards.

Our focus was on including elements of professionalism in the Bangkok Principles – our aim was to help and support the evaluation profession in its further development. Or, as

the principles state: "As professionals of development and evaluation, we seek to attain and uphold the highest standards of ethical conduct and professionalism." As specific points of attention, in line with the discussions at the 2015 Global Assembly, emphasis was put on the need for:

- Establishing frameworks of formal competencies and professional evaluation standards;
- Establishing evaluation training programmes within academic and public sector professional training institutions;
- Creating opportunities for local, young and emerging evaluators;
- Supporting national, regional and global evaluation professional organizations.

IDEAS will continue to contribute to further thinking on these issues. While the world is facing a challenge in thinking through how social, economic and environmental sustainability can take shape, the evaluation profession is facing the challenge on how it can provide support to these efforts, by ensuring ethics and professionalism in bringing evidence to bear on progress towards the SDGs.

From Millennium Development Goals to Sustainable Development Goals: Challenges and Opportunities for the Evaluation Community

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At a United Nations Summit in September 2015 Member States adopted the 2030 Agenda for Sustainable Development, "a plan of action for people, planet and prosperity" which "seeks to strengthen universal peace in larger freedom". The 2030 Agenda commits all countries and all stakeholders to work together to "free the human race from the tyranny of poverty and want and to heal and secure our planet" to address inequality and injustice and to ensure "that no one will be left behind."[5]

The 2030 Agenda presents an integrated plan of action with a Vision and Principles for Transforming our World as set out in the Declaration; a results framework of 17 Sustainable Development Goals (SDGs) and 169 targets which set out quantitative and qualitative objectives for the next 15 years; a Means of Implementation and Global Partnership; and a Follow-up and Review process.

The SDGs formulation process included extensive consultations including 88 national consultations and 11 thematic dialogues for the 'World We Want' and the My World Survey gathering votes from more than 8 million people across all countries.[6] The follow-up and review framework calls for accountability of people, national ownership and country-led processes. Evaluation practice will provide an important means to raise the voice of stakeholders and to inform, support, measure and assess development efforts around the SDGs.

This paper will briefly discuss the main differences between the Millennium Development Goals (MDGs) and the SDGs, lessons learned from implementing the MDGs and then outline some of the implications, challenges and opportunities of the 2030 Agenda for development cooperation and in particular for the evaluation community. It will also briefly present the joint United Nations Development Group (UNDG) approach to

5 Available at <https://sustainabledevelopment.un.org/post2015/transformingourworld>.

6 <http://www.beyond2015.org/world-we-want-2015-web-platform> and <http://data.myworld2015.org>.

FIGURE 1. THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT AND SDGS

Source: UNDG *Mainstreaming the 2030 Agenda for Sustainable Development – Reference Guide to UN Country Teams – February, 2016*

mainstreaming and implementing the 2030 Agenda called 'MAPS' (Mainstreaming, Acceleration and Policy Support).[7]

FROM MILLENNIUM DEVELOPMENT GOALS TO THE SUSTAINABLE DEVELOPMENT GOALS – WHAT IS NEW?

There are three fundamental differences between the 2030 Agenda and the MDGs.[8] First, the 2030 Agenda has a much wider scope, going beyond the largely 'social' goals of the MDGs, taking into full consideration the need for economic, social and environmental sustainability and recognizing the importance of peaceful societies. The breadth of the 2030 Agenda implies a need to go beyond silos and take an integrated approach to development interventions. With the MDGs, the question was: what are the goals that are lagging the most, what are the gaps, and how can we fill them? With the SDGs, the question becomes: what are the actions required to accelerate progress across a broader range of interlinked goals? Addressing this question requires thinking through the connections and synergies across the goals and pointing out how actions in one area draw dividends in other. Tools are also required to assess and manage trade-offs. In this context "evaluation methods will need

7 UNDG. 2016. *'Mainstreaming the 2030 Agenda for Sustainable Development – Reference Guide to UN Country Teams'. February 2016.*

8 This section is adapted from UNDP. 2016. *UNDP Support to the Implementation of the 2030 Agenda for Sustainable Development*, UNDP Policy and Programme Brief. January 2016.

to determine whether the right choices were made to achieve possibly conflicting desirable outcomes, and how the different outcomes should be valued."[9]

Second, the 2030 Agenda is a much more ambitious agenda aspiring towards the elimination of poverty with universal access to health and education. Eliminating poverty and ensuring universal access to health and education require addressing the root causes of the last mile of exclusion and deprivation which are often deeply embedded in economic, social and political disenfranchisement. Third, the 2030 Agenda is universal, applying to all countries, to all people with an implicit recognition that international collective action will be required to achieve the SDGs.

LESSONS LEARNED FROM MDG IMPLEMENTATION

One of the lessons of MDG implementation was that early strategic planning is important in laying the groundwork for long-term progress, as putting in place priority actions at an early stage can have multiplier effects on development outcomes. Targets associated with the MDGs were only shaped over time while financing the MDGs was discussed in Monterrey two years after the Millennium Declaration. So the inclusion of a detailed results framework and means of implementation in the 2030 Agenda presents an opportunity for early action.

The 2015 MDGs report highlighted that "the MDG monitoring experience has clearly demonstrated that effective use of data can help galvanize development efforts, implement successful targeted interventions, track performance and improve accountability." The MDG framework also strengthened the use of robust and reliable data for evidence-based decision-making with many countries integrating the MDGs into their national priorities and development strategies.[10] Country ownership, leadership and participation of a wide range of stakeholders have been vital for MDG progress and to ensure accountability.

However, while much has been achieved during the MDG implementation period, a key criticism of the MDGs was that there was insufficient attention on generating evidence on achievements and learning from challenges.[11] Much greater focus has been on monitoring and reporting with many countries publishing national and also subnational MDG progress reports, while evaluation of what policies and interventions have worked (or not) were often only conducted at a later stage and as part of designing MDG Acceleration Frameworks.

MDG progress was largely tracked at aggregate level, masking huge disparities in performance and disguising rising inequalities. Moving forward to ensure that no one is left behind, a better understanding of why and how certain policy choices and interventions affect different segments of society will be imperative. Recognizing that "only by counting the uncounted

9 'Evaluation Beyond 2015: Implications of the SDGs for Evaluation', blog by Caroline Heider, Independent Evaluation Group, World Bank, 15 September 2015 available at: <http://ieg.worldbank.org/blog/evaluations-beyond-2015-implications-sdgs-evaluation>.

10 United Nations. 2015. *The Millennium Development Goals Report 2015 – Measure what we Treasure: Sustainable Data for Sustainable Development*, United Nations, p. 10.

11 See EvalSDGs at <http://www.unicef.org/evaluation/files/EvalSDG_Overview_Paper_8-12-15_1-pager.pdf>.

can we reach the unreached"[12], SDG targets should be met for all nations, peoples, segments of society and "reach the furthest behind first". There is a commitment (target 17.18) to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographical location and other characteristics relevant to national contexts. Many of the SDG targets include both quality- and outcome-based targets such as target 4.1. *by 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes.* Progress against these targets will be challenging to assess.

The launch of the new Global Partnership for Sustainable Development Data in Addis Ababa is a promising first step. Target 17.19 of the SDGs also calls for developing *measurements of progress on sustainable development that complement gross domestic product, and support statistical capacity-building in developing countries.* New, innovative ways of collecting and disseminating data, big data and the 'data revolution' present new opportunities but also challenges to the monitoring and evaluation community. Real-time data are needed to deliver better decisions faster.[13] Moving forward much stronger links between those who produce data and those who use data, between data systems and decision-making processes, as well as significant investments not only into capacity-building for data, monitoring and reporting but also into evaluation capacity are needed.

The universal nature of the 2030 Agenda and the changing dynamics of development finance and development cooperation also present an opportunity to move from donor-driven to country-led monitoring and evaluation. There is growing awareness of the importance of people's engagement in monitoring and evaluation and accountability mechanisms including through social accountability tools and peoples report cards,[14] a process that is greatly facilitated by the increasing coverage of cellular networks and mobile phone ownership.

AN INTEGRATED APPROACH TO IMPLEMENTING THE 2030 AGENDA – MAPS

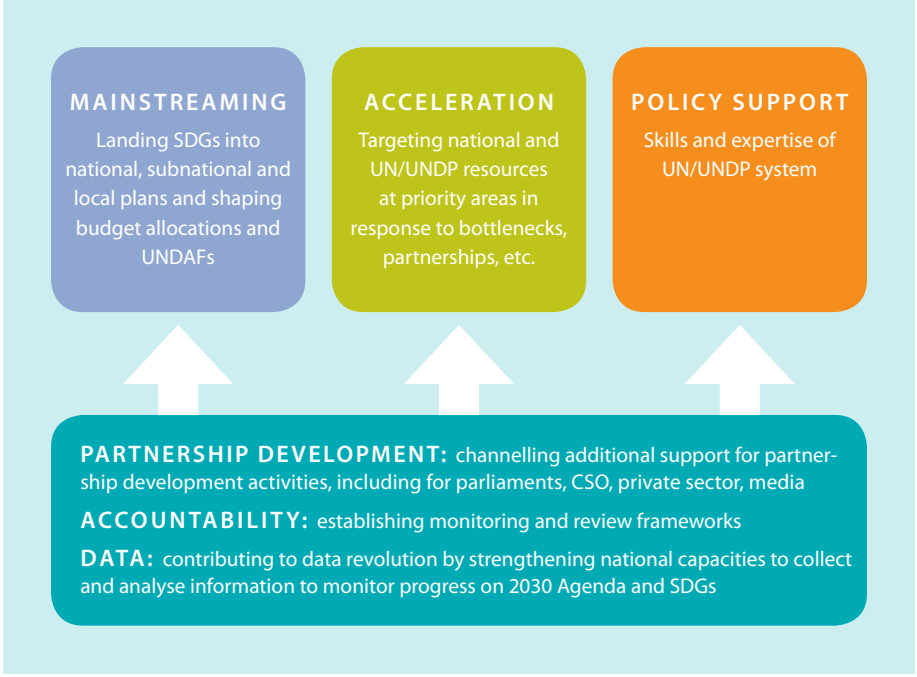
The 2030 Agenda places a strong emphasis on each national government defining and measuring its own objectives and targets. The SDGs and targets are defined as aspirational, global in nature and universally applicable with each government setting its own national targets guided by the global level of ambition but taking into account national circumstances. Some countries have already started to translate the 2030 Agenda into national strategies, policies and budgets. UNDP, together with other UN agencies and development partners, has been facilitating this process in many countries.

12 ibid, p.11.

13 See, for instance, the Global Pulse initiative which is working to promote awareness of opportunities of 'big data' for relief and development, forge public-private partnerships, generate high-impact analytical tools and approaches through networks of Pulse Labs and drive broad adoption of innovations across the UN System. For further information: <http://www.unglobalpulse.org>.

14 See, for instance: <https://www.globalcitizen.org/en/campaign/peoples-report-card/>.

FIGURE 2. MAPS: MAINSTREAMING, ACCELERATION AND POLICY SUPPORT FOR THE IMPLEMENTATION OF THE 2030 AGENDA



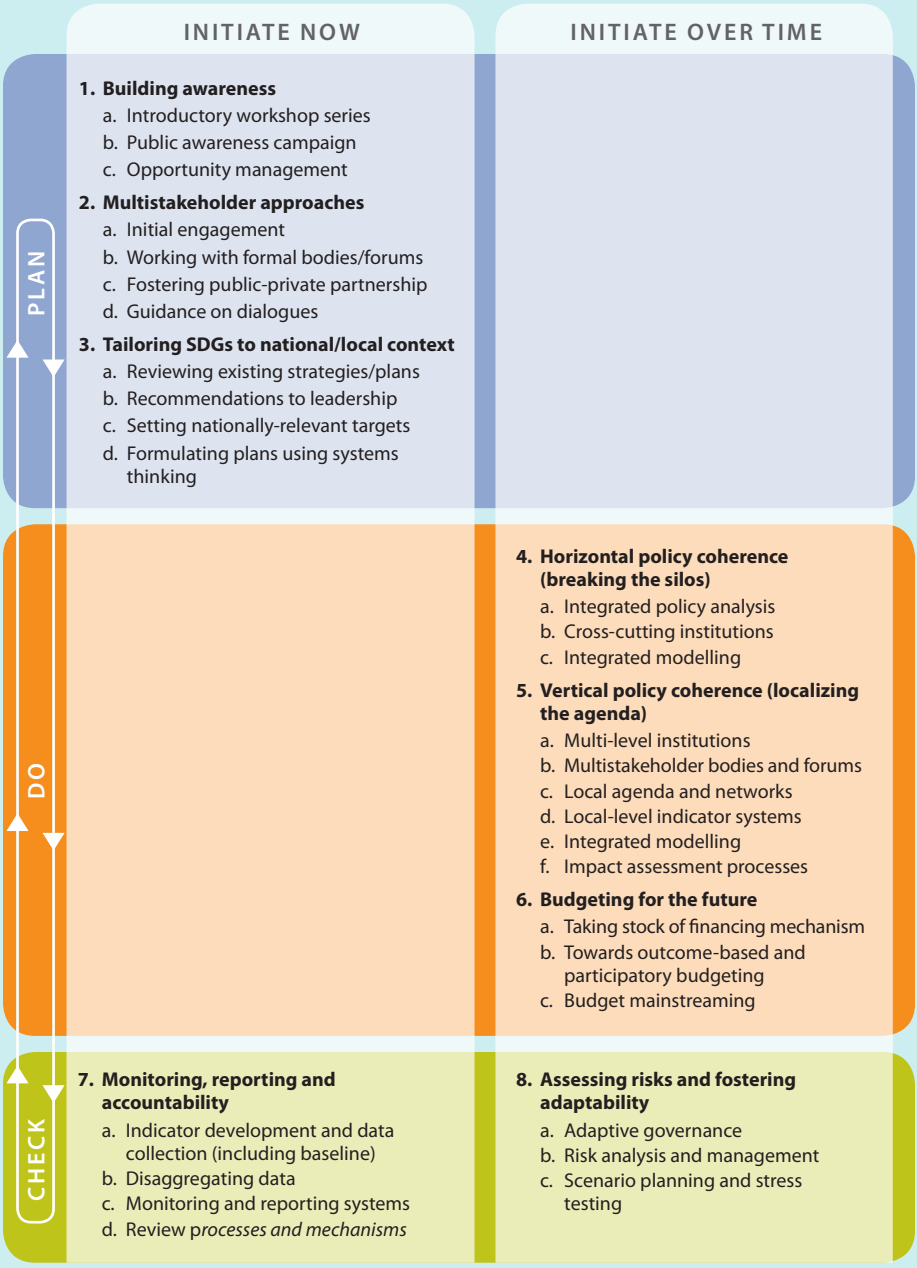
Source: Adapted from UNDG. *Mainstreaming the 2030 Agenda for Sustainable Development – Reference Guide to UN Country Teams – February 2016*

In response to Member States' request for a coherent and integrated approach from the UN development system for implementing the 2030 Agenda, UNDG developed a common approach under the acronym MAPS (Mainstreaming, Acceleration and Policy Support). The approach focuses on policy coherence (both vertical and horizontal), multistakeholder engagement, paying special attention to cross-cutting elements of partnerships, data and accountability. Capacities for both effective monitoring and evaluation of SDGs have to be built early into national SDG frameworks/roadmaps for implementation and related planning, budgeting and policymaking processes. This will facilitate accountability of the process while also facilitating greater policy coherence and better policy choices.

Evaluative thinking, learning and innovation will need to inform the roll-out of MAPS in countries. Evaluation can provide the context to data and collect evidence on what works and what does not, for whom and in what circumstances, and offers evidence-based guidance to help strengthen development results, ultimately contributing to improved accountability.

"Policies and programme design need to include evaluation to test response strategies and use real-time feedback to make necessary changes. Independent evaluation can assess how effective these feedback loops are working as well as take a dispassionate look at results

FIGURE 3. THE 2030 AGENDA MAINSTREAMING GUIDANCE AREAS



Source: UNDG. *Mainstreaming the 2030 Agenda for Sustainable Development – Reference Guide to UN Country Teams – February 2016*

and performance."[15] Policy choices and resource allocation decisions need to consider their impact on all three dimensions of sustainable development – economic, social and environmental. For instance, economic policies and investment decisions need to carefully consider the impact they have on social and environmental issues. Strategies, policies and investment decisions need to be continuously reviewed and evaluated to inform policymaking processes, most importantly to inform prioritization and to allow for continuous adjustments and learning.

To support countries in this process, UNDG has developed implementation guidance for the mainstreaming process outlining eight areas as per Figure 3.

Careful reflection of lessons learned during the implementation of the 2030 Agenda and making timely corrections along the way will be integral to an effective follow-up and review process. Applying multistakeholder approaches will be key to this.

Evaluative thinking will also be key to *Assessing Risk and Fostering Adaptability* (point 8) which stresses the importance of identifying risks and emerging issues, and adapting to them.

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15 'Evaluation Beyond 2015: Implications of the SDGs for Evaluation', blog by Caroline Heider, Independent Evaluatién Group, World Bank, 15 September 2015, <http://ieg.worldbank.org/blog/evaluations-beyond-2015-implications-sdgs-evaluation>.

Insights on National Evaluation Capacities in 43 Countries

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At the UNDP-sponsored Third National Evaluation Capacities (NEC) Conference (São Paulo, 2013), national government representatives from 60 countries – including 43 UNDP programme countries[16] – discussed solutions to challenges related to evaluation independence, credibility and use. The participants developed and signed 18 commitments (the 2013 NEC Commitments) to enhance national evaluation capacities and to encourage accountability by calling on countries and NEC participants to commit to actions and collaboration.[17]

As a follow-up on these commitments and also as a preparation for the Fourth International Conference on National Evaluation Capacities (Bangkok, 2015), the Independent Evaluation Office (IEO) has undertaken a study which documents the current state of national evaluation capacities and existing institutional set-ups in the 43 UNDP programme country signatories of the commitments. Documenting existing capacities will enable the assessment of progress made towards fulfilling these evaluation needs in the future.

'Capacities' refer to a national government's technical capacities and current institutional settings, including the legal frameworks in place, the organizational structures in which evaluation is (or is not) inserted and the existing individual technical capacities that make up the enabling environment. The term 'capacity' refers to creating an 'enabling' environment in which evaluations can be determined or required and the way in which they are used as a credible and independent function to inform national-level decision- and policymaking.

16 Countries in which UNDP has programmes.

17 These unofficial commitments were not signed by official government representatives. Rather, they represent key areas of intervention for government representatives, policymakers and practitioners as expressed during the Third NEC Conference.

This study is a descriptive, factual document (as opposed to an evaluative assessment) and focused on compiling and assembling a collection of resources by country to serve as a foundation upon which to build a more comprehensive baseline study. Assessment data was collected through a desk review of primary and secondary source documents and information downloaded from the Internet, complemented and validated through a consultation process involving an online survey of UNDP country offices and representatives of government and voluntary organizations for professional evaluation from each country.

The study revealed a variety of institutional settings and legal frameworks among the countries analysed. Many combinations are in place, reflecting a variety of government interests, political contexts and national developmental stages.

NATIONAL EVALUATION POLICIES

There are many variations of legal framework (or 'national evaluation policy') implementation. Some countries (e.g. Benin, South Africa, Uganda, and Uruguay) have a national evaluation policy; others lack a specific evaluation policy but do have national evaluation legislation. Many countries (e.g. Colombia, Malaysia, Mexico) formalize (or semi-formalize) the legal frameworks upon which evaluation functions are built or structured. Some countries (e.g. Costa Rica, South Africa) have a specific national evaluation system in place. There are also a number of countries, which do not yet have a national evaluation policy, but have proposals or draft policies waiting for legislation (e.g. Bhutan, Kenya, and Niger).

INSTITUTIONAL SETTING

National governments exhibit diverse institutional settings. In almost all countries, international donor pressure and requirements for evaluation have facilitated the creation of a minimum structure (e.g. Afghanistan, Ethiopia). In many cases, even if donors conduct the evaluations themselves, national governments have a unit or division tasked with monitoring this work.

Some national governments have developed sophisticated structures and policies, incorporating mechanisms to ensure that evaluation processes are both credible and independent. Such structures also aim to ensure that evaluation results are useful and used for decision-making and that they actually assess the performance, impact and effectiveness of their programmes (e.g. Colombia, Mexico).

Many countries' ministries of planning have evaluation units tasked with monitoring; many of these units evaluate national plan implementation (e.g. Brazil, India, Malaysia, and Nepal). In many cases, decentralized evaluation units exist across line ministries to facilitate this work, such as in the ministries of social development, education and health.

A central evaluation unit is not the only possible institutional arrangement; such arrangements are usually a function of the size and nature of government structures and country contexts. Given the complexities in formulating institutional settings, centralized units seem to work well in some cases, while in others a decentralized evaluation unit enables a variety of perspectives on evaluation work and research.

EVALUATION USE

In general, evaluations are used widely. Many countries that do not have a national evaluation policy nonetheless use evaluations on an ongoing basis; the lack of a national policy is not an indication that evaluations are not used.

The survey results reveal that 13 of the 43 countries do not conduct national-level evaluations (Albania, Argentina, Brazil, Cameroon, Dominican Republic, Guatemala, Lebanon, Niger, Pakistan, Panama, Russia, Suriname, Tanzania), although survey respondents in some countries (e.g. Cameroon, Guatemala, and the Kyrgyz Republic) referred to evaluations conducted by donor agencies on national government programmes as national-level evaluations. Certain countries, including some of the 13, conduct sectoral evaluations of national programmes, evaluations of national development plan projects and produce reports on progress towards achieving plan goals and targets. There is often a general perception that these are also national-level evaluations.

Almost all countries are making efforts to promote the use of evaluations either by parliamentarians, voluntary organizations for professional evaluation, universities, international donors or other stakeholders. Numerous countries have a national evaluation society (and some have more than one). In some countries, administrative reform is pushing for modern management techniques that incorporate evaluation (e.g. Lebanon). In contrast, some governments (e.g. Albania, Burundi, Egypt, and Russia) do not show much work in evaluation use.

Several issues that limit the use of evaluation have been identified. For example, some national governments have used evaluation as a political mechanism or as a marketing tool to assess the performance of programmes that are political priorities.

Technical evaluation capacities are important for all governments. Many have invested in developing monitoring and evaluation (M&E) capacities, guides and methodologies to implement a variety of evaluation processes. Some evaluation units have managed to gain full respect for the quality of their work due to the level of staff expertise. In contrast, some governments lack the requisite evaluation capacity even if there are calls for M&E of national development plans.

Stakeholder Involvement – Many governments require the involvement of representatives of the programmes being evaluated. Some governments have structures in place to enable programme beneficiaries to participate in evaluation processes. Many countries post their evaluation reports on the Internet. In contrast, some restrict public access to evaluation information.

Budgets – National budgets often limit evaluation processes. There are situations in which budgets are in place but are insufficient to conduct the full range of evaluation work. There are also situations in which although evaluation units ostensibly have their own evaluation budgets, the resources are not in fact available. Ultimately, budgets are highly influenced by government politics.

Gender, Ethnic and Cultural Issues – Although some evaluations consider gender issues fairly well, many evaluations limit their treatment to merely including sex-disaggregated

data. With a few exceptions, evaluation work seldom considers ethnic and cultural issues (the exceptions include instances where it is the main focus of the evaluation).

Donors – In some countries, donors had an impact on the success of government M&E systems. In addition to establishing new or stand-alone M&E units, international donors have been pushing for broader public-sector and administrative reforms in support of improved transparency, accountability and good management.

In conclusion, it is important to understand that the fabrics out of which countries and national governments are made of are not uniform. Several shades exist and there is need to think about granularity. These granular aspects of 'national' evaluation capacities are complex and intrinsically linked to each country's development agenda, and therefore need to be taken into consideration and incorporated into the development of future evaluation agendas. This study found relationships between the stage of democratic governance in the countries surveyed and their governments' capacities to conduct evaluations and to ensure the independence, credibility and use of the evaluation results.

Global Evaluation Agenda 2016-2020

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The importance of evaluation. Increasingly individual professionals, organizations, countries, regions and global organizations understand and acknowledge the role that evaluation can play in contributing to effective governance. Evaluation provides evidence and realistic analysis that influences policymakers, as well as wider public opinion. Evaluation helps to ensure that public policies, programmes, and processes are informed by sound evidence and lead to effective and equitable results, thus improving people's lives.

The importance of evaluation was further highlighted in the context of the Sustainable Development Goals (SDGs), also called the Global Goals, crafted through the largest consultation process ever documented by the United Nations. "Transforming Our World: The 2030 Agenda for Sustainable Development" states that review of the SDGs will be "rigorous and based on evidence, informed by country-led evaluations"; and it also calls for the "strengthening of national data systems and evaluation programmes".[18] It is clear, then, that evaluation as a tool for effective governance is increasingly becoming respected and implemented.

EvalYear 2015 culminates in the preparation of EvalAgenda2020. In 2014, EvalPartners, with the International Organization for Cooperation in Evaluation (IOCE) and the United Nations Evaluation Group (UNEG), with other partners started a global, multistakeholder consultative process to raise the voices of evaluators, participants in evaluation and users of evaluation results to identify key focus areas for a 'Global Evaluation Agenda' for 2016-2020 or EvalAgenda2020. In parallel to the consultation for the SDGs, the evaluation community worked hard to have 2015 declared as the Year of Evaluation or 'EvalYear 2015'. These efforts were successful and during 2015, dialogue continued face-to-face in over 92 global, regional and national EvalYear 2015 events,[19] with each event invited to contribute additional ideas to EvalAgenda2020.

18 For the SDGs, see <http://www.un.org/sustainabledevelopment/sustainable-development-goals/>.

19 EvalYear events are listed at <http://mymande.org/evalyear/evaluationtorch2015>.

The Bangkok Declaration, 2015, from the joint International Development Evaluation Association (IDEAS) and UNDP-supported National Evaluation Capacities (NEC) Conference added the voices of national governments and evaluation practitioners worldwide.[20] Each event passed to the next event an Olympic-style 'evaluation torch' to symbolize that the consultation was enriched by each additional event, culminating at the Global Evaluation Forum held in Kathmandu, Nepal the last week of November 2015. The Forum aimed to bring together key stakeholders to finalize EvalAgenda2020.

A Values-based Agenda. EvalAgenda2020 is important in many ways: it is of a **participatory nature** as it was developed in consultation with the global evaluation community. Months of online consultation on top of face-to-face dialogues around the world ensured valuable inputs and participation of professionals from all corners of the globe: there is an *ownership of the agenda* by those who contributed to its development as well as anyone interested in taking part in implementation. There is an *implementation focus* as any individual, any organization, any government or interested party can contribute to implementation of any part of the EvalAgenda2020 by implementing relevant evaluation initiatives in respective geographies as long as it aligns with the key values of *equity, gender equality, and social justice and on shared principles of partnership, innovation, inclusivity, and human rights.*

The consultation for EvalAgenda2020 has shown that evaluation, in order to reach its fullest potential, must combine effective methods and techniques **and** the values that drive policies geared to the public interest. That is, we collectively support evaluation as a value-driven tool for improved policymaking, governance, programme design, programme implementation and ultimately, to achieve outcomes that are more equitable, inclusive and sustainable for all people. And we are aware that in order to achieve such expectations we need to focus on both the demand and supply dimensions of the evaluation process.

Sharing the vision. Our vision for 2020 is that evaluation is an integral part of all efforts by governments, civil society, and the private sector to improve the lives and conditions of all citizens. We strive for high-quality and value-driven evaluation that can improve the design and implementation of these efforts, track their progress, make mid-course corrections and assess final outcomes and impacts with a view to social learning across policies, programmes and initiatives.

Our vision is that evaluation has become so embedded in good governance that no policymaker or manager will imagine excluding evaluation from the decision-making toolbox, dare hold an important meeting or reach an important decision without having reviewed relevant evaluation information. Equally, evaluators, whether internal or external, will use whatever methods and approaches are most appropriate to the situation to generate high quality, ethical information pertinent to the issues at hand.

EvalAgenda2020 has been summarized into four essential dimensions. These are: (1) the enabling environment for evaluation, (2) institutional capacities, (3) individual capacities for evaluation, and (4) interlinkages among these first three dimensions.

20 The Bangkok Declaration is included in Chapter B.1 of the full version of EvalAgenda2020.

A strong **enabling environment** will ensure that:

- All sectors of society *understand* and *appreciate* the value of evaluation
- Evaluation is explicitly required or encouraged in national evaluation *policies* and other *governance and regulatory* instruments
- Sufficient *resources* are allocated for evaluation, at all levels
- Credible, accessible *data systems* and *repositories* for evaluation findings are readily available
- Stakeholders are eager to *receive* and *utilize* evaluation information
- Evaluation receives due recognition as a profession
- The ownership of public sector evaluations rests with national governments based on their distinctive needs and priorities and with full participation of the civil society and the private sector

Strong **institutional capacities** will underpin evaluation initiatives:

- A sufficient number of relevant institutions, including but not limited to Voluntary Organizations for Professional Evaluation (VOPEs); government agencies, civil society organizations (CSOs), academia and institutions that generate and share relevant data *exist* to develop and support evaluators and evaluation
- These institutions are *capable* of appreciating and facilitating quality evaluations
- These institutions are skilled at *collaborating* with other relevant and involved institutions
- These institutions are *able to resource quality data generation and evaluations as required, make information readily accessible and are ready to follow up on evaluation findings and recommendations*
- These institutions are able to continually *evolve* and *develop* as the evaluation field advances
- Academic institutions have the capacity to carry out evaluation research and run professional courses in evaluation

Strong **individual capabilities** for evaluation will support delivery of quality evaluation:

- Developing individual capacity for evaluation will be relevant not only to evaluators, but also to commissioners and users of evaluation
- Commissioners and users of evaluation will have a sound understanding of the value of evaluation, processes for conducting high-quality, impartial evaluations; and more commitment to using evaluation findings and recommendations
- Sufficient *numbers* of qualified evaluators, drawn from a diversity of relevant *disciplines,* are available to conduct *high-quality* evaluations in all countries and all subject areas

- These evaluators have the knowledge, skills and dispositions to make appropriate use of generally accepted evaluation *principles, theories, methods* and *approaches*
- Evaluators have integrated the *values* discussed above and are *culturally sensitive*
- Evaluators continually **learn** and **improve** their capabilities

Interlinkages among these first three dimensions increase effectiveness:

- Governments, parliamentarians, VOPEs, the United Nations, foundations, civil society, private sector and other interested groups dedicate resources to joint ventures in the conduct of evaluations, in innovation in the field of evaluation and evaluation capacity-building
- A common set of terms exists in all languages to disseminate and share evaluation knowledge
- Multiple partners in evaluation regularly attend national and international learning opportunities
- The "No one left behind" principle stated in the SDGs is embedded as a key value that goes across three building blocks of evaluation system – enabling environment, institutional capacities and individual capacities for evaluation.

The road ahead. The four dimensions do not operate in isolation but are connected in diverse ways in different countries, sectors and situations. Each partner (institutions, individuals and evaluation users) contributes a distinct part to the whole through the mutually supportive and interconnected dimensions of the Agenda.

How can evaluation help to achieve the EvalAgenda2020 dreams and objectives? Despite its success and growing acceptance in many parts of the world, evaluation has not yet been embraced as widely as it should be. In many organizations and countries, there is inadequate appreciation of what evaluation is, how it differs from policy research, performance measurement or performance auditing, and how it can help improve on a practical level policymaking and programme implementation efforts. The vision for evaluation in the year 2020, requires much work and a great deal of experimentation. The EvalPartners consultations surfaced many challenges and opportunities. These are outlined in more detail in the full EvalAgenda2020.

Working together. Each stakeholder has a different role in the EvalVision2020. Any individual or organization working in line with the EvalAgenda2020 directions is considered a global partner in building evaluation capacity and contributing to better global evaluation outcomes.

The role of EvalPartners. EvalPartners acts as a global lead partnership that is committed to promoting and supporting initiatives to address the priorities of the Global Evaluation Agenda. Immediately after the release of the EvalAgenda2020, EvalPartners launched seven global networks and other initiatives in support of EvalAgenda2020 implementation. These are designed to engage a wide range of stakeholders in global action.

EvalGender+ is a global partnership to strengthen national capacities for gender-responsive and equity-focused evaluations, and believes that no one should be discriminated against on the basis of gender, race, age, origin, caste or class, ethnicity, location, income or property, language, religion, convictions, opinions, health or disability.

EVALSDGs (**E**valuation – adding **V**alue **A**nd **L**earning to the **SDGs**) is a network of interested and skilled policymakers, institutions and practitioners who advocate for the evaluability of the performance indicators of the SDGs and support processes to integrate evaluation into national and global review systems. EVALSDGs members work to support the evaluation community to be prepared for evaluating initiatives towards better outcomes for the SDGs and ultimately, the 'World We Want'.

EvalYouth wants to promote **Y**oung and **E**merging **E**valuators (YEEs), including young women, to become technically sound, experienced and well-networked professionals in promoting evaluation culture at national, regional and international levels.

Global Parliamentarians Forum for Evaluation, officially launched at the Parliament of Nepal on 25 November, has a goal of advancing the enabling environment for nationally owned, transparent, systematic and standard evaluation processes in line with the principles of "No one left behind" and National Evaluation Policies at the country level that are aimed at contributing to good governance and sustainable development.

EvalIndigenous is a multistakeholder partnership which, through the recognition of the different world views and valuing the strengths of indigenous evaluation practices, will advance the contribution of indigenous evaluation to global evaluation practice.

The **Professionalization of Evaluation** network seeks to advocate for and advance the role and power of evaluation by identifying and encouraging various initiatives to develop and codify principles, standards and competencies for evaluators and those who commission evaluation.

The **State of Evaluation** will summarize significant elements of evaluation policies, systems and environments at the country, regional and international levels.

What can you do? EvalAgenda2020 articulates a collective hope and intention that by advocating for the many initiatives and activities outlined in the Agenda, the global community will be able to make significant contributions to strengthening the evaluation sector, building the capacity of individuals in the ability to conduct and use evaluations and together this will contribute to attaining the SDGs for the benefit of humankind. Each partner in this global community, including but not limited to IOCE and EvalPartners, including donors, governments, VOPEs, CSOs, media, private sector, will each have their roles to play.

Top Ten National EvalAgenda2020 actions. Collectively, the following actions can be considered to address EvalAgenda2020's priorities and improve evaluation outcomes:

1. Increase awareness on the EvalAgenda2020
2. Organize and conduct integrated 'stakeholder consultations' between governments and evaluation professionals to identify national evaluation priorities

3. Organize sessions around EvalAgenda2020 in national conferences and events
4. Actively engage the government, policymakers and other stakeholders in implementation of national adaptation of EvalAgenda2020
5. Nominate representatives to the EvalPartners Networks who can actively participate in the respective thematic areas
6. Take steps to establish national evaluation policies and systems
7. Strengthen evaluation capacity of public officers
8. Use evaluation findings for evidence-based policymaking
9. Establish evaluation guidelines and ethics at national level
10. Ensure resource allocation for evaluation from the national budget

The chapters of the full version of the Global Evaluation Agenda 2016-2020 document provide a glimpse of the great diversity of initiatives initiated or planned for each dimension of EvalAgenda2020. Each chapter provides definitions; draws together key threads from the respective consultation, highlights strategies and priority (not comprehensive) areas for action and outlines the higher level and interim outcomes that are expected to be accomplished towards the EvalAgenda2020 vision.

The full text of EvalAgenda2020 can be found at: http://mymande.org/evalyear/shaping_the_2016_2020_global_evaluation_agenda

To learn more about any of EvalPartner Networks, you are invited to go to the relevant Forum on www.ioce.net and look for the Concept Notes.

Throwing Down the Gauntlet: Lessons that Challenge Evaluation in the SDG Era

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The launch of the 2030 Agenda for Sustainable Development in September 2015 by all 193 Member States of the United Nations heralded a new era of global development action – an area that will undoubtedly engage and challenge the evaluation profession. The emphasis on a "robust, voluntary, effective, participatory, transparent and integrated follow-up and review framework" (UNGA 2015) places evaluative action[21] at the centre of strategies to achieve development success.

This paper documents seven strategic lessons and calls influential actors to action to ensure that evaluation lives up to the promise that it holds for helping to shape development. The lessons represent the essence distilled during analysis of a set of key documents.[22] They neither focus on the achievements of evaluation, nor regurgitate the obvious. Instead, they identify some of the most crucial, often neglected issues for attention by the global evaluation community, and in particular by influential funders, commissioners and designers of evaluation strategies and approaches.

While this paper focuses only on the lessons, their implications for the evaluation profession are discussed in depth in a series of posts on the author's blog at www.zendaofir.com.

21 Included are all evaluative activities that support planning and adaptive management from global to local levels – assessments, appraisals, rapid reviews, ongoing reflection and self-evaluation, as well as evaluations at any stage of the design, implementation and follow-up of development oriented initiatives (policies, strategies, programmes or projects).

22 The 30 resources from which the lessons were derived are listed in the relevant reference list at the end of this article. They include books, literature reviews, evaluations, commentaries and analyses by key stakeholder groups. Selection criteria included their prominence, credibility, focus and utility. References not linked to a specific lesson are cited in the text.

FROM THE MDGS TO THE SDGS

In September 2000, the Millennium Declaration gave birth to a first in world history: a universally applicable goal framework, established to improve human development in the 21st century. The eight Millennium Development Goals (MDGs) with their 21 targets and 60 indicators were launched at a time of world-wide optimism and global ambition.

Today they are considered part success, part failure. They created focus and momentum for development, informed local perspectives and priorities, and galvanized political leaders and civil society organizations to tackle multiple dimensions of poverty at the same time (UNGA, 2012; UNTT, 2012; Vandemoortele, 2012). They provided a tool for advocacy and agenda setting, focused attention on results, incentivized progress monitoring and strengthened statistical capacities (Rippin, 2013; Miller-Dawkins, 2014; UNDP, 2015). They reinforced the notion that the public in donor countries is more willing to support aid if progress is measured in a clear, convincing way in areas that are widely regarded as desirable (Manning, 2010).

Yet the MDGs also had well-studied weaknesses. They were overly donor-centric and technocratic, focused on quantity over quality and had a simplistic development narrative founded on sector-based silo approaches and mostly 'easy-to-measure' goals and targets (UNTT, 2012). Important nuances in the definition of concepts and measurement of results were missed, unfairly disadvantaging poorer countries and ignoring disparities and inequalities (Hailu and Tsukuda, 2011; UNGA, 2012). They also emphasized the promotion of welfare and aid dependence over growth and self-reliance, tending to skew funding towards social rather than productive sectors (Manning, 2010).

Fifteen years later, the unveiling of the 2030 Agenda for Sustainable Development signalled a different approach to development. The 17 Sustainable Development Goals (SDGs) or Global Goals with their 169 associated targets address many of the most obvious MDG weaknesses. They are obviously aspirational. Their complexity stems in large part from extensive consultation processes with thousands of civil society and other actors and organizations across the world; in contrast, the MDGs were set up by a group of academics and technocrats (Vandemoortele, 2012).

Unsurprisingly, critics lined up immediately after their publication, pointing out both their 'unrealistic ambition' and the 'insufficient ambition' of particular goals, as well as reliance on models of development based on 'endless material growth' that will undermine the SDGs' own ecological targets, and that are likely to fail during an era of massive income inequalities (Open Letter, 2015). Yet the SDGs show significant strengths, informed by lessons learned during the previous 15 years. They highlight the dire need for a more holistic, systems approach to development. They admit the importance of major resource flows other than aid, and confirm that growth has to be inclusive and the responsibility of all nations, directed by the principle of common but differentiated responsibilities. They emphasize the role of multiple change agents, de-emphasize the UN role and call for citizen-driven demand for public accountability. They are explicit about the need to consider different country contexts, and to allow for differentiated targets and disaggregated data that reflect national realities and country commitments in support of efforts towards "no one left behind". Development is not

any more something to be exported from one set of countries to another; all have to address common priorities and global challenges.

The 2030 Agenda is not a panacea, but will undoubtedly have a significant influence on how development is conceptualized and done over the next two decades. Importantly, it also has a much stronger focus than the MDGs on extensive 'follow-up and review' processes. In these, evaluation has to prove its value amid an obsession with indicator monitoring and reporting.

SEVEN LESSONS FOR THE FUTURE

During the MDG era, good evaluation could have done much to bring timely improvements to development interventions. It should now prevent similar problems, weaknesses and failures from emerging on the road to 2030.

Lesson 1. The value proposition of evaluation is not clear to influential actors.

The value of evaluation cannot be assumed or taken for granted. It must be demonstrated consistently and continuously, cognizant of the needs and demands of influential policy- and decision-makers.

Critics have pointed out that MDG-related policies and strategies would have benefited from a much stronger focus on evaluation. The envisaged SDG follow-up and review architecture and processes now have the potential to ignite much greater interest in useful evaluation. Yet it is abundantly clear that although evaluation is frequently included in policy and strategy documentation, the value proposition of evaluation has yet to be fully understood and accepted by influential actors in development **and** in evaluation. This is in large part the result of how evaluation has historically been conceptualized and conducted, especially in the Global South, where it continues to be driven largely by efforts to comply with externally imposed logframes and often meaningless indicators, and by short-term project-based funding modalities.

It is important to recognize that research, monitoring and evaluation constitute a 'triple helix' of evidence. They are different practices, yet draw from one another. Complemented by experience and intuition, each has its value and place in guiding and measuring development progress. Monitoring is most frequently used to track implementation fidelity and output achievement. It is seldom used to show and understand progress towards stated outcomes and impacts. Research and special studies (as part of a monitoring and evaluation system) test hypotheses and study phenomena and problems defined by research questions. It is done with the explicit aim of generating new knowledge and insights that may or may not be useful or used in practice. Evaluation is the only practice that deals in a forward-looking manner with assessments and judgments of merit, worth or importance, informed by past and current realities. Evaluators use research and evaluation-specific methodologies (Davidson, 2014) and include monitoring, research and special study data and findings. Evaluation has to be integrative, and invariably demands understanding of the interconnectedness of things as well as a high level of expertise informed by experience.

Good evaluation offers a strong value proposition for development which has yet to be fully realized in practice.

- Evaluation data are collected and analysed with the primary intent to trigger action and intervention. Its action orientation means that it can inform plans and decisions at short notice.
- It seeks to answer priority questions for immediate use by (often multiple) groups of stakeholders. It can do so within timelines and approaches that social research seldom accommodates, and with information that monitoring or research insights alone cannot provide.
- It can provide credible strategic or operational insights that, depending on circumstance and purpose, can be perceptual or factual, quantitative and/or qualitative. Most importantly, they can be generated as independent, external or internal insights, often considered and used in dialogue with one another.
- It enables judgment to be informed by rich, useful insights. Good evaluation searches for those interconnections that enable a solid understanding of situations, mechanisms and processes, integrates them, and considers their combined influence on development trajectories.
- It considers stakeholder as well as theoretical perspectives on models, progress, success and failure. This demands explicit interrogation of the underlying values, power relations and assumptions that influence development initiatives from design to closure, as well as the durability of the ideas and impacts they generate. This brings nuance, and limits judgments made on superficial grounds.
- It empowers – allowing for a deep understanding of real-world situations and challenges; knowledge synthesis; and learning for multiple purposes.[23]
- As difficult it may be at times to "speak truth to power", evaluation has the charge to do just that, wherever feasible, for the benefit of the citizens, ecosystems and planet that evaluation is intended to serve.

The rest of this paper is devoted to six of the most important lessons learned about issues for attention **if** evaluation is to deliver on its promise.

Lesson 2. Macro influences that emphasize the complex (adaptive) systems nature of development have been ignored.

Failure to understand and take into account the true nature of development – including, and especially, macro level influences on the development trajectories of countries and regions – leads to ill-formed and inadequate strategies, decisions and evaluations.

23 Such as planning, strategic and operational decision-making, adaptive management, accountability, knowledge generation for development and for evaluation, advocacy, and more.

It is tempting to refer to the well-known acronym "IoT" as the "Interconnectedness of Things" instead of the "Internet of Things". The world is moving away from the old mechanistic Cartesian paradigm to a systems understanding of life, and of development. Yet evaluative analyses often fail to make the connections necessary for sound judgment. This is particularly true when dealing with global phenomena and trends, and with the often complex dynamics among countries and regions. The analysis of lessons done for this article points to the following aspects that have been severely neglected by evaluators and commissioners of evaluation during the MDG era:

Changing or interrupted resource flows. Societal disparities and crises in donor countries are increasing, resulting in shifts in aid budget allocations. Several major donor countries now explicitly align their aid with national, often commercial goals (Bortello, 2010; DFID, 2015; *Globe and Mail*, 2014). In the past withheld, inadequate or fragmented flows of finance between countries have thwarted effective transition from global to national goals and resulted in disillusionment among, or mistrust between partners, while excessive emphasis on sector-based interventions caused often detrimental displacement or skewing of national budgets.

New types of investment. Public-private partnerships, impact investing, private sector investments in health and other services, and new financing modalities by the BRICS[24] and emerging economies through flourishing South-South cooperation are leading to a wider variety of development models and agendas. Most of these efforts demand expertise different from the prevailing 'expert planner' approach.

Geopolitical dynamics. Tensions between countries or regions can paralyse or encourage manipulation of international forums, affect resource flows, and challenge conventional development models and internationally agreed norms and rights. International conventions around trade, financial systems, intellectual property rights and migration, as well as conflicts, the instigation of conflict, financial and economic crises, climate change and other man-made and natural disasters all have knock-on effects on development.

Policy and strategy alignment and coherence. Integrated development was already fashionable several decades ago. Policy coherence or alignment is by now almost a truism. Yet evaluation seldom considers these issues with sufficient nuance. Coherence can have positive or negative impacts on development trajectories; what is good for one country or region is not necessarily good for others. Alignment between the SDGs and national development priorities and approaches is not a given, nor alignment in values and strategies between countries, or regions – in spite of negotiated 'universal norms'.[25]

Diversity and context-responsiveness. Thankfully, the era of 'best practices', 'replication' and blueprint ideas of development forced upon countries and regions is slowly coming to an end. Tolerance and respect for diversity and context-responsiveness are growing. The

24 BRICS countries are Brazil, Russia, India, China and South Africa.

25 For example, policies and interventions that advance the youth while marginalizing elders and their traditions might be acceptable in North America, yet have significant undesirable social consequences in Africa which are often not visible to an outsider.

Global South is interested in creating or adapting development models for different values, cultures and circumstances, while the 2030 Agenda is explicit about the need to respect the context-dependent nature of development, and reinforces the principle of common but differentiated responsibilities among countries.

Technological advancements. Major trends in technological advancements, such as the increasing number of emerging disruptive technologies associated with the Fourth Industrial Revolution (Schwab, 2016), have yet to be interrogated for implications for development models and their evaluation.

Lesson 3. Balance and synergy, critical aspects of 'integrated, sustainable' development success, have been neglected.

For successful development at national, regional and global levels, interconnected goals and targets across sectors have to move forward in a certain order and in synergy and balance with one another. Monitoring and evaluation have failed to track and assess the extent to which this takes place.

A very significant result of the interconnectedness of things is that national strategies have to balance different interacting goals and targets in their design, and ensure that they unfold and evolve with a certain balance, in a certain order, and in synergy as execution proceeds.

This is implicit in the design of the SDGs. As a simple example, SDG Goal 3 (Ensuring healthy lives) cannot be achieved unless Goal 2 (Ending hunger, achieving food security and improving nutrition) is successfully addressed; achieving Goal 1 (Ending poverty) is dependent on success in both, as well as on nearly all other global goals, in particular Goals 8-10 (Decent work, economic growth; industry, innovation and infrastructure; reduced inequality). Yet appropriate infrastructure, education, capacities and food production systems (and more) are preconditions (and targets) for success in reaching Goal 2, while sufficient resources are a precondition for all of these.

It is clear that the need for balance and order cuts across global goals and across sectors. Integrated development planning is not enough; implementation has to be timed and managed to ensure progress in concert, and evaluations should be alert to, and target this important aspect of the complex systems nature of development.

Lesson 4. Hidden influences can be debilitating for development.

There are many important, yet often hidden influences on, or within, processes and relationships. They can drive, slow down or block development, yet evaluations are seldom alert to their impact.

The value and utility of judgements about performance or impact are very limited unless the reasons for good or poor progress, or for success or failure are known. The following lists some of the most important influences that evaluations frequently fail to highlight.

Power relations and asymmetries are very significant influences on development agendas and initiatives. Their impact can be particularly acute in cases where it really matters, for example in partnerships between rich and poor organizations, countries or regions;

in interventions that are dependent on weak governments or governments of contested legitimacy; or policies affected by the actions of predatory states or organizations. It is likely that societal values and culture play a crucial role in development success, yet even the 2030 Agenda has very limited references to this matter, even though the report on the proposed follow-up and review architecture and processes includes the enabling role of traditions and culture as possible focus for a thematic review.

Leadership commitment to, and accountability for the observance of the internationally agreed upon principles underlying the SDGs is crucial, albeit within limitations such as resource constraints. Such commitment at global or regional level has to be reflected in adherence to international agreements, laws and norms, and at national level to principles of "no one left behind" or 'equitable growth' in the design and implementation of development initiatives. Finally, although efforts were made by some to identify unintended negative consequences or outcomes, they remain neglected during strategic evaluations. For example, health budgets skewed through donor-driven attention to priorities other than building sustainable and effective health services led to severe challenges later. In other cases, educational outcomes declined as a result of a strong focus on universal primary education without sufficient attention to quality education.

Lesson 5. Monitoring and evaluation approaches have yet to help facilitate shifts towards adaptive management as a result of a complex systems perspective on development.

Interventions informed by 'learning by doing', iterative experimentation, adaptive management or contextualized solutions remain largely in the realm of rhetoric.

Lip service continues to be paid in development and in evaluation to 'adaptive management', 'learning' and considerations of 'context'. In many aid-dependent countries, institutional cultures and funding opportunities stifle progress in this direction. Instead, they continue to be infatuated with logframe-informed linear notions of progress within static contexts, and with results-based management frequently used only for reporting and accountability purposes. Institutional cultures are notoriously difficult to change, and only powerful funders of development and commissioners of evaluation have the power to give momentum to efforts to ensure that management and evaluation is done with a complex adaptive systems lens on development initiatives.

Developmental evaluation (Patton, 2010) and problem-driven iterative adaptation (PDIA) (Andrews et al., 2012) are two of a slowly growing number of evaluative approaches aimed at breaking conventional ways of doing. Yet the most ground-breaking example has yet to be acknowledged and explored for adaptation to other contexts. Since 1978, China has had a GDP growth of around 10 percent per year and lifted more than 500 million out of poverty. This large country of (by now) 1.4 billion people is one of the only countries in the world that has achieved, or is in the process of achieving, all the MDGs.[26] What is less well known is that in this extraordinary effort, evaluative processes based on 'learning by

26 Although most of their efforts to meet such targets started long before the MDGs were designed.

doing' were crucial for success (Jordan, 2015), in spite of acknowledged systemic weaknesses (Wong, 2013).

Lesson 6. Definitions, data and interpretations used in development interventions and evaluations lack nuance, leading to unjustified claims of 'success'.

Key concepts have been ill defined, while development data often lack sufficient depth and nuance during analysis and synthesis for monitoring and evaluation. Simplistic, un-nuanced approaches are not benign; they can distort and do harm, in particular when considering what constitutes 'success'.

'Nuance' has been absent from the definition of key concepts as well as from MDG informed monitoring and evaluation strategies. Goals and targets were treated as largely sector-based and isolated from one another. Assessments of progress were informed primarily by simple indicator-driven monitoring data that leaned towards the 'easier to measure' goals and targets, and emphasized quantity at the behest of quality. Data were not sufficiently disaggregated to show trends in, for example inequality. And importantly, in spite of the fact that countries were expected to set their own targets, notions of 'success' were simplistic and seldom defined and interrogated by a variety of stakeholders. Performance trajectories and expectations were treated as linear, and budgets calculated accordingly. The 'last mile' problem was insufficiently considered,[27] leading to overspent budgets, inadequate coverage and lower quality services. The implications of vastly different starting points, and of linear models for progress where countries' performance was already off track early on, were also not considered. This distorted definitions of 'success' by placing an untenable burden of expectation on the poorest countries that had the most to achieve.[28]

In spite of significant progress over the last decade in understanding and evaluating the short-term impacts of development interventions, difficulties persist in attributing impact[29] to the influence of the MDGs. This is the result of time lags, the large variety of initiatives and actors involved and, in the eyes of some, the absence of well-designed conventional counterfactuals. Limited efforts to identify positive **and** negative influences on success meant that structural and other causes of failure to develop have not been sufficiently used in evaluative judgment. There has also been little synthesis of evaluation results across initiatives and organizations in order to learn from the MDG experience. Valuable lessons have been lost, and many of the contributions the MDGs are said to have made to national level development do not have solid evidence backing the claims. It may also be that the value of the

27 The 'last mile' problem refers to the fact that development initiatives, especially in their pilot phase, tend to cover easy-to-reach individuals or communities first. Expansion in coverage then leads to rising marginal costs.

28 While the vast majority of countries' progress did not accelerate after implementation of the MDGs, a total of 16 of 24 indicators showed accelerated improvement after MDG implementation in at least half of sub-Saharan African countries. This compares very favourably to five out of 24 in the case of all developing countries. It is therefore unfair to refer to Africa as a 'failure' in terms of the MDGs (Rippen, 2013).

29 This includes the attribution of contributions to the MDGs.

MDGs as an instrument for change has been underestimated in the absence of systematic evaluation of outcomes and impacts that are more difficult to measure.

Crucially, evaluation funders and commissioners have generally failed to focus on evaluating whether the differences made by development interventions have had a chance to endure (Chekan, 2016) or were transformed into further emergent outcomes or impacts.

Only very rarely should success be claimed if these very important aspects are not appropriately considered and assessed.

Lesson 7. The nature and quality of evaluative evidence present a serious challenge to the credibility and utility of such evidence.

The nature and quality, and hence the credibility and utility of evaluative evidence depend on many factors, such as the contexts in which the evidence is generated and used. The current state of the art around 'evidence' in development and evaluation presents a serious challenge for the evaluation profession.

There are many well-known challenges involved in gathering high-quality evidence for the monitoring and evaluation of development. Experiences during the MDG era highlighted many troublesome weaknesses, both conceptual and technical. Conceptual weaknesses included targets and indicators that were set up to encourage 'quick wins' instead of longer term systemic support and achievements such as the strengthening of health or education services, while as noted earlier, the vastly different starting points among countries and the non-linearity of development trajectories were not sufficiently considered. This new phase of context-responsive development might tempt countries to set their own performance bar quite low, which will significantly complicate inter-country comparisons unless well-nuanced calculations clearly spell out the minimum level of expected achievement for each country.

Other weaknesses relate to technical challenges. Baselines were unclear, population trends and dynamics ignored and there was a preoccupation with "easier to reach and measure" targets. 'Fuzzier' goals were neglected, while indicator quality could cause distortion in systems. The interrelationship and balance between targets that had to be achieved in concert were also not well understood or tracked, while target setting and data granularity failed to highlight vulnerabilities and inequalities. Planners and implementers also underestimated the challenges ahead for MDG monitoring. It was a struggle to find and ensure reliable data from the field. Statistics capacities were lacking and national statistics services strained. It was essential to mobilize agencies across sectors to assist with data collection and analysis, complicating data quality assurance systems. In the absence of adaptive management, the estimated time lag of three to five years means that final assessment of MDG as global initiative can only be done between 2017 and 2020.

Finally, dominant narratives and readily available data sets that are the basis for evaluative arguments and findings are usually not targets for assessment. For example, it is true that disparities between countries are decreasing while disparities within countries are increasing. Yet contrary to narratives put forward by pundits and the media, a study of international indexes (so-called 'league tables') indicates that the North-South or East-West divide remains

very significant. At the same time, such international data comparing country performance themselves have to be examined and assessed for conceptual strength and technical credibility, as evident from the recent contestation of some of the AidData information and interpretation (Brautigam, 2015).

IN CONCLUSION: THROWING DOWN THE GAUNTLET

Unlike the MDGs, the SDGs have come into operation during a period of increasing strain within and across societies and ecosystems, and in an environment of competition for power and finite resources. The stakes are thus high; humankind will have to use all tools at its disposal to enable or maintain positive sustainable development trajectories at national, regional and global levels.

To what extent will the evaluation profession be committed and able to live up to the challenges posed by the era of the SDGs? Will it mirror the ambition in the 2030 Agenda? Will it be prepared to change long-held ideas of evaluation criteria and 'best practices'? Will its response and resources be sufficient to enable the full value proposition of evaluation to be reflected in theories and in practice – including in support of the SDGs? How will it prioritize evaluative activity in the absence of sufficient resources? And what does all of this mean for the notion of evaluation as a profession with deep social and ethical responsibilities, especially when working with those most impoverished or vulnerable?

The 2030 Agenda and subsequent Report on Follow-up and Review outline significant expectations. But it will be up to the evaluation profession to show the value that evaluation can add in challenging times to ensuring that development works for those at whom it is aimed – and especially for those who might be given only one chance to live a dignified life.

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The Status of National Evaluation Policies Worldwide

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INTRODUCTION

Evaluation is a complex field, and evaluation policy is even more so. The complexity of the field demands reflective thinking about evaluation purposes and use and careful planning to ensure both. The research was proposed by Parliamentarians Forum on Development Evaluation, a collective of parliamentarians committed to the development of evaluations in South Asian Region countries. The goal of the Forum is to advance enabling environments for nationally owned, transparent, systematic and standard development evaluation process in line with National Evaluation Policy (NEP) at country level. The Forum, along with EvalPartners and the International Organization for Cooperation in Evaluation (IOCE) through Mr. Asela Kalugampitiya commissioned a Mapping of the Status of NEPs in August 2013 and Six Cases Studies of NEPs. The research and reports were conducted and written by Dr. Barbara Rosenstein for the Mapping and Ms. Katerina Stolyarenko for the case studies. The report and the case studies appeared in December 2013. The first Mapping the Status of NEP Report and Six Case Studies were presented at conferences worldwide and for much valuable feedback was received. Therefore, although there was a great deal of information in the first reports, it was clear that still more information was needed and an update was commissioned in November 2014 and completed in February, 2015 by Dr. Rosenstein. In addition, four cases studies of the interface between NEP and gender responsiveness and equity focus were

commissioned and completed by Ms. Stolyarenko. These reports attempt to fill the gaps and provide additional information and insights.[30]

The paper presents the rationale behind the mapping of NEPs and the mapping itself. This paper is relevant and important, within the context of the 2015 National Evaluation Capacities (NEC) Conference, because it increases knowledge concerning NEPs worldwide by presenting the kinds of evaluation policies and practices that are in operation in over 60 countries. The paper provides valuable links to policies and legislation and answers the key questions: Which countries have a NEP? Which countries conduct evaluation without a national policy? Who administers evaluation policies? In what sectors and disciplines are evaluations conducted? Who are the responsible agencies for such evaluation? The paper speaks directly to the issues addressed at the conference and it is hoped that it will contribute to the wealth of discourse, activities and developments in the International Year of Evaluation, 2015.

THE STUDY

The definition of a national evaluation policy used for this study is: A legislated or recognized policy that serves as a basis for evaluation across government agencies. On the one hand, it is a broad definition, but on the other, it includes recognized policies that are documented. The data was collected through a search of government websites, international funding agency websites (World Bank, Asian Development Bank, UNDP, Organisation for Economic Co-operation and Development, UNICEF, IOCE, EvalPartners+) on the Internet, and through correspondences with key players who shared their knowledge generously with me. It is important to note that this is a very dynamic field and that the numbers change as this is being written. New policies and practices develop all the time. A survey was conducted of 106 countries of which 59 were chosen because of the documentation available concerning them. During presentations of the findings at conferences, two more countries were added. Thus the total number of countries involved in the findings is 61.

FINDINGS

The picture that emerged from the study completed in February 2015, is summarized in Table1. As shown in the table, there are evaluation policies in practice, formalized and not formalized. One would think that the countries with formalized policies would have a well-established evaluation practice; however, this is not always the case. Of the 17 countries with well-established evaluation practice, three do not have a formalized policy. Concerning evolving policies, i.e. countries in which the evaluation field exists and is evolving, eight have a formal policy and six do not. Most of the countries covered in the study are developing an evaluation culture and policy. Of these, 10 have a formalized evaluation policy in place, and 20 do not.

30 http://www.pfde.net/index.php/publications-resources/global-mapping-report-2015
http://www.pfde.net/index.php/publications-resources/case-studies-on-ef-gr-m-e-systems

TABLE 1. NEP OR EVALUATION PRACTICE N=61[31]

WELL ESTABLISHED (17)	EVOLVING (14)	NEP OR EVALUATION PRACTICE/STAGE	DEVELOPING (30)
14	8	Formalized (32)	10
3	6	Not formalized (29)	20

Table 2 lists the countries according to categories outlined above.

TABLE 2. NEP OR EVALUATION PRACTICE N=61

NEP/STAGE	WELL ESTABLISHED (17)	EVOLVING (14)	DEVELOPING EARLY STAGE (30)	
Formalized (32)	Canada Chile Colombia Finland France Germany Japan Mexico Norway Peru Republic of Korea Sweden Switzerland USA	Brazil Costa Rica Malaysia Morocco Peru South Africa The Philippines Trinidad and Tobago	Benin Ethiopia Hungary Jamaica Kazakhstan Kyrgyz Republic Nepal Uganda Ukraine Vietnam	
Not formalized (29)	Australia New Zealand UK	Argentina India Israel Italy Spain New Zealand	Bangladesh Bhutan Botswana Burkina Faso Cameroon Cape Verde Ghana Indonesia Jordan Kenya	Mongolia Namibia Pakistan Paraguay Poland Portugal Maldives Romania Tanzania Zambia

31 Added the time of the conference: Trinidad and Tobago, Nepal and the Philippines changed status from non-formalized to formalized policy – legislation expected at the beginning of 2016.

ADMINISTERING BODIES

The study examined the agencies responsible for administering evaluation policies. Information was not clear concerning this area since many of the administering bodies overlap. Table 3 shows the distribution from the available data. In many countries the evaluation policy sits in the President's Office, but the administration and implementation of the policy is the responsibility of the Ministry of Finance and Planning. As seen in Table 3, the administering body in 19 countries is the Ministry of Finance and Planning; in 13 countries the President or Prime Minister or Cabinet is responsible for administering the policy; in eight countries the administering body is the Audit Office; and in 19 countries a combination of agencies is responsible for the implementation of the policy.

TABLE 3. ADMINISTERING BODIES RESPONSIBLE FOR IMPLEMENTATION OF EVALUATION POLICIES

ADMINISTERING BODY	NUMBER OF COUNTRIES
Ministry of Finance and Planning	19
President/Prime Minister or Cabinet	13
Audit Office	8
Other or combinations	19

The documentation is not always clear concerning the agency, office or ministry responsible for implementing and administrating the evaluation policy. As already mentioned, in many cases more than one administering body is involved.

SECTORS WHERE NEP OR EVALUATION IS CONDUCTED

Not all evaluation policies apply to all sectors. The sectors vary according to the policy and the country. Table 4 shows the distribution of the sectors where evaluation policies focus

TABLE 4. SECTORS WHERE NEP OR EVALUATION IS CONDUCTED, OR AIMED

SECTOR	NUMBER OF COUNTRIES WHERE THIS IS THE CASE
Whole of government	28
Development projects	12
All sectors	9
Other	10

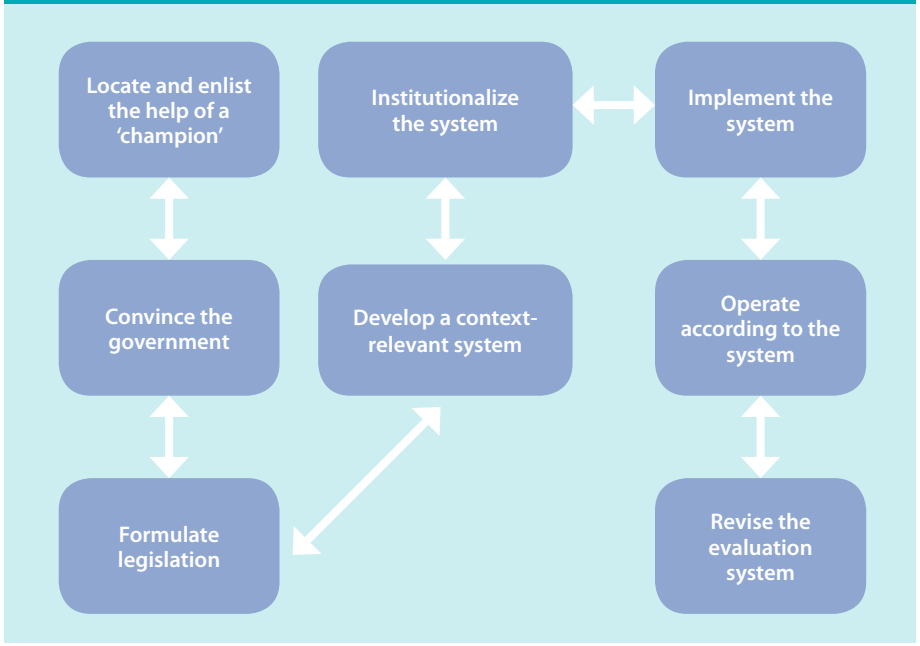
their efforts. Most apply to the whole of government; many to development projects; fewer to all sectors; and some to others. It is important to note than many countries apply the policy to development projects only, especially those carried out in other countries.

DEVELOPING A NATIONAL EVALUATION POLICY

The process of developing and implemented a national evaluation policy is an iterative and dynamic process. The place to begin is to find a champion in the government who believes in the value of evaluation and will lead to the next stage, persuading and convincing people of the benefits of evaluation from the inside. National evaluation associations could work in conjunction with the 'champion' to organize symposia, conferences, international events, etc. to expose the issues and demonstrate the value of evaluation. They work towards building an evaluation culture. Together they can move one to the next stage, formulating legislation. These stages are iterative, and not consecutive. Each advance to another stage requires looking back and examining the previous stage and checking information, goals and strategies. If you convince the government that a national evaluation policy is beneficial to the worth of that government's projects and programmes, you have to return to the original motives to check whether the policy that has been devised suits those aims. It is important to weigh the issues involved carefully because once a policy is institutionalized, it is difficult to change it. Sometimes it could prove difficult to implement a policy that has too many restrictions, requirements and an inflexible time table. Once a policy is institutionalized it must be implemented. Some countries in this study had policies on the books, but not in practice and vice versa. Implementation of the policy requires operation according to the policy and checking whether the policy is functional, efficient, and beneficial to programmes and programme participants. The next stage is the revision stage. Most countries that have had NEPs for a length of time, Mexico, Colombia, Canada, periodically revise the policies to fit the practice and the context. For instance, one cannot require evaluations on every government programme if there are not enough evaluators in the country to conduct those evaluations soundly. On the other hand, government administrators, programme operators, and participants have to have the time available to read and apply evaluation findings. If there are too many reports and not enough time or personnel available to read them, then the purpose of having evaluation is lost. The NEP has to be context bound. You cannot take one country's policy and paste it onto another country. Thus, this is a dynamic model for developing a national evaluation policy. Figure 1 illustrates this model.

Several challenges face those who develop, institutionalize and implement a national evaluation policy. The first two involve either side of the evaluation process: the commissioner of the evaluation and the evaluator. Sometimes the number of evaluations required by the NEP overloads the system. There are not enough people to read, respond and act on the evaluation reports. A situation like this occurred in South Africa in the beginning of the implementation of their ambitious and detailed NEP. There were simply too many reports to be read and acted upon. Then the policy was revised to require reduce the frequency of evaluation reports on any given programme. On the other side, the number of trained evaluators in a particular country is often insufficient to conduct the required number of

FIGURE 1. THE ITERATIVE PROCESS OF DEVELOPING A NATIONAL EVALUATION POLICY CHALLENGES



evaluations properly. The Paris Declaration requires local evaluators to conduct evaluations. If the number of evaluations is too large, there are not enough local evaluators to do the job.

The other challenges involve the quality of the evaluations. Many NEPs focus on summative evaluations rather than process or formative evaluations. Such a policy can eliminate many of the learning benefits of evaluation by looking at the end product rather than the process leading up to it. That is, not examining the black box, which provides so much valuable learning. Another challenge is the stress on quantity of evaluations rather than quality. This problem is self-explanatory. It is important to do less, better, than to do more, not so well. The last and significant challenge that emerged from the study is the possible focus on evaluation at the expense of programme planning. It is important to devise and plan programmes well. A limited amount of funding is available and it has to be divided properly between programmes and evaluation of those programmes recognizing the good evaluation can assist in good programme planning.

BENEFITS OF NEP

The first benefit is that an NEP provides a framework in which to operate. In other words, commissioners of evaluation, evaluators, programme developers and operators all know what is expected of them. Furthermore, an NEP sets a standard for evaluations countrywide. Thus

evaluators and users of evaluation are held to an acceptable standard that should maintain high quality in evaluations. An NEP promotes evaluation use if the policy requires use in some form. In other words, there is some kind of mechanism in the policy to follow up on evaluation use. A good NEP should support strategic planning and implementation of programmes and should ensure better programming through knowledge gained from evaluation. In effect that is the purpose of evaluation. An NEP can promote gender and equity by requiring gender and equity responsiveness in programmes and evaluations. This particular issue was examined in four countries by Katerina Stolyarenko in her study mentioned and cited above.

THE MAIN ISSUES

Several important conclusions can be drawn from the study. The first is a technical issue concerning the definition of a NEP. It is not as straightforward as it seems. Opinions differ about whether a country has a policy or not, even among practicing evaluators and commissioners of evaluation in that country. Some countries have formulated policies, but they have not yet been legislated. Some have policies that are implemented, but not legislated. Therefore, the field is somewhat amorphous. The present study focused on documentation of legislation as a basis for the definition. Together with the problematic definition, is the fact that a great variety of NEPs exists with different formats, administrators, applications and requirements. There is no standardization because each country develops a policy according to its own particular context. Such variety should be appreciated and valued since it reflects the actual situation globally. Another fact that arose from the study was that many countries routinely conduct evaluation without having a formal policy. Each ministry or government department, or funding agency has its own evaluation requirements. So that not only do policies differ, components of those policies differ regarding administrators of the policy, sectors to which they apply and specific requirements for type and number of evaluation. Furthermore, all NEPs and all evaluations must include gender and equity responsiveness.

The main question, however, despite the drive for NEPs, is whether an NEP is right for every country context. The answer appears obvious and the movement to develop NEPs is snowballing. Perhaps a stable evaluation culture is essential for a successful NEP. Should such a culture be a prerequisite or develop alongside an NEP? Thus, it is suggested that a study been conducted to examine whether NEPs definitely result in stronger evaluation culture, better evaluations, better programmes and the improvement of people's lives since these are the aims of evaluators and users of evaluations alike.

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UNRWA – Use of Evaluation for Evidence-Based Policymaking: Case of UNRWA

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This paper provides an example of how evaluations can be used for evidence-based decision-making in the context of the Millennium Development Goals (MDGs) and Sustainable Development Goals (SDGs). Using the example of United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), it first explains the situation of the agency and develops how this situation is similar to the situation of national governments delivering on the promises of the MDGs and SDGs. In the second part, it explains how UNRWA has aligned itself with the MDGs and SDGs and integrated evaluation in that process. It concludes with some thoughts on how use of evaluations can be improved in the case of UNRWA.

UNRWA

UNRWA was established under General Assembly resolution 302 (IV) of 8 December 1949, becoming operational on 1 May 1950. Its mandate is to respond to the needs of Palestine refugees, until a durable and just solution is found to the refugee issue. It is now serving over 5.3 million Palestine refugees.

The mission of UNRWA is to "help Palestine refugees achieve their full potential in human development under the difficult circumstances in which they live". UNRWA fulfils this mission by providing a variety of essential services within the framework of international standards, to Palestine refugees in the Gaza Strip, Jordan, Lebanon, the Syrian Arab Republic and the West Bank. UNRWA's mandate extends at present to providing education, health, relief and social services, microfinance and emergency assistance to refugees, infrastructure and camp improvement within refugee camps, and refugee protection.

UNRWA is well-regarded as a pioneer in public service delivery in both stable and fragile contexts. About 500,000 children are enrolled in UNRWA schools, UNRWA provides access to primary health care services to families comprising 3.5 million individuals, which translates into well over 9 million consultations annually, provides social safety net assistance to close

to 300.000 persons, and has made a positive impact on the lives of 730,000 people through inclusive and participatory infrastructure and camp improvement interventions.

In 2015, UNRWA provided direct services through a workforce of 30,000 persons, primarily Palestine refugees themselves. This workforce includes 23,000 education staff, 3,300 health staff, 1,100 sanitation labourers, and 300 social workers working in over 900 facilities (including schools, health centres, technical and vocational training centres) across its five fields of operations.

Among United Nations agencies, it is unique in delivering services directly to refugees, and as such is similar in character to a public service organization facing challenges very similar to those of governments in middle income countries.

MDG, SDG ALIGNMENT

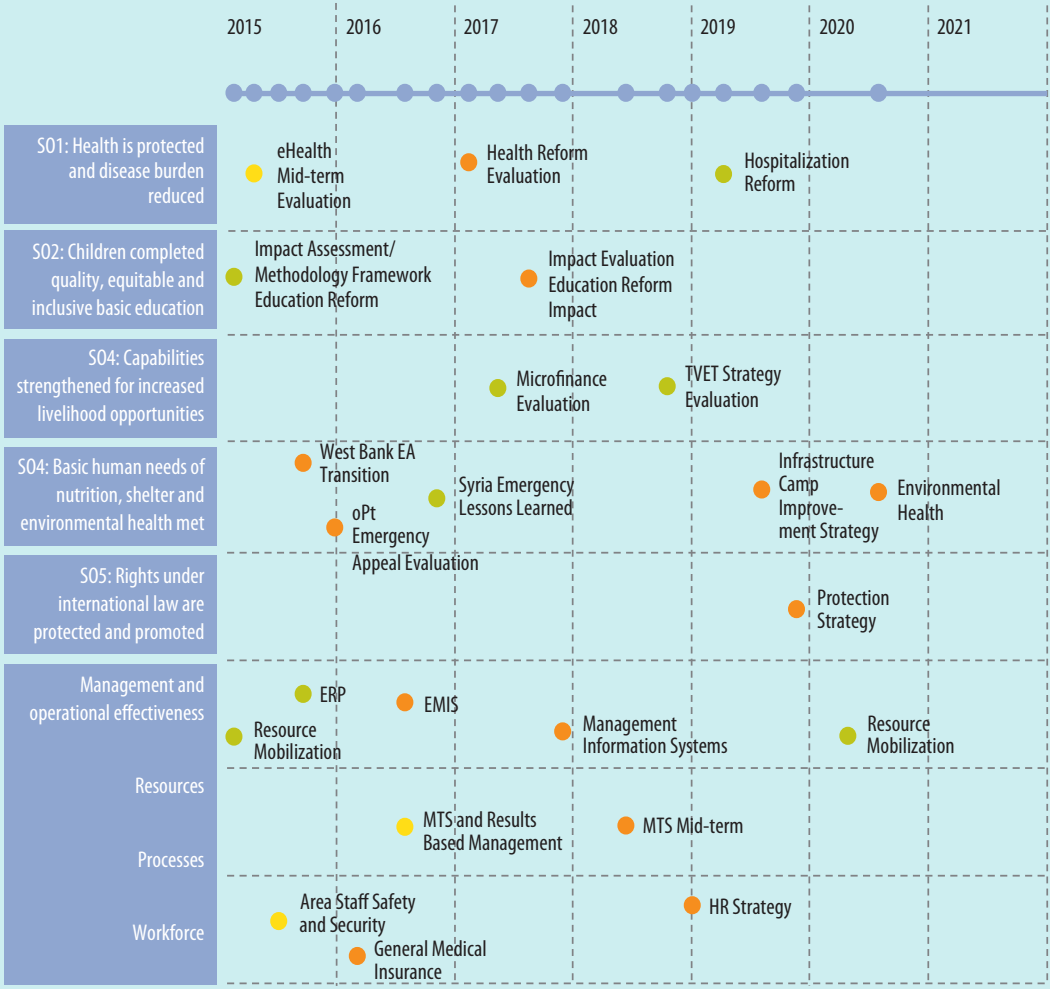
Alignment with internationally agreed agendas provides the framework for evaluations providing the evidence for decision-making.

UNRWA is not a government and therefore not part of the negotiations around the MDGs or SDGs. However, as part of the UN family it is committed to align itself with these global goals as much as possible. During the development of its first Medium Term Strategy 2010-2015 it therefore decided to align its own development goals as much as possible with the MDGs. For the second Medium Term Strategy 2016-2021 it aimed to align with the emerging SDGs.

- UNRWA Strategic Objective 1: Refugees' rights under international law are protected and promoted (SDG 5)
- UNRWA Strategic Objective 2: Refugees' health is protected and the disease burden is reduced (SDG 3)
- UNRWA Strategic Objective 3: School-aged children complete quality, equitable and inclusive basic education (SDG 4)
- UNRWA Strategic Objective 4: Refugee capabilities strengthened for increased livelihoods opportunities (SDG 1)
- UNRWA Strategic Objective 5: Refugees are able to meet their basic human needs of food, shelter and environmental health (SDG 2, 6, 9)

The Medium Term Strategies have been endorsed by the Advisory Commission of UNRWA, a body composed of hosts and donors advising the Commissioner General on the strategic direction of UNRWA. The Medium Term Strategy 2016-2021 includes as an annex the agency plan for strategic evaluations over the period 2015-2021. This plan was developed in close consultation with internal and external stakeholders and coordinated with the Department of Planning. It aims to evaluate all strategic issues that were identifiable in 2014 when the plan was developed. It takes into account the programming cycle in the different sectors to provide evidence in a timely manner and is supported by the evaluation policy that stipulates that all strategies of UNRWA need to be evaluated.

FIGURE 1. MEDIUM TERM EVALUATION PLAN OF UNRWA



SPECIFIC APPROACHES

Below is a discussion of some specific approaches that improve the use of evaluations for evidence-based policymaking.

Evaluation of Strategies

Evaluating strategies that are designed to support the achievements of the MDGs/SDGs is essential to assure that programming progressively improves and that the MDGs/SDGs are achieved. In UNRWA the evaluation policy stipulates that all strategies are evaluated within the agency. For these evaluations to be most useful they will need to be timed so that the results can be used for policymaking. Given the importance of strategies for policymaking in the context of the SDGs, it is essential that evaluation results and especially recommendations are available to policymakers on time and that policymakers refer to the evidence and recommendations from the strategic evaluations.

Strategies that have so far been evaluated are:

- the Medium Term Strategy 2010-2015
- the Security Risk Management Strategy
- two elements of health reform
  - the Family Health Team Approach
  - the e-health introduction
- the Resource Mobilization Strategy 2013-2015

The Medium Term Strategy Evaluation and the Resource Mobilization Strategy Evaluation were conducted in time for the follow-up strategies to be designed. For the Medium Term Strategy Evaluation all the recommendations have been taken into account for the upcoming Medium Term Strategy 2016-2021.

For 2015 all strategy evaluations are also part of the priority activities of the Executive Office and enjoy a very high level of support and visibility. The evaluations of the two parts of the health reform were done as mid-term evaluations to allow the use of a better methodology (with intervention and without can be easier compared) and are used to steer the implementation and finalization of these major reform efforts.

Stakeholder Involvement

Stakeholder involvement and ultimately stakeholder ownership improves the use of evaluations. During research of UNEG two very clear mechanisms were identified that improve the use of evaluation through stakeholder involvement and through creating ownership of the evaluation by senior management. See Figures 2 and 3.

In UNRWA several mechanisms have been created to allow stakeholders to participate and to increase the ownership of senior management of the evaluations of strategies.

- Inclusion in planning and monitoring systems. The Agency Medium Term Strategy 2016-2021 is owned by senior management as well as host governments and donor

FIGURE 2. STAKEHOLDER INVOLVEMENT (UNEG RESEARCH)

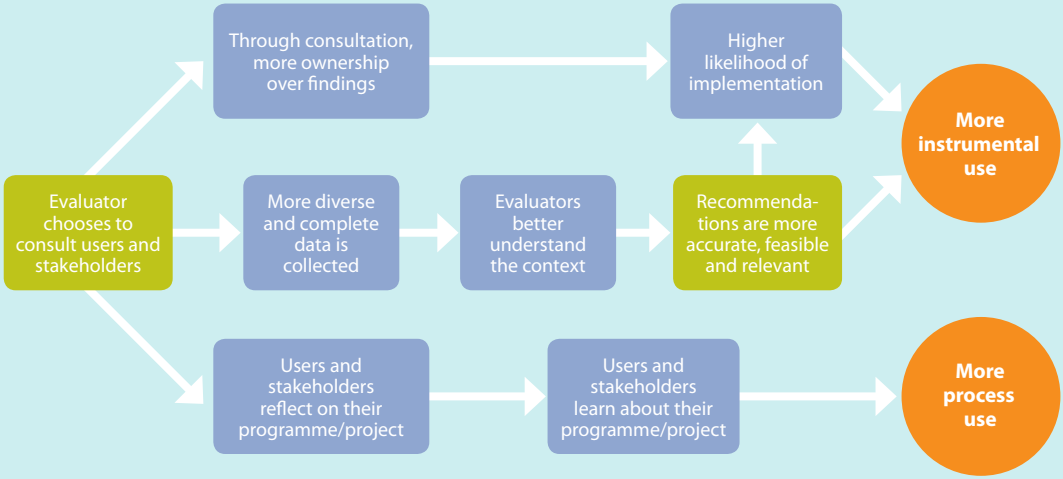
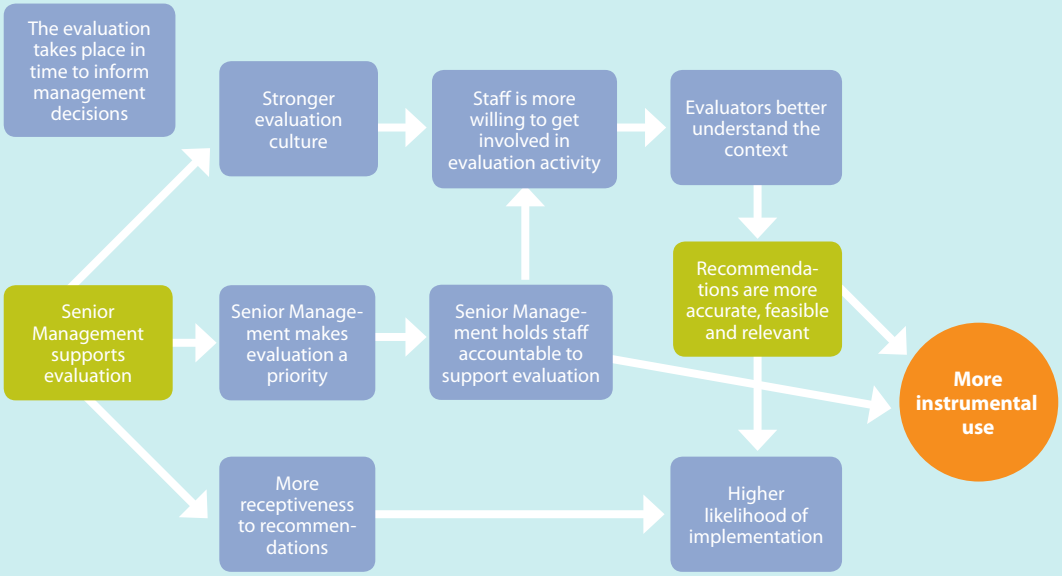


FIGURE 3. OWNERSHIP OF THE EVALUATION BY SENIOR MANAGEMENT (UNEG RESEARCH)



governments, having the evaluation plan included improves ownership. The priority activities for the Executive Office are monitored by the Department of Planning and include all strategic evaluations. The recommendation follow-up system is included in the UNRWA RBM system and quarterly reports are generated from this.

- Involvement in the planning phase. UNRWA prepares an extensive background paper for each evaluation. These include the theory of change, the objectives of the evaluation, the scope and evaluation questions. The client for the evaluation is very closely involved in the process. In several cases, this included the Evaluation Division facilitating a workshop to establish an agreed theory of change that is owned by the client in the process.
- For all strategic evaluations a steering committee is established that works based on an agreed terms of reference. The steering committee consists of representatives of host governments, donors, the Executive Office or Department of Planning, the client and at least one field representative. The committee discusses and endorses the background paper and inception report. It meets to advise on the background paper, the inception report, the presentation of preliminary findings, the draft evaluation report, and in case unforeseen items need to be discussed.
- The recommendation follow-up includes a personal component where the Department of Internal Oversight will meet with the client to discuss the implementation of the recommendations every six months.

Independence

Institutional as well as behavioural independence is seen as the most important factor for the quality and credibility of evaluations. However, when it comes to the use of evaluation there seem to be also other factors that influence the usefulness of evaluations and especially recommendations. Recent research from UNEG identified some mechanisms how independence of the evaluators can improve instrumental use or discourage instrumental use of evaluations (see Figure 4).

UNRWA has experimented with the composition of teams for strategic evaluations. Based on these few examples, it seems that the use of independent consultants has not always helped use. In some cases, the external consultants were more concerned about the sentiments of the client of the evaluation than the internal stakeholders.

The quality of recommendations requires both a very good understanding of the context as well as the knowledge of good practices. At least in the case of UNRWA, it seems that the understanding of the context is a significant challenge to external consultants and not easily achieved within a reasonable time-frame. The composition of teams therefore should be balanced to ensure the use of evaluation for policymaking.

Quality Recommendations

The quality of evaluation recommendations immediately influences the use of evaluations for policy decision-making. Building on the previous point, good recommendations come

FIGURE 4. INDEPENDENCE INFLUENCING INSTRUMENTAL USE (UNEG RESEARCH)

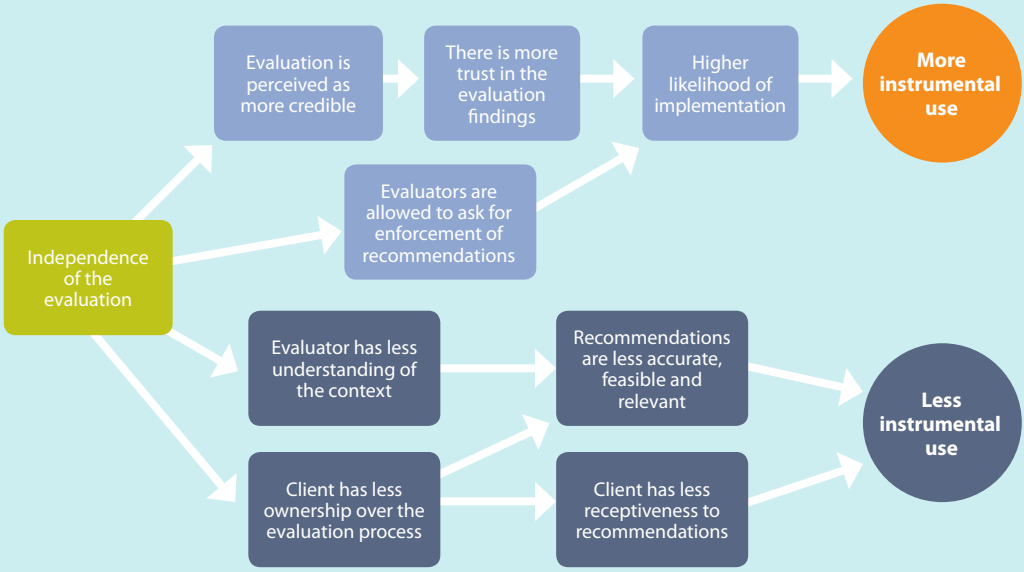
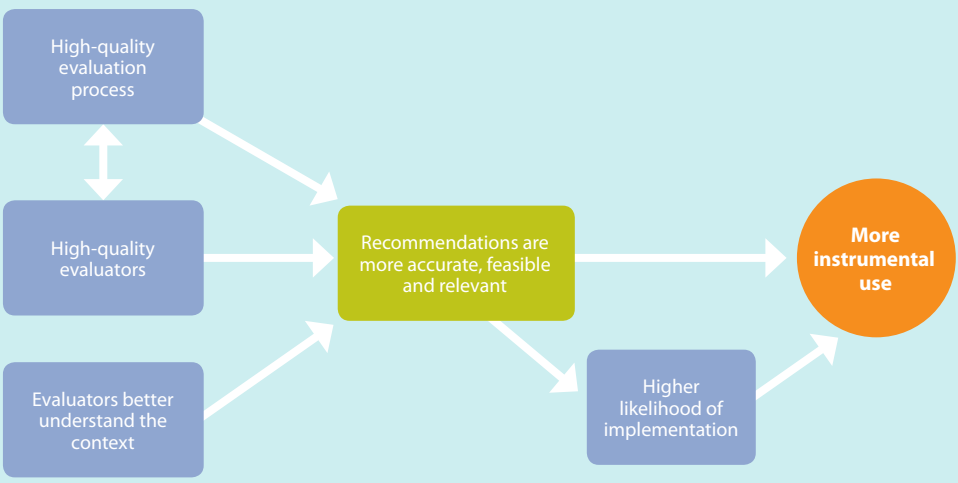


FIGURE 5. REALISTIC RECOMMENDATIONS (UNEG RESEARCH)



from good evaluators, good evaluation planning and evaluation management. The mechanisms from recent research in UNEG are shown in Figure 5.

Quite specifically in the case of UNRWA, it is very important for the recommendations to be realistic especially in terms of the limited funding available. To assure use of evaluation it is very important to avoid language such as 'strengthen', 'improve' without clearly identifying the source of funding.

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Country Papers

Indonesia – Evaluation as a Delivery Mechanism in Indonesia: Medium Term Development Plan 2015-2019

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INTRODUCTION

Responding to the paradigm shift in development from input-based to output- or result-based measurement, Indonesia, through its 2015-2019 Medium Term National Development Plan (RPJMN 2015-2019), has introduced evaluation as one of the delivery mechanisms. The evaluation framework, which is expected to provide the quality information required by performance-based planning and budgeting, also can provide lessons for future planning. This approach can increase the awareness of development stakeholders of the importance of evaluation and strengthen its role in the national development planning process.

According to Law 25/2004 on the National Development Planning System, the medium-term development plan also consists of a delivery mechanism in the form of a regulatory framework and a funding framework (indicative). These frameworks have been applied to Indonesia's national and local government plans, both annual and medium term. Due to the urgent need to ensure development, RPJMN 2015-2019 introduces two new frameworks, institutional and evaluation.

This delivery mechanism aims to increase the effectiveness and efficiency of development, as the application of these frameworks is expected to keep plan implementation on track. Furthermore, the delivery mechanism provides a legal mandate to line ministries to prepare the preconditions (funding, regulation and institutional) and conduct the evaluation of the plan and its implementation. These frameworks are also expected to reduce overlapping of the regulation, funding and institutions and increase coordination among stakeholders in the central and local government, thereby speeding up development.

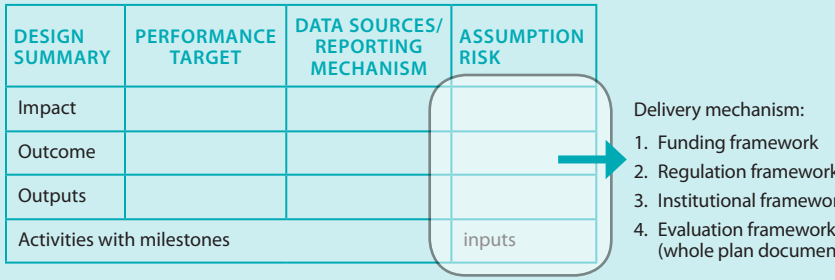
The evaluation framework, in so far as it refers to international practices on institutionalizing evaluation in development, is potentially effective, as it will be tied to the five-year period. The planning process therefore will employ evaluation results as an input to improve the quality of the next plan. In addition, the evaluation framework will strengthen development and government accountability.

THE CONCEPT

According to Kusek and Rist (2004), setting the readiness assessment is the first step towards developing a better monitoring and evaluation (M&E) system. Hence, in the case of Indonesia, introducing the evaluation framework as a delivery mechanism is fundamental not only to obtaining better development results but also to developing a better M&E system. Evaluation also plays a role in ensuring that government intervention solves problems and achieves national targets, a key imperative considering that Indonesians today are very demanding of government action and of the quality of development results.

The delivery mechanism introduced in RPJMN 2015-2019 is a simple approach that uses the assumptions column in the logical framework table. Assumptions can be interpreted as factors that contribute to results or factors that need to be managed, such as risks. However, in this case, those assumptions are preconditions for achieving the national goals. In other words, the delivery mechanism can be interpreted as part of an action plan to achieve the medium-term goals.

FIGURE 1. DESIGN AND MONITORING APPROACH/LOGICAL FRAMEWORK



Source: Guidelines Preparing DMF-ADB, edited.

Formally, the four frameworks aim to create a plan that is visible, that can be funded, is supported by regulations or does not overlap among regulations, can be implemented by good institutions and is evaluable (and measurable). It is hoped that this approach can also create awareness among development stakeholders about the plan's quality, implementation and results.

These four frameworks play a role more at the macro or national level, such as for funding frameworks that include central government expenditure policies, regional transfer policies and national funding policies in the medium-term expenditure framework (MTEF) 2015-2019. This delivery mechanism simply guides development stakeholders in preparing conditions before implementation of the plan.

The evaluation framework is not just a precondition for evaluability, as plans and their development indicators should be SMART (specific, measurable, assignable, realistic and time related). The RPJMN 2015-2019 evaluation framework describes procedures for conducting

the evaluation. Presidential decree No. 2/2015 on the establishment of RPJMN 2015-2019 gives the mandate to the National Development Planning Agency (BAPPENAS) to conduct M&E of the plan. BAPPENAS is preparing the evaluation guidance this year.

CURRENT M&E PRACTICES

In Indonesian Law No.25/2004, evaluation is stated as part of the stages of development. Government Regulation (GR) No. 39/2006 manages implementation of M&E for the plan. However, the focus lies more on the monitoring aspect, where only budget realization and progress are measured. On evaluation, the regulation only covered the procedures for conducting evaluation from various levels of government. However, it was not implemented smoothly, as, for example, line ministries have not evaluated their work plan and, consequently, there will be no inputs for the annual government work plan evaluation. Furthermore, if such impediments occur widely among line ministries, planning will suffer from qualitative erosion, impacting implementation and development results.

Regarding evaluation synergy, laws and regulations mandate several ministries to conduct M&E and request line ministries and local government to prepare reports. From the perspective of development results, this is very good, as many actors monitor (and evaluate) the development process. However, in terms of implementation, this would lead to confusion and duplication. The line ministries would have to submit many reports that contain similar information, while in substance they would not enhance the quality of reporting.

Regarding the tiered M&E, the problem concerns the quality of data, as GR No. 39/2006 only provides a procedure for evaluation among line ministries and local government. Differences in evaluation criteria, such as effectiveness and efficiency, may lead to a less-appropriate rating. This also constrains some ministries from conducting evaluations or may lead them to do so in a different way. For BAPPENAS, which is mandated to evaluate the RPJMN as a whole, the various types and quality of report may lead to inaccurate assessment. BAPPENAS may espouse other methods to collect and assess data from line ministries. Indonesia, therefore, would need other approaches to improve its evaluation practices.

These situations pose a challenge for the Government, because the quality of evaluation is important to improve the quality of the plan. A whole assessment of government intervention through programmes and activities is needed more than just routine monitoring of budget realization and percentage of progress. Contribution measurement from activities to output, outcome and impact may give a clearer description of development results.

EVALUATION FRAMEWORK IN 2015-2019 MEDIUM TERM DEVELOPMENT PLAN

As is clearly stated in the medium term plan, evaluation is conducted to assess achievements and problems relating to policies, programmes and activities. Therefore, evaluation results, findings and recommendations should be able to provide data and information about the efficiency, effectiveness, needs, benefits and impact of the programme or activity so that the information can be used as an input in planning and budgeting for the next period. The

evaluation framework then would ensure effective planning and implementation and help improve the next plan.

FIGURE 2. EVALUATION FRAMEWORK

Source: RPJMN 2015-2019

GR No. 39/2006 emphasizes the need of evaluation of RPJMN 2015-2019 in order to strengthen and ensure its effective implementation. The evaluation will be tiered, conducted from line ministries to BAPPENAS, both for annual and medium term plans. Furthermore, the evaluation framework provides a more detailed explanation on the timing, source of data, type of evaluation, mechanism, the evaluator, and use of the result for the next plan.

FIGURE 3. TYPE OF EVALUATION

Source: RPJMN 2015-2019

Three types of evaluation were introduced in RPJMN, which can be used in accordance with the required performance information. They can be employed in their entirety or only partially, depending on evaluation needs. This is not a new approach in evaluation practice. However, in the framework of institutionalized evaluation in Indonesia, it may be the best possible way to evaluate RPJMN 2015-2019 and also develop an evaluation culture among line ministries. Besides, the evaluation framework is also a simple way to introduce the use of a logical framework widely in Indonesia for planning in general.

The evaluation framework will also see the linkages of programme and activities between the annual work plan and the medium-term plan to assess ways appropriately aligning implementation of programmes and activities. In other words, the framework also can assess the achievement of President Jokowi's 'Nawacita' agenda from the perspective of the Government's work plan annually.

The evaluation framework also assesses whether the output and outcome from programme and activities would contribute to the achievement of national goals. In other words, the evaluation will assess whether a technical activity is in line with a national macro plan. This is necessary as sometimes the translation of a national plan to a technical one in each line ministries is not well synchronized. The information gained from the evaluation will be useful to improve the next planning, fix the implementation process and provide valuable lessons for the whole development practices in Indonesia.

CONCLUSION

Indonesia has recognized the strategic development area to improve the implementation of evaluation. Although there have been improvements in some areas, such as the evaluation framework, support from line ministries is still needed, particularly in using evaluation results for planning and in enhancing the quality of evaluation practitioners. This is essential because evaluation should be able to internalize and institutionalize itself in order to contribute more to development.

Furthermore, evaluation knowledge and culture should be owned by planners and evaluators, both in the planning agency and in line ministries, to base programmes and activities on results and findings. Indonesia needs to improve the working system and procedures in planning and evaluation. Externally, the country needs to broaden networking to share knowledge and experience.

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Nepal – Significance of Management Response to Evaluation towards Promotion of National Evaluation Capacities in Nepal

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Management response to evaluation (MRE) is a tool to assess the post-evaluation process to use findings and recommendations in the decision-making process. A critical examination of the qualitative and quantitative status of evaluation in terms of demand and use in Nepal explicitly through MRE among Government ministries designated as state organizations (SOs) and development partners designated as non-state organizations (NSOs) has been conducted. Semi-structured questionnaire survey has been the key instrument of this study. The study administered eleven rudiments of MRE for assessing the current status of 15 SOs and 20 NSOs in Nepal embedded in a set of 16 questions and several sub-questions.

Qualitative analyses of survey data revealed Government ministries or SOs as 'weak' in terms of implementation of evaluation – policy, resource management and use. However, a few practices among a couple of SOs are encouraging, i.e. improved design of Nepal Health Sector Programme (NHSP)-III using the evaluation recommendations of NHSP-II. Similarly, many SOs have begun following the National Planning Commission (NPC)'s M&E Guidelines, 2013. On the other hand, development partners, or NSOs, are relatively better and ranked 'moderate' in all respect. These findings are consistent with the quantitative analyses of data through MRE index calculation. The MRE indices are calculated to be 0.262 for the government ministries (SOs) and 0.413 for development partners (NSOs) respectively. The average MRE index for Nepal is thus 0.337, which is alarmingly low towards achieving the post-2015 Sustainable Development Goals (SDGs).

INTRODUCTION

MRE is emerging as a powerful tool to enhance the demand for and use of evaluation findings to make decisions and improve action in terms of policy formulation, planning or implementation of development interventions. More specifically, it is a post-evaluation follow-up management action plan that addresses the evaluation findings, be it in SOs or NSOs, particularly the demand side such as government ministries, UN agencies, donors, INGOs, and

NGOs. It also provides guidance to evaluators of the supply side in providing more practical, specific, clear and meaningful recommendations. MRE, therefore, promotes evaluation use, reflects status of evaluation use, and helps create more demand of quality inputs for decision-makers towards meeting the SDGs.

This paper aims to develop and demonstrate how the MRE would strengthen an enabling environment and promote evaluation by assessing evidences on the demand for and use of evaluations towards the integrated development of Nepal. The specific objectives of the study are:

1. to substantiate the use of the MRE tool; and
2. to develop MRE index for quantitative monitoring of the extent of evaluations being conducted.

METHODOLOGY

Respondents (samples) were selected from government ministries under the SOs group and developments partners under the NSOs group, which include UN agencies, donors, INGOs and NGOs. Purposive sampling techniques were used for data collection. Questionnaires were sent to selected respondents in advance via e-mail or manually depending upon their choice. A combination of face-to-face interview and/or e-mail or telecommunication was used as follow-up tools depending upon the respondents' convenience.

Government ministry level organizations were selected for this study as they are largely responsible for monitoring development interventions being implemented by departments and/or other entities of the State under their respective ministries. Selection of the ministries was based largely on the volume of their engagement in development activities and their readiness for interaction with MRE study team. Selection of NSOs was on the basis of their presence in the country, scale of involvement and ease of approaching them.

A semi-structured questionnaire was the key instrument used for the study. It was developed in such a way as to capture criteria for establishing the MRE index, which has a scale ranging from 0 to 1. For instance, '0' indicates no review of evaluation, no sharing of evaluation with stakeholders and no evaluation findings used for decision-making. Index score '1' informs that all evaluations conducted are reviewed, action plans made for every evaluation reviewed, complete implementation of action plan, complete sharing of evaluation and MRE plan with all concerned stakeholders and every evaluation is used for decision-making.

Details of surveyed organizations (respondents) are given in Table 1.

KEY FINDINGS AND IMPLICATIONS

Three parameters used for MRE index calculation, namely Evaluation Policy (P1), Resource Management (P2) and Technical (P3), and their respective sub-parameters are central to underlying deliberations based on content analysis of the survey. An attempt has been made to compare the evaluation scenarios between two broad groups, namely 15 government

TABLE 1. STATE AND NON-STATE ORGANIZATIONS SURVEYED

ORGANIZATIONS	BROAD CATEGORY	TARGET SAMPLE	ACTUAL SAMPLE
Government Ministries	State Organizations (SOs)	12	15
UN Agencies	Non-state Organizations (NSOs or Development Partners)	6	5
Donors		6	5
INGOs		6	6
NGOs		6	4
Total		36	35

ministries or SOs and 20 development partners or NSOs represented by UN agencies, donors, and INGOs/NGOs, contributing to the SDGs of Nepal.

EVALUATION POLICY ISSUES

The study revealed that five out of 15 SOs (34 percent) have an evaluation policy while seven (46 percent) adopted the NPC M&E Guidelines. Twelve organizations conducted evaluations. The remaining three SOs (20 percent) neither had an evaluation policy nor followed the NPC Guidelines but considered following them. In terms of number of evaluation conducted, SOs topped the list with 1,366 evaluations in last five years. Respondent tried to justify this drastic difference between the use of evaluation against the number of evaluation conducted on the huge number of short-term (1-2 year) projects being implemented in a year. For instance, 1,006 short-term projects were approved and being implemented by NGOs/INGOs within single fiscal year 2013-2014 alone. It is clear that having an evaluation policy and conducting evaluations are not enough to support the SDGs, as is evident from further analysis. Adequate evaluation policies aligned with the country's development needs together with their effective and efficient implementation are more important to meeting the SDGs. Weak performance of the Government in the last several decades with only 3.6 percent GDP growth[32] (real growth rate for last 15 years) provides evidence of an implementation gap. This is in compliance with the lack of adequate efforts among SOs towards institutionalization, capacity-building, systematic documentation, enabling environment and adequate resource generation, among others, revealed in this study. These facts dissuade concerned government officials from assuming responsibility in general. The specific gaps identified by respondents' own submissions are:

1. No mandatory system of standard monitoring, documentation and evaluation,
2. Resource constraints – both, human and financial,

32 Data taken from <http://www.indexmundi.com/g/r.aspx?c=np&v=66>.

3. Monitoring and evaluation of programmes and projects are more a formal process focused on outputs rather than outcomes in terms of relevance, effectiveness, efficiency, and sustainability,
4. Lack of capacity both on demand and supply sides.

Nineteen out of the 20 NSO respondents (95 percent) had their own evaluation policy that guided their evaluations. All 20 conducted or commissioned evaluations of development interventions. No significant gap and/or weakness was noticed among NSOs, except local NGOs. However, each of these NSOs was following different procedures, norms and standards while conducting/commissioning evaluations, creating confusion among the implementing agencies.

In terms of MRE policy, SOs are found to be quite weak although seven out of 15 respondents (47 percent) claimed to have such internal policies. When asked about MRE action plan and implementation status, there were no satisfactory answers, indicating poor understanding of the purpose of a MRE policy. Only one out of 15 ministries reported having an MRE action plan to use evaluation findings. This is not surprising as MRE still remains a new approach for Nepal. Even the NPC, the leading government organization for monitoring and evaluation in the country, is yet to introduce a MRE policy framework. However, the NPC has prepared the first draft of M&E Bill-2015 (28 June 2015), which was circulated to relevant stakeholders for feedback. This bill in Section 23 addresses MRE requirements.

Whereas 13 out of 20 NSOs (65 percent) said they had a MRE action plan, a majority do not have a standard for implementation. A majority, except local NGOs, said they had no problems in implementing the action plan.

These findings are indicative of urgent advocacy needs for the Government for building awareness, institutionalizing systematic documentation and improving implementation of evaluation policies at large.

RESOURCE MANAGEMENT GAP

Analysis of the resource management parameter (P2) is based on the extent of financial resources supplemented by information on human resources based on open-ended questions of the questionnaire.

A significant gap has been reflected during face-to-face interviews with SOs. The survey revealed the status of fund availability for evaluation among ministries as 1-fully adequate, 5-partially adequate and 8-not available, respectively. On the other hand, allocated funds for even priority interventions are not spend due to inefficient resource management. There is virtually no tracking system of evaluations conducted or commissioned and practically no assigned focal point in any ministry. Day-to-day work is based on an understanding among the staff of monitoring and evaluation division. With such a resource management gap, how can the Government cope with highly ambitious development goals such as post-earthquake reconstruction?

As expected, the situation among NSOs is better but not to the desired extent. Out of five donors, four described funding as fully adequate and one as partially adequate. Among

five UN agencies, three said funds were fully adequate while two reported they were partially adequate. The responses from INGOs were: two-fully adequate, three-partially adequate and one-no funds. It is surprising to note that even in UN agencies, funding is not always adequate despite the existence of an evaluation focal point responsible for tracking.

EVALUATION USE

Technical parameter (P3) is the most important part of this study. Below are the findings of content analysis such as evaluation review, MRE action plan, evaluation sharing, evaluation for decision-making, among others.

The study revealed that only 10 out of 481 (2 percent) mid-term evaluations were reviewed whereas 35 out of 605 (6 percent) terminal evaluations were reviewed from among SOs group in the last five years. Responses from various ministries were inconsistent. Some respondents mentioned they did not know how many evaluations were reviewed in the past, as there was no documentation system. Other respondents said evaluations being conducted were reviewed, without mentioning a figure.

In the case of NSOs, almost all evaluations (> 90%) were reviewed. Five out of five donors said they had a consistent standard MRE process including review. Four out of five UN agencies explained evaluation review through the MRE process. However, several questions linked to MRE process were responded to as 'not applicable'. The situation with INGOs was better – four out of six do have MRE processes including review similar to donors. None of the NGOs had MRE at all.

Regarding MRE action plan, government ministries were rather confused while responding to the questionnaire, as they were not aware of the implications of evaluation recommendations. However, they provided overwhelming reasons for not having an MRE action plan by citing all possible options listed.

The scenario is different with development partners (NSOs), as many of them have an MRE action plan. Thus maximum frequency for not having an action plan is five as compared to 10 of SOs. Their option is for (ix) 'specific reasons' under which they mentioned – "donor will provide recommendations/comments and the implementer will have to be responsible for action plan". Similarly, one frequency each for options (i) 'inadequate technical skills' (ii) 'financial constraints', (iv) 'no importance given to evaluation' and (vii) 'less relevant to make decision' respectively out of 20 NSOs was noticed.

It case of government ministries (SOs) a total 57 out of 1,086 (5 percent) of evaluations were shared to key stakeholders including grassroots beneficiaries. Notably only nine out of 1,086 (< 1 percent) evaluations were shared with grassroots beneficiaries. Importance was given to donors or government line agencies sharing 17 evaluations out of 1,086 (> 1.5 percent) to each of them. This finding raises a critical question on validity of participatory approach, one of the fundamental strategies of the SDGs. This finding warrants urgent advocacy initiatives from the Government while implementing development interventions, given that numerous short-term projects are being implemented by INGOs through NGOs. For instance, 1,006 short-term projects were approved for implementation in FY 2013-2014.

Practice of sharing evaluation findings with grassroots beneficiaries would certainly improve relevance, effectiveness, efficiency and sustainability in general.

The evaluation sharing scenario is far better in case of development partners (NSOs). They shared 77 out of 280 (> 27 percent) evaluations with grassroots beneficiaries and 128 out of 280 (> 45 percent) with government line agencies.

Use of evaluation findings for decision-making is one of the important attributes of MRE. It was revealed that 40 out of 1,086 (< 4 percent) evaluation reports were used for decision-making in the past five years by ministries (SOs). But this is exclusive of six SOs (40 percent), which responded as 'don't know' or left the entry blank. However, some SOs provided an excellent practice of integration of evaluation recommendations for decision-making as follows:

1. **Education Sector:**
   - Past evaluation findings were used in planning and budgeting of new fiscal year's annual as well as periodic programmes.
   - New education policies were announced only after reviewing past evaluation report, for instance, change in the examination system of school leaving certificate (SLC) including the curriculum structure of school education.
2. **Health Sector:**
   - Recommendations of terminal evaluation of National Health Sector Programme (NHSP-II) were used to improve the project design of NHSP-III.
3. **Infrastructure Sector:**
   - Eastern section's mid-term evaluation recommendations used for Western section of Mid-hill highways in Nepal through consultation with local stakeholders involved in the project design.

The cases above are exemplary and the Government should encourage such practices by rewarding those involved.

In the case of development partners (NSOs), respondents said that more than 90 percent of the evaluation reports are being used for decision-making, particularly for designing new projects. Lessons learned are also being used in those projects where applicable. Thus, development partners (NSOs) are found to be more systematic in terms of use of evaluation for decision-making in general.

MRE INDEX

The MRE index has been calculated from the analysis of quantitative data of sub-parameters or variables pertaining to each surveyed organizations, namely government ministries which forms a single group whereas other development partner organizations (NSOs) which include donors, UN agencies, I/NGOs that jointly form the NSOs group. Quantitative assessment of MRE index parameters revealed are 0.262 for the Government ministries (SOs) and 0.413 for development partners (NSOs) respectively. This quantitative result conveys to all

stakeholders the need to improve delivery in the use of evaluation in terms of MRE index-related variables.

CONCLUDING REMARKS

Feedback from many respondents, particularly from government ministries, shows that this study has generated ripples of awareness and provided an opportunity to initiate dialogue on neglected issues of evaluation policy, generating an impetus for overall promotion of evaluation culture in Nepal.

It is conclusive that SOs group are 'weak' in terms of implementation of evaluation policy, resource management and use despite one third of them claiming to have a sectoral evaluation policy. And except a few organizations, all others adopt the NPC's M&E Guidelines-2013. Further in-depth analysis of the use of evaluation clearly demonstrated that government ministries are hardly sharing evaluations with grassroots beneficiaries. Instead, their focus is found to be on donors and government line agencies. Similarly, the practice of evaluation use on decision-making is poor except for few good practices by government ministries.

The situation with development partners, or NSOs, is comparatively better. However, simplification and standardization of the post-evaluation process is much desired especially for those development partners having nascent evaluation culture in their agencies.

Evaluation policy is critical in ensuring that evaluations are conducted and used to account for performance results of any agency mandated, be they government ministries or development partners working in Nepal. Above all, this study demonstrates the dire need of national evaluation capacity development in Nepal in order to achieve the SDGs.

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Brazil – The Maturity of Monitoring and Evaluation Systems of the Brazilian Public Administration

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INTRODUCTION

The objective of this paper is to present the main results of the audit carried out in 2013 by the Federal Court of Accounts–Brazil (TCU) to evaluate Brazilian ministries' capacity to respond to demands for and utilize evaluations and to describe their evaluation systems. With this work, the TCU hopes to contribute to the discussions on how governments can develop the necessary national capacities in order to evaluate sustainable human development.

Evaluation practices have been established as an important tool to support effective governance of public policies. As such, these practices should be guided by principles that aim to ensure credibility, reliability and use of the evaluative knowledge produced. Decision-makers could then adopt more effective actions to improve public policies towards results that promote social betterment.

In Brazil, evaluations are an attribute of the management of public policies, which also comprises the implementation, monitoring and review of public budgets. They articulate the means and tools necessary to enable the execution of such public policies that are translated into the thematic programmes constituting the Multi-Year Plan (PPA). The PPA is the Government's plan for the medium term (four-year plan), and is reviewed annually to ensure the necessary resources for social and economic development.

According to the Ministry of Planning, one of the main objectives of the current multi-year plan (PPA 2012-2015) is to overcome the inequalities that persist in the country. Social equity requires different arrangements and interactions that enable the desired outcomes from public policies. Therefore, evaluation and continuous monitoring within the context of the policy, plan or programme are tools for obtaining reliable and timely information on a given reality, in its most relevant aspects, for equitable and efficient delivery of goods and services. (Brazil Government Planning Model PPA 2012/2015)

A monitoring and evaluation system was developed to support the management of PPA 2012-2015 consisting of a central monitoring system called SIOP (Integrated Planning and Budget System). The existing monitoring and evaluation frameworks in public administration serve as a complementary tool.

Because the evaluation of programmes and public policies is one the most important functions of the Government, including for achieving the United Nations Sustainable Development Goals (SDGs), Member States need to develop their own capacity. Superior audit institutions (SAIs), such as the TCU, can significantly contribute to the overall achievement of the development strategy through their controlling functions, transparency and accountability.

In recognition of that reality, in 2014, the United Nations General Assembly adopted Resolution A/69/228 recognizing the essential role of SAIs and their capacity to ensure government accountability regarding the use of public goods.

The TCU use performance audit to evaluate government programmes regarding their efficiency and effectiveness. It is an evaluative approach recognized in the evaluation literature that the TCU has carried out routinely since the 1990s.

In order to ensure that the policy outcomes meet citizens' expectations, returning to them in the form of higher quality public services, given the heavy tax burden, it is necessary to invest in efficient budget allocation, good public governance and effective risk management. To this end, public organizations need a steady stream of reliable and timely information. Therefore, information systems such as evaluation are key instruments to guide policymakers in the best path, so that the expected results can be achieved.

To do so, it is necessary not only that public organizations have the means, resources and adequate information to implement public policies, but also that they have the ability to develop, according to their needs, the relevant instruments to produce or demand information of the performance and results of these policies, embodied by their decision-making processes. This is the evaluative capacity-building of public entities, through the incorporation of evaluation practices into their organizational processes.

It is through evaluation systems that a stream of evaluative knowledge provides feedback for the decision-making processes in organizations. This knowledge, when used, must contribute to learning and improvement of programmes and policies as well as to promote accountability.

Due to the importance of this subject, the TCU, in 2013, carried out a performance audit of 28 ministries with the purpose of characterizing their government programmes evaluation systems and to provide a diagnosis of the capacity of such ministries to continually monitor and evaluate their programmes.

METHODOLOGY

The first step in this work was to develop an evaluation system's conceptual framework, which was shown in NEC 2013 in Sao Paulo and published in that conference's journal. This framework has four foci of analysis (evaluative demands, evaluative supply, organization

capacity learning and evaluation use). These foci were broken down into 14 dimensions and 44 criteria of analysis to evaluate the perception of the stakeholders.

The unit of analysis was restricted to 28 ministries of the Brazilian Federal Government, for which a web survey was sent to 2,062 governmental managers from these ministries. One ministry did not return the survey due to technical problems. There were 750 respondents, all of whom were members with executive positions of decision-making responsibilities. The results were analysed through a Multi-Criteria Decision Analysis Methodology, a constructivist approach (MCDA-C), along with descriptive statistics and content analysis. This is not a probabilistic sample, since the approach is that of descriptive inference and not causal inference based on the perception of relevant participants of the object of study.

Regarding Focus I and Focus II, we investigated the perception of decision-makers about the issues presented in Table 1.

TABLE 1. CRITERIA OF ANALYSIS – FOCUS I AND FOCUS II

FOCUS I	EVALUATIVE DEMANDS	
	Do governmental decision-makers:	have well-defined programme objectives, targets, goals, budget and other resources?
		know which, when and for what purpose evaluative information is needed?
		know who needs the evaluative information to be produced?
FOCUS II	EVALUATIVE SUPPLY	
	In order to produce evaluative information, do Brazilian ministries have:	institutionalized organizational process?
		evaluative procedures and practices?
		skilled resources to develop or to ask for evaluation?
		evaluative rules and organizational support (resources to do evaluation)?

Regarding Organizational Capacity Learning (Focus III), we were interested in the perception of decision-makers about their organizational environment to support evaluation; regarding Evaluation Use (Focus IV), we analysed the benefits of using the evaluative information.

To score the results of respondents' perception, we built a scale (Table 2) to classify the maturity of the mechanism and instruments to characterize the evaluation systems and their components (focus and dimensions). This scale ranges from 'not structured' to 'advanced', according to the score of each focus. On the other hand, we determined that a score of 50 (on a scale from 0 to 100) was a minimum requirement for the eligibility of a characterization of evaluation systems (Focus I and Focus II).

This analytical criterion was defined based on the questionnaire scales, where the centre of the scale represents that the respondents have at least a minimum condition (or elements)

about the criterion surveyed. According to the analytical framework developed by the TCU to investigate the evaluation systems, if a ministry did not have the necessary elements to demand evaluative information (Focus I > 50), and was not able to produce or request such information (Focus II > 50), the evaluation system could not be characterized.

TABLE 2. SCALE TO CLASSIFY THE MATURITY OF FOCUS AND EVALUATION SYSTEMS

MATURITY LEVEL	DESCRIPTION	SCORE
Not structured	A system or focus is considered **not structured** when the mechanisms and instruments needed to characterize the evaluation systems are **partially present** and they are **not enough and do not regularly meet the decision-makers' needs of evaluative knowledge**	> 50
Incipient	A system or focus is considered **incipient** when the mechanisms and instruments needed to characterize the evaluation systems are **present**, but they are **partially sufficient** and do **not regularly meet the decision-makers' needs of evaluative knowledge**	≥ 50 and ≤ 60
Intermediate	A system or focus is considered **intermediate** when the mechanisms and instruments needed to characterize the evaluation systems are **present**, **partially sufficient** and **regularly meet the decision-makers' needs of evaluative knowledge**	> 60 and ≤ 70
Improved	A system or focus is considered **improved** when the mechanisms and instruments needed to characterize the evaluation systems are **present**, **sufficient** and **satisfactorily meet the decision-makers' needs of evaluative knowledge**	> 70 and ≤ 80
Advanced	A system or focus is considered **advanced** when the mechanisms and instruments needed to characterize the evaluation systems are **present** and **entirely adequate to meet the decision-makers' needs of evaluative knowledge**	> 80

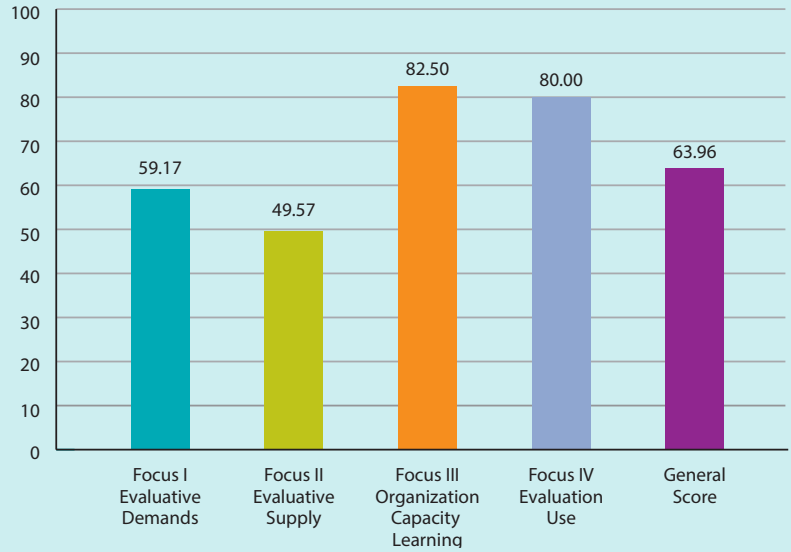
MAIN RESULTS

The outcomes show that only nine ministries developed the evaluative capacity to regularly produce information on the performance and results of public programmes. The institutionalization of evaluative practices is still in early stages and the execution of these practices is compromised by the deficiencies in programme implementation, such as shortcomings of budgetary and financial resources, lack of personnel, inadequacy of organization infrastructure, information technology, and many others. However, although the information produced may not be sufficient for the regular needs of managers, they are used for a multiplicity of means, mainly for the promotion of accountability, the improvement of programmes and organizational learning.

Among the evaluated ministries, only 33 percent (nine) had an evaluation score of more than 50 regarding their evaluative capacity (Focus II). That is, although the demands are structured or partially structured in the ministries that were surveyed (Focus I) the evaluative capacity of 67 percent of the ministries is not sufficiently developed to meet this demand. Therefore, even when the elements for the demand of evaluative information are partially sufficient, the ministries are not capable of promoting the necessary production of information on performance and results of programmes and policies.

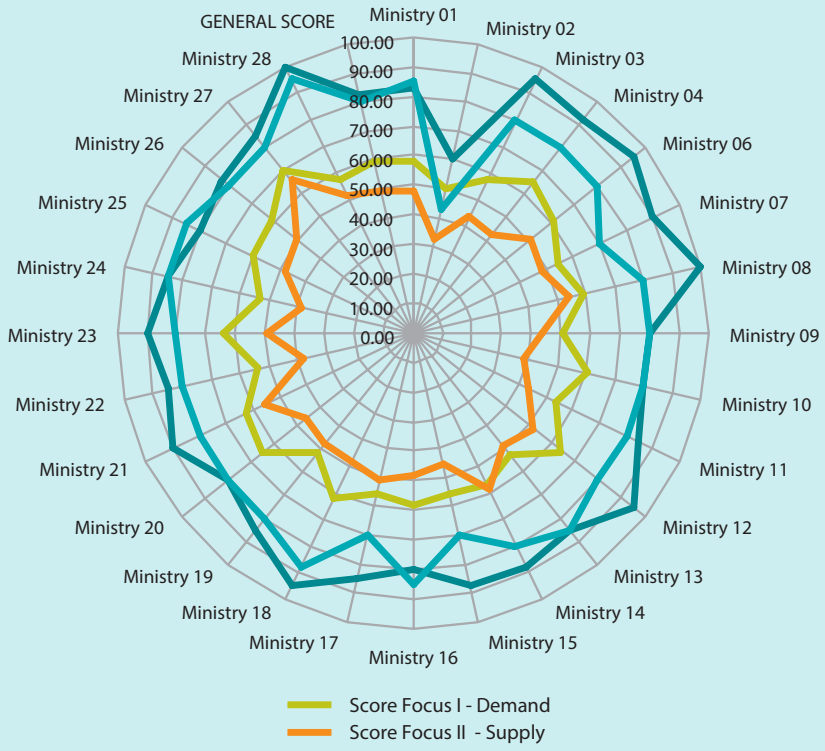
The overall evaluation by focus showed that the managers perceived the ministries as having a high organizational learning capacity (Focus III – 82.5) and high capacity to use evaluative knowledge (Focus IV – 80.0). However, the ministries have a low level of evaluative capacity-building (Focus II – 49.6), that is, the capacity to produce information on the performance and results of programmes and policies executed by them (Figure 1).

FIGURE 1. RESULTS BY FOCUS



It was also noted that 70 percent of the ministries (19) do not have adequate organizational structure, nor definition of the responsibilities and mandates to produce information related to the performance and results of the programmes. The assessment of personnel and means (budget resources and IT infrastructure) available to produce evaluation knowledge can be considered incipient in over 50 percent of the ministries surveyed because they do not meet regularly the needs of managers (Figure 2).

FIGURE 2. COMPARABLE ANALYSIS PER FOCUS AND MINISTRY

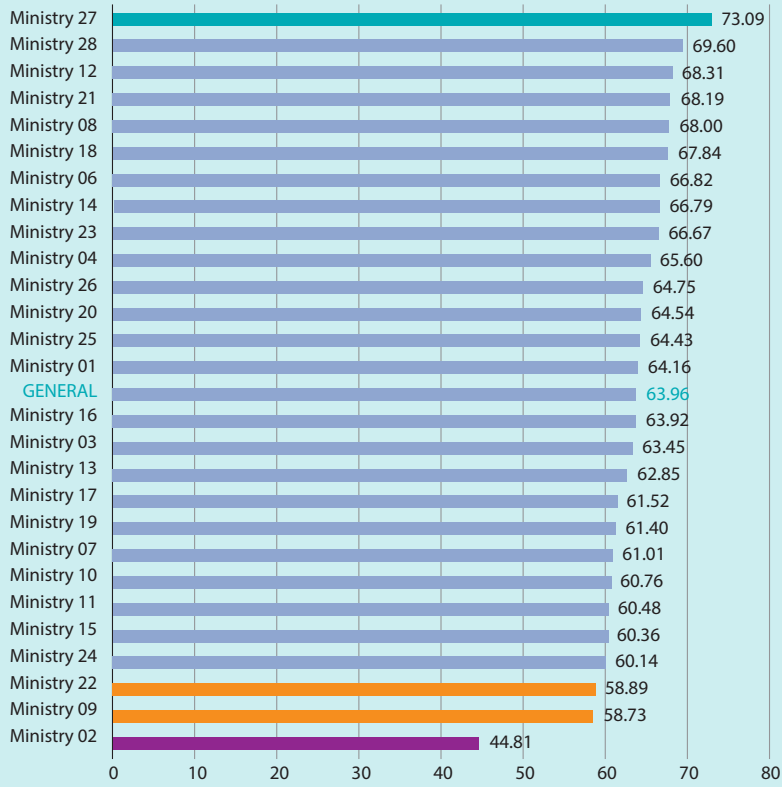


It is worth highlighting that, when analysing the profile of the respondents, 57 percent of the managers have been in office for two years or less in their present positions. This fact is significant since the turnover could compromise the development of the evaluative capacity of the units surveyed.

The overall results for the four foci of maturity were 63.69, corresponding to an intermediate level of maturity. This shows that the mechanisms and tools needed to characterize the evaluation systems are present, are partially sufficient and meet the minimum needs of federal governmental managers.

Based on these results, we developed an index to characterize the maturity of Brazilian ministries' evaluation capacity-building, which we call iSA-Gov Index. In summary, 85 percent of the agencies (23) have an intermediate level of maturity. Only one agency had an improved level of maturity, with a grade of 73.09. Two agencies had an initial level of maturity and one was classified as not structured, with a grade of 44.81 (Figure 3).

FIGURE 3. MATURITY LEVEL OF BRAZILIAN MINISTRIES' EVALUATION CAPACITY-BUILDING (ISA-GOV INDEX)



CONCLUSION

The Bangkok Declaration recalls the United Nations General Assembly Resolution 69/237 "*on Building capacity for the evaluation of development activities at the country level* and call for national and international stakeholders, to support efforts to further strengthen the capacity of Member States for evaluation, in accordance with their national policies and priorities. […]" and this Declaration also noted that "statistical monitoring and reporting are important but insufficient for providing Member States with opportunities for learning, accountability and decision-making. Evaluation should play a more important role in making implementation of the new development agenda more evidence-based than it did in engaging with the MDGs".

The TCU has fostered the importance of evaluation as a component of national governance to improve public entities' capacity to deliver better public goods and services through its audit's recommendations. In this way, the TCU sent an individual report to each of the

27 ministries that took part in the survey and made recommendations for improvements in each ministry's evaluation capacity. The Court also intends to follow-up these recommendations in order to assure the improvements took place, as well as to make periodic evaluations of ministries' evaluation capacity-building.

Based on the audit's results, much is needed to be developed in the Brazilian ministries in terms of means and instruments to strengthen national and sector evaluation systems in order to monitor and evaluate the performance of policies and programmes. One way of initiating the implementation of these instruments would be through the establishment of national evaluation legislation and policies.

Building evaluation capacity in public sector in Brazil's Federal Government is a priority to monitor and evaluate the SDG goals and targets to assure that no one will be left behind.

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Colombia – Monitoring and Evaluation towards the SDGs: The Case of Colombia

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INTRODUCTION

The aim of Colombia's National Department of Planning (DNP) is to use technical evidence on government performance to influence public management (national and territorial). To achieve this goal, it decided to transform and institutionalize the National System of Management and Results Evaluation (SINERGIA) as a results-oriented monitoring and evaluation (M&E) system that would be timely, reliable and pertinent to decision-making. By institutionalizing M&E in Colombia, it sought to strengthen governance, improve transparency, strengthen relations for accountability, and build a performance culture within government to uphold better public management.

There were three phases to this process of transformation: 1) building SINERGIA (1994-2002), 2) strengthening M&E (2002-2014), and 3) orienting SINERGIA towards the Sustainable Development Goals (SDGs) (2014-2030). Since the launch of SINERGIA in 1994, the purpose was to create a culture of M&E within public entities at the national level in order to strengthen their managerial capacity. The second phase saw a process of developing, implementing and positioning M&E with the aim of helping to improve the efficiency, efficacy and effectiveness of policies and programmes and thereby to stimulate greater transparency in public management. Finally, the third phase of reforms sought to position SINERGIA as the national system for information on monitoring and evaluating the SDGs.

The three reform phases are presented in detail here. They show how SINERGIA has developed the technical and institutional capacities to operationalize a M&E process that is capable of verifying government performance in order to achieve the objectives set out in the SDGs.

BUILDING SINERGIA (1994-2002)

The Political Constitution of 1991 redefined the functions of State and public management which involved taking new actions to strengthen good governance and to adapt national

administrative policies. The Constitution emphasized the need for instruments that would account for the expected results and achievements of public investments; all levels of government were required to formulate development plans. This reform made it possible to achieve more efficient and transparent management of public affairs. To that end, it was necessary to incorporate a system of M&E into the country's public policies under the leadership of the DNP (Art. 339 and 343).

In line with the provisions of the Constitution, and in order to institutionalize and implement M&E of the country's public policies, regulations[33] were issued to set up and run SINERGIA with the aim of tracking the goals set by the National Development Plan and assessing the strategic public policies adopted to achieve them.

In parallel with the establishment of SINERGIA, the Organic Law on Development Planning was adopted. It set out the procedures and mechanisms for the drafting, approval, execution, monitoring, evaluation and control of development plans. Regarding M&E of public policies, the DNP was given the task of designing and organizing management and results evaluation systems. In addition, the law required the President of the Republic to present a detailed annual report to Congress on the execution of the National Development Plan.

In 1995, the National Council for Economic and Social Policy (CONPES) published its document 2790[34], which sought to strengthen results-based public management. The Council proposed that SINERGIA should be the management tool for inter- and intra-institutional coordination and evaluation of actions flowing from the National Development Plan; it regarded SINERGIA as the main instrument for creating a M&E culture as a learning process.

The first successes of the system came in 1996, when indicative planning[35] was introduced as a means of prioritizing public policies, and was focused more on monitoring than on evaluation. Later, in 1997, software was developed that contained such planning by entities, showing objectives, indicators, priority activities and investment projects.[36] At the same time, each sector drew up a sectoral plan showing the breakdown of its own plans and commitments; in 95 percent of cases, these were established on the basis of supply and determined by the sector. Each indicator in the plans that were loaded into the SINERGIA software had three possible goals: minimum, satisfactory and outstanding.

33 Decree 2167 of 1992, CONPES 2688 of 1994 and Resolution 063 of 1994.

34 The National Council for Economic and Social Policy (CONPES) is the highest national planning authority. It operates as an advisory body to the Government on all aspects of economic and social development. To that end, it coordinates and directs the work of organizations tasked with economic and social management within the Government, by reviewing and approving documents on the development of general policies presented at meetings.

35 There are two kinds of indicative planning: entity planning and sectoral planning. The former specifies the goals and objectives of an entity on the basis of sectoral policies defined by the relevant ministry or administrative department. Sectoral planning specifies the goals and objectives of a sector, on the basis of priorities set by the National Development Plan and information from the indicative plans of each entity (DNP, 2010).

36 By the end of the 1990s, a total of 18 ministries and 176 entities had installed the SINERGIA software and were using it to provide data to the DNP.

A significant change occurred in the year 2000 with respect to the battery of indicators. These were no longer defined in terms of available institutional supply but on the basis of public demand. Known as first-generation indicators, they were drawn up by the DNP, taking into account international trends, the main national policies, the guidelines defined by the Presidency of the Republic, the temporal context, and the CONPES reports for each sector.

By 2001, first-generation indicators were classified by goals and commitments. The former might be either sectoral or multisectoral indicators; they relied on both the public and private sector, which made them harder to handle and to monitor. The commitments, however, were exclusively the task of the public sector, and in the first instance of the entity or organization concerned.

In short, the first phase of reform was marked by the normative definition of SINERGIA and its initial progress in defining strategic plans and indicators for monitoring. This progress was hampered, however, by the lack of clarity in defining both the competency of the entities and the responsibilities they should assume.

STRENGTHENING MONITORING AND EVALUATION (2002-2014)

By 2002, it had been acknowledged that there was a need to adopt new monitoring-and-evaluation-based management practices that would make it possible to define strategic areas in public management as well as to optimize the use of resources and attain efficient results. This need was spelt out in the framework of the Programme of Public Administration Renewal (PRAP) and in Presidential Directive N° 010. SINERGIA was thus engaged in a process of technical improvement with six major objectives: 1) generating standardized methodological guidelines; 2) creating decision-making management tools; 3) acquiring its own IT platform; 4) influencing national planning (with a territorial perspective) and sectoral planning; 5) strengthening the M&E process; 6) institutionalizing the M&E process.

Standardized methodological guidelines: In order to consolidate results-oriented public management, SINERGIA has used the model of public value generation to strengthen M&E functions in public policies. This conceptual framework used the value chain as a fundamental structure for defining the sequential and logical relationship between inputs, activities, products and results, to which value is added throughout the transformation process. There are two major benefits to the way in which SINERGIA uses the value chain: 1) it makes it possible to articulate the public policy cycle and to provide feedback for each of its phases to give more coherence to design and analysis; and 2) it enables to obtain government performance analysis.

The first benefit depends on the extent to which the value chain provides the common conceptual and methodological foundations to ensure the mutual coherence of planning, earmarking, implementation and M&E. The second benefit depends on the possibility of verifying the efficacy, effectiveness and quality of public interventions through the use of indicators, data and analysis provided by the value chain. This is done by: using monitoring to check whether objectives and targets have been met in products and results (efficacy);

using evaluation to measure causality, or the impact of public interventions on results (effectiveness); and using surveys to measure citizens' perceptions (quality).[37]

Taking this conceptual framework into account, SINERGIA separately developed standardized methodologies for the M&E system in such a way that all actors in the system would have a unified idea of its design and implementation.

Decision-making management tools: SINERGIA has designed a toolkit for decision-making based on the standardized methodologies, which can be divided into four groups:

- Control panels which provide the national Government with early warnings about the progress being made towards accomplishing its targets and which enable it to take the measures required to improve the performance of public policies in the country. In particular, the methodology was consolidated and the indicators were grouped into three kinds of control panel: presidential[38], cross-disciplinary[39] and sectoral[40].
- Monitoring reports, which can be classified into three types: 1) Presidential reports to the National Congress, 2) results review, and 3) periodic reports. The first of these document sets out a general review of the national Government's achievements in the framework of the National Development Plan. The document is intended principally for the National Congress, in accordance with article 30 of Law 152 of 1994. The second report is the annual results review, which contains the ministries' and administrative departments' most important achievements for each calendar year, from January to December, in light of the NDP. This document must be submitted to the Council for Economic and Social Policy in April (Article 29 of Law 152 of 1994). In the third category are the quarterly reports which are submitted to the Presidency of the Republic and the High Government in general and which set out the average progress of indicators associated with the NDP and of government sectors.
- Strategic evaluation summaries, which contain plans for transfer and implementation of recommendations. These summaries seek to present to the executive entities whose interventions have been evaluated, and to the NDP, the recommendations from this analysis and the factors to be taken into account in order to make use of them in decision-making.
- Citizens' perceptions survey reports. These seek to complement M&E analysis through the subjective verification of welfare, derived from the level of satisfaction

37 Other performance dimensions, such as productivity and efficiency (resource optimization), are measured through other information sources, for example the Unified System for Investments and Public Finances, but they must always be consistent along the value chain.

38 They display indicators prioritized by the President of the Republic to conduct bilateral dialogues with the ministers.

39 They display sectoral indicators set out in the NDP.

40 They display progress achieved by different sectors aiming at the development of policies of common interest.

of citizens after receiving public goods and services as a result of distinct government interventions.

Dedicated IT platform: M&E was carried out through UNDP's regional SIGOB platform, but this was not sufficient to meet the challenges faced by the national Government, so it decided to have a dedicated platform of its own. This made it possible to customize and exploit to the full the collection, analysis and use of data.

National planning (with territorial perspective) and sectoral planning: To give strategic force to M&E in public policies, SINERGIA became involved in the process of elaborating the 2010-2014 and 2014-2018 National Development Plans in such a way that the structure and design of this planning instrument converged with the orientation of measurable results at the national and local levels.

In this respect, SINERGIA has played a fundamental role in the structuring and the measuring of the 2010-2014 and 2014-2018 NDPs. These incorporated indicators and production and results targets as well as a separate chapter on M&E demonstrating the methods used to check progress on the NDP (at the national and territorial level) and identifying the evaluations that would be strategic for the national Government.

Strengthen the M&E process: SINERGIA set out to direct the measuring component of government targets towards strategic indicators (products and results) that would demonstrate whether the objectives of the NDP were being reached. For the periods 2010-2014 and 2014-2018, it gave greater priority to products and results than to activities indicators; this was an important difference with the indicators that were incorporated into the technological platform in the plan's previous phases (2002-2006-2010). The new indicators have been used as the basis for defining the control panels; in addition, they are the principal source for the National Government's Results Review and the President's Report to Congress.

As far as the strategic evaluation component was concerned, SINERGIA began to work with a group of evaluations enabling it to generate evidence for designing or reformulating public policies. In this way, as from 2007, annual evaluation agendas were drawn up and 103 evaluations were carried out with results and recommendations that made it possible to improve the direction of public policies.

Meanwhile, in 2013, databases resulting from evaluations that had already been carried out were incorporated into the evaluation process to facilitate their publication, availability and use. This took place within the framework of the open data strategy implemented by the national Government[41] and the Accelerated Data Programme (ADP)[42] launched by the World Bank and the Organisation for Economic Co-operation and Development. In addition,

41 The Open Data Strategy started in 2011 and is part of the Online Government Programme aimed at contributing to the creation of a more efficient, transparent and participative State; it is also intended to provide better services to citizens and businesses by exploiting communication and information technologies (Decree 1151 of 2008).

42 The objectives of the ADP are: to encourage and improve the documentation process for existing data according to international norms and best practices, to develop effective micro data anonymization processes and to implement transparent and more open dissemination policies.

protocols were developed for the handling and anonymization of evaluation databases so as ensure the transparency and protection of information. Databases corresponding to 17 evaluations were able to be published and documented under international quality standards in the government's online ANDA catalogue.

Likewise, SINERGIA decided to generate new tools to complement M&E in order to acquire better analytical criteria for decision-making. In this regard, between 2011 and 2014, eight public opinion surveys were conducted which made it possible to understand the manner in which citizens receive public goods and services resulting from distinct governmental interventions. Moreover, the first exercise of the delivery system was carried out (the land restitution policy), and produced evidence to optimize the delivery of goods and services processes and thus to attain the proposed objectives.

Institutionalize the M&E process: Finally, and continuing the process of consolidating the system, the national Government issued Decree 1290 in 2014 to regulate the organization, configuration and operations of SINERGIA as the National System for Management and Results Evaluation. This defined and clarified the scope, the actors and the procedures required to advance the work of monitoring government targets (Monitoring Sinergia) and the evaluation of public policies at the national level (Evaluation Sinergia); it also strengthened technical support to municipalities and departments for the design, implementation and set up of monitoring systems of their development plans (Territorial Sinergia).

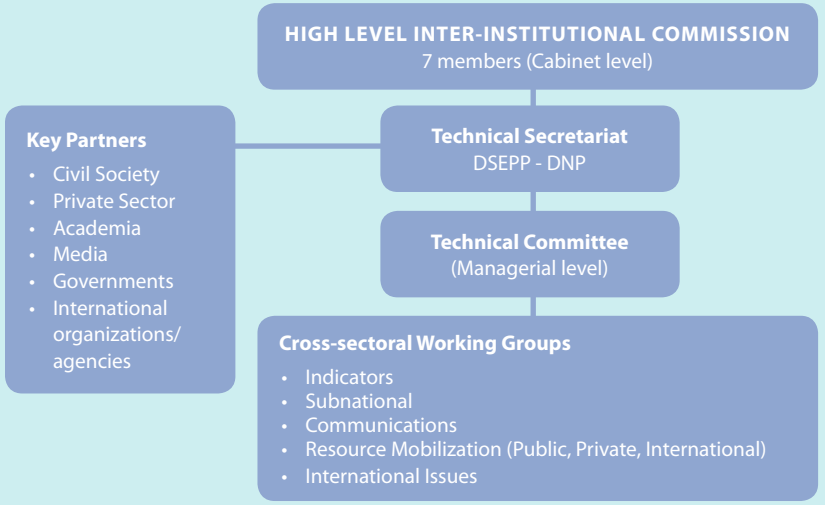
ORIENTING SINERGIA TOWARDS THE SDGS (2014-2030)

Since 2014 Colombia has played an active part in putting together Agenda 2030; it has a reliable and efficient statistics and institutional system and this has made it an international leader in various fields of measuring sustainable development.[43] The country is currently taking concrete actions as part of the strategy to enlist support and effectively implement Agenda 2030. In particular, Colombia played a pioneering role in the creation of the High Level Inter-Institutional Commission for the Sustainable Development Goals by Decree 280 in 2015. The commission is a formal monitoring and decision-making body organized around the implementation of the SDGs through public policies, plans, actions and programmes.

Membership of the Commission comprises seven national government entities, with the National Planning Department holding the chairmanship and technical secretariat (see Figure 1). The Commission's task is to direct and coordinate the process of enlisting support for, appropriating and implementing the Agenda 2030 Objectives, in association with stakeholders including territorial entities, civil society, the private sector, the academic world and the international community. The Commission has a technical committee and is defining the working groups that will tackle the 17 SDGs in a cross-disciplinary and inter-connected

43 A clear example is Colombia, pioneer and global leader for measuring multidimensional poverty (IPM, OPHI). During the process for setting the 2030 Agenda, Colombia participated in Rio+20; the Open Working Group on the SDGs; it represents the Latin American region at the Inter-Agency Experts Group on Sustainable Development Goals Indicators (IAEG-SDGs) and is a member of the Champions Group to promote the launch of the Global Partnership for Sustainable Development Data.

FIGURE 1. HIGH LEVEL COMMISSION FOR THE SDGS ORGANIGRAM



Source: Author

manner so as to deal with common themes such as data and indicators, communications strategy and the regional implementation of the SDGs.

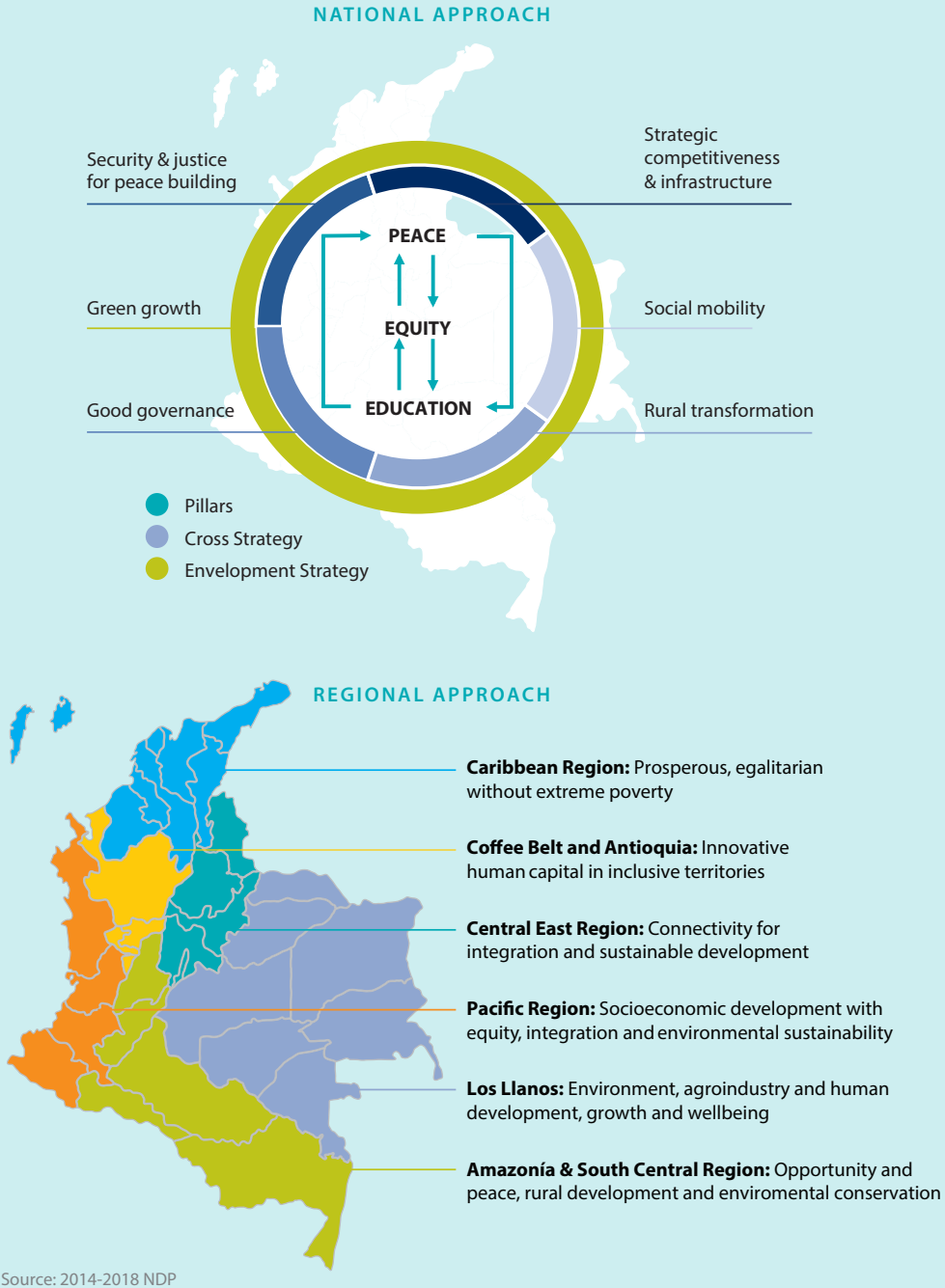
Starting from this institutionalization and national strategy, the third phase of SINERGIA's reforms seeks to channel the M&E capacity and experience into checking compliance with the SDGs.

It is worth pointing out that Colombia is a pioneer country in having a SDG approach in its 2014-2018 National Development Plan and that this constitutes a formal instrument for outlining the Government's objectives. The plan was drawn up on the basis of three pillars, articulated around five cross-disciplinary strategies and a developing strategy of green growth (see Figure 2), with the aim of attaining the national targets for 2018 and making progress towards the global goals of Agenda 2030. The three pillars of peace, equality and education are in line with "the areas of critical importance for mankind and the planet": people, prosperity, planet, peace and partnership which underpin the SDGs.[44]

In addition, the 2014-2018 NDP for the first time explicitly acknowledged territorial differences and the need to develop them so as to reach a virtuous growth path through six regional chapters, each with its own indicators and targets. The NDP was drawn up in a participative process including regional authorities, representatives of civil society and the private sector. More than 7,000 people took part in 33 regional meetings and 27 sectoral consultations.

44 See case study, *Colombia and the Sustainable Developing Goals "Learning by Doing".*

FIGURE 2. NATIONAL AND REGIONAL STRUCTURE OF THE 2014-2018 NDP

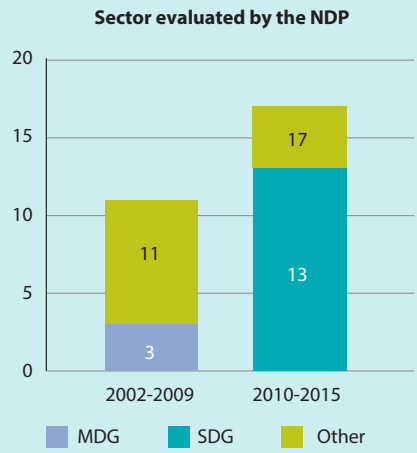


Source: 2014-2018 NDP

Once the 2030 Development Agenda had permeated government planning for 2018, indicators and targets to which the country could commit itself and ensure their monitoring were defined. Thus, the 2014-2018 NDP has taken 92 of the 169 objectives in the SDGs – each with at least one indicator – and they are currently part of SINERGIA's control panels and monitoring system. As for the remaining SDG objectives: i) 17 had already been incorporated into Colombian law or into CONPES documents; ii) 24 others encountered difficulties with the country's measuring or verification systems, and iii) another 34 were not exclusive to the country.

With regard to evaluation, among the 11 sectors that were evaluated between 2002 and 2009 as part of SINERGIA's strategic evaluation process described above, three are thematically connected to the Millennium Development Goals. Between 2010 and 2015, the number of evaluated sectors rose to 17, among which 13 coincide thematically with the SDGs. SINERGIA is currently working to identify evaluations which would contribute to the Sustainable Development Agenda 2030, notably to check whether public sector actions are meeting agreed targets. Figure 3 shows examples of SDGs that have not been evaluated by SINERGIA yet, though it is hoped to start work in the medium term.

FIGURE 3. SINERGIA'S STRATEGIC EVALUATIONS IN THE SDGS FRAMEWORK



SDGs not yet evaluated

- Gender equality (SDG 5)
- Affordable and clean energy (SDG 7)
- Reduced inequalities (SDG 10)
- Responsible consumption and production (SDG 12)
- Life below water (SDG 14)
- Life on land (SDG 15)
- Partnerships for the goals (SDG 17)

Source: Author

CONCLUSION AND CHALLENGES

For more than 20 years Colombia has made determined progress towards consolidating a M&E system which enables it to take informed decisions to change the direction of public management and thus to achieve better results. In recent years, the country has made considerable strides in implementing the SDGs and this has enabled it to play a leading role in the sustainable development agenda, as shown by its influence and its active participation in the global definition of the SDGs. It is acknowledged, however, that major efforts are still required on the path towards sustainable development by 2030.

In particular, there is a recognized need to strengthen international sources of funding so as to better concentrate existing information systems in the country towards enlisting support for and effectively implementing the SDGs. At the regional level, support is needed for South-South cooperation to facilitate the harmonization of countries' processes and trajectories, as well as the joint construction of regional indicators. Lastly, at the national level, the challenge is to support overarching policy initiatives that extend beyond the mandate of a particular government; in this way, a sustainable development policy document could be produced containing all the targets, programmes and commitments to be achieved for 2030.

As this report has shown, SINERGIA provides Colombia with considerable institutional and operating capacity for credible M&E; the national M&E system is currently being actively used to promote SDG follow-up. The particular challenges to measuring and implementation in the country can be summarized as follows:

- Revision of the technical and operative viability of target measurement, starting with the construction of national indicators and making them consistent with regional and global indicators. This includes seeking and developing innovative and technological solutions to overcome the obstacles presented by traditional data-collecting methods. For example, to develop an Open Data and Big Data strategy for Colombia. The associated challenges:
  - The definition of a regulatory framework for the use of information.
  - Lack of capacity of entities producing national statistics.
  - Lack of data dissemination and appropriate data use by decision-making bodies.
  - Inadequate design and management of statistical processes.
  - The high cost of developing analytical tools.
- Creation of strategies for strengthening the territorial links and the participation of local authorities from the early stages of the process; this will ensure that the Colombian project will be the result of feasible and longstanding regional commitments and it will contribute to standardizing the quality of information gathered at subnational level.
- Coordination and participation of public sector, private sector and civil society actors, not only to take ownership of the SDGs, but also in their actions and contribution

to the M&E of the goals. To this effect, work must be done to generate spaces for coordination between actors to develop technological platforms for data gathering and analysis.

- Developing communication strategies for the SDGs which help raise awareness about them and which encourage various stakeholders to take ownership of the goals and to change their behaviour for the effective implementation of Agenda 2030.

In this manner, the normative, institutional and technical framework of SINERGIA, in coordination with a working process to overcome the mentioned obstacles, will make it possible to set up a M&E system focused on checking the attainment of the SDGs and thus to transform the life of citizens.

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Dominican Republic – The Link between Poverty and Environment: An Innovative Tool for SDGs Monitoring and Evaluation in the Dominican Republic

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CONTEXT

The Dominican Republic is located in the Greater Antilles archipelago in the Caribbean Sea. It covers two-thirds of the island of Hispaniola, its neighbour country Haiti occupying the remaining third of the territory. The Dominican Republic is the second biggest country in the Caribbean in terms of both area and population. It covers 48,311 km^2 and has 10 million inhabitants, 32 percent of whom are poor and 5.8 percent live in extreme poverty.[45]

While poverty rates have been decreasing in the last three years, the current rate has not yet reached the level of 2000. Although the Gini coefficient shows some improvement, it also shows inequality narrowing at a very slow pace when analysed over time and in relation to variables related to economic growth.[46] Also, access to public services such as health, education, sanitation and telecommunications, among others, is unequal, penalizing lower income groups, particularly those living in rural areas, which generates great disparities in living standards for all Dominican people.

45 *Boletín de Estadísticas Oficiales de Pobreza Monetaria*, September 2015, Ministerio de Economía, Planificación y Desarrollo (Ministry of Economy, Planning and Development).

46 UNDP-DR Human Development Unit. For instance, the GNP average growth rate during the period 2010-2014 was approximately 5.16 percent and the Gini index growth rate for the same period – 1.62 percent.

Although the Dominican Republic has been classified as a medium income country, there are significant structural gaps that indicate, among other things, inequalities in access to basic services.[47] These inequalities increase when natural disasters occur; there is therefore an urgent need to develop physical and social infrastructure to provide essential public services and goods that are resilient to climate change effects and use natural resources in a sustainable manner. Furthermore, it should be kept in mind that 60 percent of the population is concentrated in ever-expanding urban areas, most of which are located in coastal areas and zones at high risk of suffering the impact of extreme meteorological events.

FROM THE MDGS TO THE SDGS

The Millennium Development Goals (MDGs) are considered by the international community a significant success since they helped to accelerate health and education processes, as well as to reduce extreme poverty in some countries; while progress was slower than expected, the MDGs have become the common benchmark at the global level.

Since September 2015, the Sustainable Development Goals (SDGs) have superseded the MDGs in setting global development goals for the next 15 years, until 2030. They include 17 macro objectives, from poverty eradication to forest preservation, while creating inclusive, secure, resilient and sustainable human settlement and cities. The SDGs aim to complete the unfinished work of the MDGs and to respond to new global challenges that combine a set of global priorities for sustainable development.

In order to contribute to monitoring and evaluation, first of the MDGs and now the SDGs, a monitoring and evaluation platform was created in the Dominican Republic, specifically designed for those goals; this platform and the information system it includes are operated by the Ministry of Economy, Planning and Development, and the National Statistics Office (with technical and financial support of UNDP). This has become the Dominican Republic official website to report on progress done in this area (www.odm.gob.do).

This platform is the statistical base supporting the National Monitoring Reports on the Millennium Development Goals, produced in 2010, 2013 and 2015. They show not only progress achieved by the country on some goals, but also the big challenges ahead for those goals that have not been accomplished.

ANALYSES OF LINKAGES BETWEEN POVERTY AND ENVIRONMENT IN DOMINICAN REPUBLIC

In Latin America and at the global level, efforts to reduce poverty and reduce the risk of disaster are increasingly noticeable, but they use what seem to be disconnected strategies. However, the typology of vulnerable households is the same for both; they have similarities

47 United Nations Development Programme (UNDP). 'Human Development Report 2014'. Retrieved on 15 September 2015 from <http://hdr.undp.org/sites/default/files/hdr14-summary-es.pdf>.

in the same geographical spaces and result from certain causes and environmental determinants that require resources and the coordination of sectoral public policies.

The country has started to explore, with UNDP technical support, the main linkages between these two big and complex issues facing Dominican society. The country is looking at ways to build policy tools with higher synergic levels between human development objectives, poverty reduction, environmental management and climate adaptation.

Little is known about the network of causes and consequences of natural disasters, the links between their direct and indirect impacts, who wins and who loses, the duration of their effects, the dynamic of so-called poverty traps, about household strategies and conditions to manage crisis, how to prevent short-term poverty becoming a long-term phenomenon, and about the conditions that enable environmental deterioration and poverty to feed one another.[48]

The last few years have seen an increase in the severity and the frequency of climate shocks; there is evidence of a distinct growth in their negative impact on social and economic structures, which is expected to increase as climate change further exacerbates risk conditions. Added to this are the structural conditions of a developing country (incomplete markets, weaknesses in government institutions and financial markets, violence, high levels of inequality, social fragility, among others) which not only produce conditions that make the population more vulnerable, but which also tend to create asymmetries that amplify shock impact and economic volatility in a way that ends up causing high costs in terms of income, economic growth and particularly poverty.

In the social and economic context, other variables are analysed, such as the adaptation and recovery of vulnerable households over the medium and long term, measuring not only the direct and evident impact of the shocks but rather impacts on progress for human development and the effects that climate change and extreme events can have on those households.

Based on a UNDP study in southern Dominican Republic[49] (one of the areas with higher poverty levels) – specifically at Enriquillo Lake, where more than a dozen natural climatic events have taken place between 2004 and 2012 – essential information was gathered on the conditions of households, the impact they suffered and the strategies adopted by families. The lack of land planning in the region and the use of land led a majority of the population to settle in zones of risk that aggravated their vulnerability to rising waters, flooding and increasing rains. The gathered data has been the base for developing a tool to measure the impact of some climate shocks on poor households.

These households present the specific vulnerabilities of poor rural communities whose productive livelihoods are highly sensitive to climate and dependent on natural resources. For instance, the construction materials used to build a significant number of their dwellings

48 United Nations Development Programme (UNDP) and Agencia Española de Cooperación Internacional para el Desarrollo (AECID, Spanish Agency for International Cooperation). 2014. "Cuando los desastres se quedan".

49 Ibid.

are of poor quality, and they have limited access to basic services such as health, education, water and sanitation. They also reflect the dynamics of households trying to survive with low government support and using recovery and adaptation strategies that often seem to bring them closer to poverty rather than improving their well-being.

Recovery processes after natural disasters are complex because they impact a household's income and assets, increase costs, reduce savings as well as productivity, weaken the creation of social capital and increase vulnerability to new disasters. They are also a source of inequity and inequality since they place affected households and regions in clear disadvantage with respect to those with greater resilience.

Knowledge about the impact of natural disasters tends to focus on the national and community level; the impact at the household level, however, is usually unknown. The impact can be direct or indirect. Direct impact is relatively easy to perceive and includes the effect on human lives and immediate damage to assets, such as destruction of houses, goods, working tools and means of transport, among others. Indirect impacts on households include those flowing from or linked to the main damage, and are usually more difficult to analyse and evaluate; they depend upon the resilience of family members. This is frequently the case with job losses, new needs resulting from disasters, reduced livelihoods, declining health, school desertion or the increased overheads that a manufacturer incurs to continue production and trading.

Similarly, when a vulnerable household with limited capacity development faces frequent disasters and is unable to recover rapidly, it can fall into the poverty trap due to its inability to create the resilience needed to face the risks and recovery in new cycles.[50]

It is crucial to identify the indirect impacts of shocks associated with climate change because they constitute the characteristics of vulnerability that need to be differentiated and analysed in order to develop public policies to combat poverty-generating mechanisms.

THE CLIMATE CHANGE VULNERABILITY INDEX (CCVI)

The CCVI measures a household's vulnerability to natural disasters. Environmental vulnerability refers to the likelihood that natural disasters – such as storms, floods, drought or earthquakes – will have a negative impact on households, whether in physical or socio-economic terms. The damage caused by one of these events might be loss of home, employment, sources of income or of life; and it could have a negative impact on what the household has gained.

The socio-economic information gathered by the Unique Beneficiaries System (SIUBEN)[51] has generated very useful statistics and indicators for the public institutions and social

50 Ministry of Economy, Planning and Development (MEPYD). 2014. 'El Mapa de la Pobreza en la República Dominicana 2014', retrieved on 15 September 2015 from <http://economia.gob.do/mepyd/wp-content/uploads/archivos/uaaes/mapa_pobreza/2014/Mapa%20de%20la%20pobreza%202014,%20informe%20general,%20editado%20final2%20FINAL.pdf>.

51 SIUBEN: A Dominican government institution, attached to the Social Policy Coordination Cabinet, works under the direct responsibility of the Vice-President of the Republic in her capacity of Coordinator. SIUBEN is the body responsible for putting together and running the poor households database for the entire country; it also oversees eligible households to ensure their access to benefits under the different social programmes and/or the allocation of government financial subsidies.

organizations working with vulnerable groups. SIUBEN classifies households according to their socio-economic situation, using proxy variables including characteristics such as dwelling construction materials and family members' capacities (education level and health, among others). The results are used to calculate a household-level quality of life index (QLI).

SIUBEN updates its database with periodic surveys (by area), including wherever possible, additional poverty-related variables. It is worth pointing out that 2.4 million households are registered in SIUBEN's database; this represents more than 70 percent of the population of the Dominican Republic, according to the 2010 census.

The creation of this index followed many studies carried out at a global or regional level:

- The Disaster Risk Index (DRI) implemented by UNDP, which is based on the relationship between economic development and environmental vulnerability, calculated at the national level.
- The University of Colombia's Hotspots Project, which identifies zones of greatest risk of mortality and economic loss, calculated at the global level and broken down by country.
- The Americas Index, also produced by the University of Colombia, which identifies zones of biggest disasters, prevalent vulnerability and risk management, calculated for Latin America with country-by-country breakdown.

The CCVI emerged from the need to incorporate a climate dimension into development and reduce the vulnerability of poor rural households faced with climate shocks in the Dominican Republic, and to include this dimension in national planning and products. It implied a connection between poverty and the environment, including climate change, and the development of policies and programmes to obtain better environmental management; this would be people-oriented, aiming at improving livelihoods and increasing economic security and investment opportunities for the poor as well as enhancing their resilience to climate shocks.

It is worth pointing out that an econometric model was proposed for constructing this index so as to understand the Dynamic Impacts of Climate Shocks on Households; this model aimed to identify the direct and indirect effects on the wellbeing of households, especially the medium and long-term effects on consumption, income and livelihoods.

There are factors that justify this new index, which enables us to know the zones of greater environmental risk prone to flooding and where rains and storms are greater. These factors include:

1. Environmental vulnerability is a pre-existing condition that characterizes an individual, household or community; a natural disaster should therefore be seen as being capable of causing different damage to each of the individuals or households affected.
2. There are determinants of environmental vulnerability, such as: environmental and physical factors (vulnerable zones, floods, type of housing, hurricane paths), social factors (culture, governance, institutionality, education, health, social well-being,

etc.) and economic factors (economic development and the allocation of received incomes). All of these should be considered in the conception of planning and monitoring instruments designed to measure environment-linked vulnerability.

As a result, the index enables the Social Policy Coordination Cabinet[52] to optimize the use of resources and to focus its activities so as to avert the loss of social investment. It also allows the national institutions which form part of the National Emergencies Commission to design risk, contingency and emergency plans to tackle possible climate change shocks and other disasters caused by natural events.

With the CCVI, the Dominican Republic is a pioneer at the global level in calculating and implementing a climate shocks vulnerability index applied to households. This allows for geographical disaggregation on any cartographic scale, from the national level down to households, and thus makes it possible to understand which variables and natural events best explain environmental vulnerability. And these results make it possible to extrapolate this information at the national level, taking into account housing characteristics (wall, floor and ceiling), the average household labour income and the proximity of housing to rivers and streams.

The CCVI has already been used to help take preventive steps in the resettlement of families which found themselves in high-risk areas during the most recent tropical storm. Since the register of households compiled by SIUBEN (which also provides data for the CCVI) is updated every four years, recent information about household poverty and vulnerability is readily available to the country; this enables it to identify improvements over time and to monitor social policies applied to households.

The CCVI offers major advantages for tracking and monitoring. In the first place, it makes it possible to monitor the vulnerability of poor households, both at a specific moment in time (the hour at which a storm took place for example) and also over a longer duration. It also enables a comprehensive vision of multidimensional social problems such as poverty. This is particularly relevant to the new development agenda which is seeking greater integration between sectors, so as to identify joint responses to social problems.

It is also worth noting that, due to its importance and relevance in the Dominican context, the CCVI is being included – through the incorporation of its variables – in the calculation of the National Multidimensional Poverty Index, which is being put together by the national authorities with the support of UNDP.

CONCLUSIONS

Upper-middle-income countries such as the Dominican Republic that are still facing important challenges in inequality and poverty need to identify mechanisms enabling them to do more than tackling national problems. They also require instruments allowing them to point

52 Retrieved on 15 September 2015 from <http://vicepresidencia.gob.do/vice/coe-implementa-mapa-de-vulnerabilidad-del-gabinete-social-para-salvar-vidas/>.

to improvements over time and to measure the degree to which commitments in the new sustainable development agenda are being met.

In this respect, the Dominican Republic is making major efforts to align itself with the SDGs. It is developing tools to facilitate the monitoring and evaluation of key elements like poverty through the use of the CCVI and the Multidimensional Poverty Index. These tools, moreover, are included in the SDGs Monitoring and Evaluation System and in the Information System of the Ministry of Economy, Planning and Development and the National Statistics Office. They could also be used to evaluate and monitor more than one of the new goals beyond 2015, especially poverty and climate impact, and could eventually acquire an important role in public policy decision-making in general.

It is important to continue developing and promoting the use of multidimensional instruments which make it possible at the same time to tackle social problems and to fulfil international commitments for development. Similarly, it is important to ensure the development of national capacities and of the technical support which the United Nations Development Programme can deliver to countries such as the Dominican Republic in the form of good practices which can be adapted to various contexts, while respecting each State's national character and particularities. There is no doubt that, in monitoring and evaluating the SDGs, this support provides tools and products which in great measure boost countries' efforts to fulfil the stated goals and objectives.

Dominican Republic – Opportunities for Strengthening Evaluation Capacities through the Common Assessment Framework

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INTRODUCTION

In the Dominican Republic, the basis for implementing results-based management (RBM) was set in late 2006 with the approval of a series of laws related to planning, public investment and State financial administration. Among them, the following stand out:

- Law 496-06 which created the existing Ministry of Economy, Planning and Development (MEPyD)
- Law 498-06 on the National System of Planning and Public Investment (SNPIP).

In 2007, the initial phase of implementing RBM in the country saw the application of the Inter-American Development Bank's (IDB) Prodev Evaluation System (PES). This measures progress by the Bank's member countries in the five pillars of RBM: planning, budget, public financial management, programme and project management, and monitoring and evaluation system.

PES is based on a scoring scale with points going from a minimum of 0 to 5, the optimal situation. The results from the first evaluation showed a limited progress of RBM in the country, with an overall mark of 1.8 (see Table 1).

Since the 2007 evaluation using PES coincided with the advent of RBM in the country, it was considered the starting point, or the baseline, for measuring progress in this management strategy.

The second evaluation using PES took place in 2012 and showed significant progress regarding the situation in 2007, thanks to improvements in two pillars of RBM: planning (77 percent) and budget (70 percent).

On the other hand, there was a decline of 7 percent in the score for programme and project management, while progress in monitoring and evaluation registered an advance of merely 14 percent, from 1.4 to 1.6.

TABLE 1. DOMINICAN REPUBLIC EVALUATION SYSTEM RESULTS PRODEV

RBM PILLARS	2007	2012
Planning for results	1.8	3.1
Budget for results	1.0	1.7
Finance management, auditing and acquisitions	2.0	2.6
Programme and project management	2.7	2.5
Monitoring and evaluation	1.4	1.6
RBM index	1.8	2.3

Therefore, these two pillars represent the greatest challenges as well as the best opportunities for improvement.

Despite the lack of progress in RBM, principally in the latter pillars, the Dominican Republic has been recognized for its progress in implementing a model of excellence or total public sector quality which shares the same philosophy and principles of the Common Assessment Framework (CAF).

The Dominican Ministry of Public Administration (MPA) has adopted the CAF model as an instrument of self-evaluation for public organizations to diagnose and define actions for improvement. This has been the case since 2005 and especially since 2010, when it was made obligatory by Presidential Decree 211-10. Since then, some 205 organizations have carried out self-evaluations using this model.

The CAF is also used in the National Prize for Public Sector Quality and Recognition of Promising Practices, which has been awarded 11 times.

Thanks to this progress, the Dominican experience has been brought to other countries, such as Guatemala, El Salvador, Bolivia, Costa Rica and Ecuador, where MPA experts have provided support and cooperation.

In this sense, it is helpful to explore ways of applying the country's knowledge and experience towards using the CAF to strengthen capacity-building in the formulation, execution, monitoring and evaluation of public policies and thereby to enhance their efficacy, efficiency and sustainability in pursuit of the SDGs.

This work aims to analyse the principles and fundamentals of the CAF model and how these total quality instruments can complement the development of management and evaluation capacities.

THE USE OF TOTAL QUALITY MODELS IN MONITORING AND EVALUATION SYSTEMS

Models of excellence or total quality, such as the CAF, have been used as a key tool in monitoring and evaluation systems in different countries. For example, the Spanish State Agency

for the Evaluation of Public Policies and Quality of Services (AEVAL) evaluates not only public policies and programmes, but also the quality of services provided by organizations, their management and their relationships with citizens, users and interest groups.

The following excerpt from AEVAL's Guidelines describes these evaluations, their importance and their complementarity.

> *"These two kinds of evaluation are related. The evaluation of service quality is especially useful for assessing the organizational aspect of the implementation of programmes and policies."*
>
> *"Similarly, data about users' perception of the services they receive can help to understand the social impact of a policy. The evaluation of public policy, for its part, adds a higher dimension, related to strategic decision-making, and the social legitimization and governance of political action. The agency has a comprehensive conception of evaluation in which the two kinds of evaluation are complementary; they constitute different ways of approaching a problem, but they share the same philosophy and some tools."*
>
> AEVAL GUIDELINES: THE EVALUATION FUNCTION. GUIDING PRINCIPLES AND GUIDELINES FOR THE EVALUATION OF POLICIES AND PROGRAMMES

As noted above, the MPA has accumulated considerable experience in using the CAF model and has the skills required to conduct the quality assessment of services.

Given the country's capacity in the CAF model, all that would be required for the implementation of this kind of evaluation is that experts working for the MEPyD's National System of Monitoring and Evaluation and CAF experts in the MPA coordinate and combine efforts towards defining the necessary norms and procedures.

The CAF model can also contribute to strengthening the capacities of other kinds of evaluation and, in general, of development results management, since it includes principles, concepts and tools common to all.

The following section outlines the origins and the fundamentals of the CAF model to enable better understanding of the model and its potential as a complementary tool to strengthen evaluation capacities and results-oriented management in the country.

ORIGIN AND FUNDAMENTALS OF THE CAF[53] AND ITS RELATION WITH BETTER-KNOWN RBM MODELS

The CAF is a total quality management tool that was developed by and for the public sector and inspired by the European Foundation for Quality Management (EFQM). It was created by the European Public Administration Network (EUPAN) in response to challenges faced by public administrations throughout Europe "in order to demonstrate and improve the value that is added by sustaining and developing the Welfare State".

EUPAN was aware of the 'missing link' in the numerous efforts undertaken to implement new techniques and methods to improve public organizations' efficiency, effectiveness, and

53 This section is chiefly based on the 2013 CAF Guidelines.

economic and social responsibility. It invited experts to develop 'a holistic tool' to help public administrations in their quest for continuous improvement. In May 2000, the CAF was launched as the first European quality management instrument specially tailored for and developed by the public sector.

> *"It is a general, simple, accessible and easy-to-use model for all public sector organizations across Europe, and deals with all aspects of organizational excellence."*[54]

Like other better-known and more widely used models for monitoring and assessing RBM, the CAF relies on the broad participation of stakeholders. It starts from the premise that the purpose of organizations of excellence is to identify and meet the needs and expectations of customers and other stakeholders.

This point can be better comprehended from the following notes on models of quality management (ISO 9004) and excellence related to the CAF, such as the EFQM model which inspired it.

> *"The purpose of the organization is to identify and meet the needs and expectations of its customers and other stakeholders (employees, suppliers, owners and society) to achieve competitive advantages and to do this effectively and efficiently."*[55]

> *"Organizations of excellence achieve and maintain, in the time required, outstanding results that meet or exceed the needs and expectations of their customers, individuals, relevant stakeholders of society and interest groups that provide the funding."*

Like the EFQM model, the CAF incorporates in its evaluation and self-evaluation system four performance criteria, each associated with different actors or stakeholder groups: citizens/customer oriented results; people results; social responsibility results; key performance results. The CAF also relies on a broad participation of stakeholders in the processes of diagnosis, planning, implementation and follow-up of plans, programmes and projects.

In this respect, the CAF agrees with other RBM models such as the one explained in the 2009 UNDP Handbook, which states that "High levels of commitment from users, customers and stakeholders in programmes and projects are crucial to its success" (UNDP Handbook 2009).

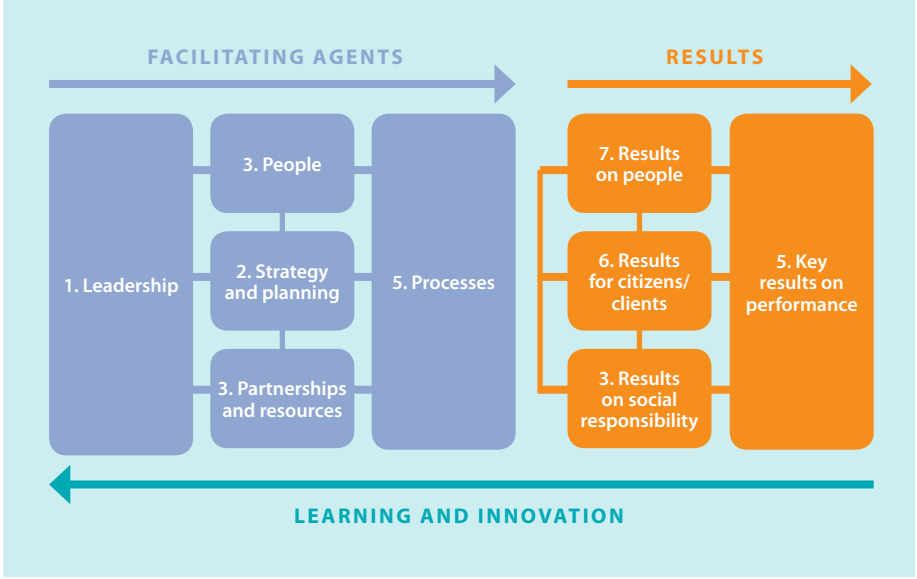
In addition to looking at the achievements of organizations of excellence, the EFQM and CAF models also analyse how they attain their results and the means to do it, the so-called enablers: leadership, strategy and planning, people, partnerships and resources, and processes.

The CAF model uses nine criteria, further broken down into 28 sub-criteria**,** and based on a cause-effect relationship between the left part of the model (the enablers-causes) and the right part (the results-effects). Figure 1 shows the structure of the CAF model and the corresponding cause-effect relationship between its components.

54 CAF 2013, p. 7.

55 Norma ISO 9004: 2000. Sistemas de gestión de la calidad – Directrices para la mejora del desempeño.

FIGURE 1. THE CAF MODEL



Source: European CAF Resource Centre (2013)

The allocation of scores to each of the enablers' criteria and sub-criteria is based on a fundamental tool of quality or excellence management systems: the PDCA Management Cycle – plan, do, check, act, also known as the Deming or Continuous Improvement Cycle.

The PDCA cycle emphasizes that, like any strategy, programme, project or process, good management involves appropriate planning, doing (the implementation of decided actions) checking (verification of results, monitoring and evaluation), acting (adjusting actions on the basis of review, documentation and standardization results).

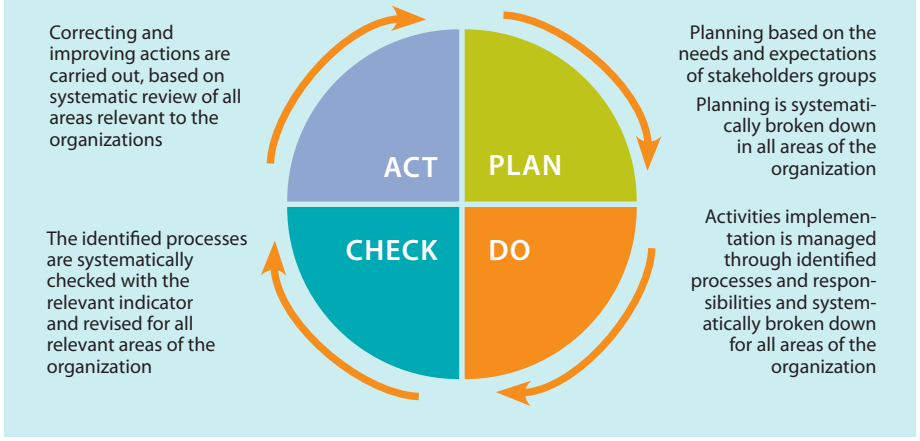
Figure 2 summarizes the scoring system for the CAF model's five enablers based on the PDCA cycle, and for the four results criteria.

This way of seeing management as the integration of planning, implementing, monitoring and evaluation matches the approach of the RBM life cycle as expressed in the 2009 UNDP Handbook.

Putting Planning, Monitoring and Evaluation Together: Results-Based Management (RBM):

> *"Planning, monitoring and evaluation come together as RBM. RBM is defined as 'a broad management strategy aimed at achieving improved performance and demonstrable results,' and has been adopted by many multilateral development organizations, bilateral development agencies and public administrations throughout the world (as noted earlier, some of these organizations now refer to RBM as MfDR to place the emphasis on development rather than organizational results)."*
>
> UNDP MANUAL 2009, P.10

FIGURE 2. PDCA CYCLE: FACILITATING AGENTS SCORING CRITERIA



Source: based on CAF Resource Centre (2013)

Figure 3 illustrates the life cycle approach of RBM and makes clear the convergence with the PDCA approach used by the CAF, as well as with other management systems of quality or excellence.

Among the objectives of CA 2013 are to: i) Introduce a culture of excellence and the principles of total quality to public administration, and ii) Guide them progressively towards an authentic PDCA cycle: "plan, do, check and act".

FIGURE 3. THE RBM LIFE CYCLE APPROACH

Source: UNDP IEO (2009, p. 10)

In this way, the CAF model makes it possible to incorporate or to enhance the use of different quality tools in public management, such as problem analysis or cause and effect diagrams, "imported by the GTZ from the business world where it originated, into the area of development cooperation".[56]

This approach emphasizes the optimization of organizational processes and the improvement of the baseline or pre-project situation; the aim is to better identify the costs and benefits and their relevance to the project before committing large investments to it. The CAF model, like the EFQM model, uses two types of measures to evaluate results: a) measures of stakeholders' perceptions and b) objective measures based on indicators established within the organization (See Figure 4).

FIGURE 4. RESULTS SCORING CRITERIA

RESULTS PANEL – FINE-TUNED SCORING SYSTEM

	0-10	11-30	31-50	51-70	71-90	91-100
Trends	No measurement	Negative trends	Flat trend or modest progress	Sustained progress	Substantial progress	Positive comparison with relevant organizations for all results
Score						
Targets	No or anecdotal information	Results do not meet targets	Few targets are met	Some relevant targets are met	Most of the relevant targets are met	All the targets are met
Score						

Source: CAF Resource Centre (2013)

These criteria for evaluating results can be complemented with those frequently used by better-known monitoring and evaluation models.

The 2013 CAF Guidelines provide a complete description of each of these criteria and sub-criteria, together with references and concrete examples; this makes it easier for institutions and other parties involved to use the model as a tool for self-assessment and evaluation.

56 Camacho, Hugo, Luis Cámara, Rafael Cascante y Héctor Sainz. *El Enfoque de Marco Lógico: 10 casos prácticos.*

CONCLUSIONS

The greatest challenges to RBM in the Dominican Republic are in the fields of programme and project management and monitoring and evaluation. Nevertheless, the country has acquired considerable knowledge and experience of the CAF, a model of excellence or total quality in the public sector that shares the same philosophy, principles and tools as better known monitoring and evaluation approaches for policies, programmes and projects and, in general, with RBM.

The CAF is now widely used in the country, principally as a self-evaluation tool by public institutions and by the Ministry of Public Administration in awarding its National Prize for Public Sector Quality and Recognition of Promising Practices.

For its part, the Ministry of Economy, Planning and Development is making major efforts to consolidate monitoring and evaluation systems in the country as part of the National System of Planning and Public Investment.

However, while the CAF model is an important tool for self-assessment and for the evaluation of public entities, including their programmes and projects, these efforts are being made in isolation, with little or no coordination and cooperation between the MEPyD and MPA.

Given the knowledge and experience which the country has acquired in the use of this important model, added to the fact that public sector organizations are now obliged, by decree, to use the CAF as a self-assessment instrument to obtain diagnosis and to define actions for improvement, the CAF offers a great opportunity for capacity-building in the formulation, management, monitoring and evaluation of public policies in the country, through close cooperation and coordination of different institutions, notably the MPA and the MEPyD.

This, in turn, could contribute significantly to the effectiveness, efficiency and sustainability of public policies and thus to achieving the SDGs in the country.

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Jamaica – The Development and Use of a Monitoring and Evaluation Framework: Jamaica's Experience

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INTRODUCTION

Jamaica is an upper middle-income country and the largest in size and population in the English-speaking Caribbean. For decades, Jamaica has struggled with low growth, high public debt and many external environmental, economic and social shocks that have further weakened the economy. Over the last 30 years, real per capita GDP increased at an average of just one percent per annum, making Jamaica one of the slowest growing developing countries in the world.

To reverse this trajectory, the Government of Jamaica (GoJ) embarked on a comprehensive and ambitious programme of reforms for which it has garnered national and international support: a four-year Extended Fund Facility (EFF) by the International Monetary Fund (IMF) has been providing a support package of US$932 million; and World Bank Group and the Inter-American Development Bank (IDB) programmes have provided US$510 million each to facilitate the GoJ's economic reform agenda to stabilize the economy, reduce debt and create the conditions for growth and resilience. In an attempt to achieve developed country status by 2030, the Jamaican Government has developed a strategic road map 'Vision 2030' by which the people living in the country and in the diaspora will make Jamaica "the place of choice to live, work, raise families, and do business". This National Development Plan integrates 31 sector plans prepared by task forces, comprising stakeholders from public and private sector bodies, civil society and international development partners.

Public sector transformation and modernization, sustainable macroeconomic programme, and labour market and tax reforms are strategies developed under Vision 2030 to improve public sector efficiency, cost-effectiveness and ease of doing business, which are critical to creating an enabling environment for growth and development. The Government of Jamaica, in its effort to strengthen results-based management in the public sector, has sought to implement an Integrated Managing for Results Programme to assist civil

servants to maximize resource utilization through measurement of targets and monitoring of government organizations and officials to improve efficiency and effectiveness.

According to Conlin and Stirrat (2008)[57], there have been major shifts in development thinking and practice. These involve new ways in which assistance is directed towards developing countries and new modalities in conceptualizing the relationships between donors and recipients. In Jamaica, these shifts are evident in efforts by development partners over the last 20 years to move the focus of development assessments from outputs to results. Responding to this shift, the Jamaican Government has made significant investments in policies and programmes to improve human capital development, strengthen social cohesion and inclusiveness, and alleviate poverty, while continuing to focus on large infrastructural programmes and projects. In so doing, the Government's results-based management approach is aimed at satisfying donor expectations and continuously improving the development and results-oriented focus of the nation and people.

Development assistance for Jamaica has become more complex as a result of severe global economic challenges. Therefore, the nature and primary purpose of evaluations have to evolve in response to the need for increased accountability, transparency, relevance and public interest, and should include assessing value-added service delivery systems and responsive business models that are agile enough to meet the changing needs and standards within a global context. For example, in the past, rural development was based on continued support to the production of specific crops in the agricultural sector. New trade regimes and the removal of quotas have now seen rural communities partnering with private investment and financing cooperatives to improve supply chains and increase the number of value-added products. These linkages are now keys to promoting sustainable rural development and improving the income levels and standard of living for thousands of people in Jamaica and by extension the Caribbean Region.

MONITORING MILLENNIUM DEVELOPMENT GOALS AND SUSTAINABLE DEVELOPMENT GOALS

MacFaul and Hyvarinen (2015)[58] posit that a country's success at attaining the Sustainable Development Goals (SDGs) will depend on how well efforts can be guided and where resources are directed. The international community needs to develop a reliable integrated indicator monitoring framework and commit to ongoing monitoring in order to assess and evaluate the implementation of these goals.

This framework will need a multifaceted approach, where progress is measured at the national, regional and international levels to determine changes in public policies of varying countries to reflect the goals, targets and indicators as stated by the United Nations. Thus,

57 Conlin, S., and Stirrat, R. 2008. 'Current Challenges in Development Evaluation'. Evaluation, 14(2): 193-208.

58 MacFaul, L., and Hyvarinen, J. 2015. 'Monitoring the Sustainable Development Goals'. 31 May 2015. <http://www.sustainabledevelopment2015.org/index.php/blog/296-blog-governance/1649-monitoring-the-sustainable-development-goals>.

the development of a practical and coherent indicator framework requires the designing of a workable integrated system to capture various data sets. MacFaul and Hyvarinen note the importance of learning a lesson from what was loosely referred to as the Millennium Development Goals (MDGs) monitoring and evaluation framework. They state that this framework consisted of a variety of monitoring component which evolved over time but had no provision for rigorous evaluation of the goals.

In the past, Jamaica's main challenges in monitoring and evaluating the MDGs stemmed from the late emergence of an integrated monitoring framework, as well as the need for effective design and implementation of programmes to advance the expansive scope of each goal. In order to monitor and evaluate the SDGs, large amounts of information are required from several disciplines such as economics, social sciences, and medical sciences. The development of a reliable indicator monitoring framework will also demand a considerable amount of time and technical work from public sector agencies.

To improve monitoring and evaluation (M&E) across the public sector and to present valuable evidence that such a framework can be effective, the following actions are being pursued under the GoJ Performance Monitoring and Evaluation System (PMES):

- Increasing the use of M&E, as it influences accountability, transparency and focuses implementation on efficiency and effectiveness.
- Improving the commitment to focus on the development of M&E capacity and infrastructure and ensuring the sustainability of this commitment over the long term.
- Increasing the number of skilled persons to collect, analyse and report on the progress and performance of key government policies, programmes and projects, including cross-cutting initiatives in the advancement of SDGs.
- Encouraging an increase in political support and the use of M&E as a normal part of doing business.
- Enhancing the capacity of government and civil society entities to develop and use M&E information in designing, implementing and monitoring programmes.
- Encouraging greater use of evaluation findings in decision-making.

THE GOJ'S PMES FRAMEWORK PRIORITIES

In an effort to continuously improve and sustain development, the Jamaican Government has not only road-mapped development at the national level through Vision 2030 but has also taken on a synergistic approach with the implementation of its PMES across ministries, departments and agencies since 2010. The PMES is a management approach that is highly consultative and integrative with and supportive of the National Development Plan. It is aimed at improving the performance of initiatives and delivery of goods and services, and ultimately ensuring a better quality of life for citizens through strengthened social and economic growth and investments in human capital.

Also, the PMES strategies support the national goals, outcomes and strategies outlined in the National Development Plan. The plan has four national goals and 15 national outcomes geared towards empowering Jamaicans to achieve their fullest potential; creating a society that is secure, cohesive and just; achieving a prosperous economy; and attaining a healthy natural environment.

The integrated results-based PMES is being implemented on a phased basis across the Government. Phase one began in November 2010 with the introduction of ministries to a whole-of-government business planning approach and sensitization to PMES. Phase two commenced in 2011 with the introduction of ministry-level business plans, and performance monitoring, evaluation and reporting to ministries and executive agencies. Phase three started in 2012 with the introduction of PMES to 32 selected entities (including all executive agencies and some departments) to agency-level business planning and performance reporting. The fourth phase, scheduled to have commenced in April 2014, would have seen the introduction of agency-level business planning and performance reporting to all remaining departments and agencies.

OUTLINE THE PRINCIPLES AND PRACTICES OF EVALUATION (PMES SYSTEM)

Of the evaluation principles the PMES has adopted and is promoting, three are fundamental in guiding the assessment of initiatives and recognizing their impact on people's lives. Three others are aimed at strengthening accountability for implementation. The fundamental principles for guiding the assessment of initiatives and recognizing impact are:

- seeing if the change is actually taking place;
- determining to what extent the change is a result of government initiatives (policies, programmes and projects); and
- determining what in particular is influencing that change and in what way.

The fundamental principles for strengthening accountability for implementation are:

- achieving and accurately reporting on results is a primary responsibility of implementing entities and their partners;
- conducting rigorous and objective evaluation is an important tool in helping implementing entities to manage for results; and
- ensuring that the importance of thoroughness and discipline of evaluation are communicated throughout the evaluation team and the stakeholders.

In promoting good evaluation, the PMES has adopted international criteria and developed standards on identifying the initiatives to evaluate, as well as selecting evaluators relevant to the subject matter. The PMES is also encouraging an agreed approach to evaluation; ensuring adequate technical capacities among evaluators to develop measures for results; strengthening the leadership to undertake and guide evaluations, change the culture

towards evaluation and use data findings to improve strategies and implementation; and changing organizational structures within implementing entities to support the function and responsibility of evaluation.

HOW JAMAICA HAS BEEN USING EVALUATIONS

Evaluation being an independent systematic investigation into how, why, and to what extent objectives or goals and overall results are achieved (William & Flora Hewlett Foundation, 2012), it needs to be undertaken along internationally accepted ethical principles and practices, as expected results on positive changes in people's lives are critical to the sustainable development of a nation. No doubt, the global changes in evaluation principles, methodologies and practices have been facilitated by an increased sophistication in the development and use of technologies such as GIS, cell phones, satellite imagery (remote sensory, etc.). In Jamaica, evaluators are increasingly taking advantage of the best geographic information science solutions to improve the assessment of strategies for road safety, national developmental investment planning and social development, and safety and security. For instance, data from such solutions facilitate spatial analysis of the effectiveness of strategies to reduce road fatalities, determine the impact of mining activities on rural communities, and identify high-crime areas and emergence of crime patterns.

CONCLUSION

The implementation of the PMES encourages a consensus that will focus on a monitoring process for the SDGs that will require a 'roll up' from a national level to a regional level through a clear set of complementary monitoring processes that would also support indicators and targets related to sectoral priority issues that impact small island states in the region. To effectively establish such an integrated framework, Jamaica and Trinidad could provide the working prototype that would increase knowledge sharing, use of evaluations and M&E capacity-building across the region. A set of common regional indicators could be developed that would be practical and cost-effective to monitor and complementary to global and national indicators. Small countries like Jamaica, even with their limited experience, can provide valuable insights on ways of developing effective M&E mechanisms in heavily indebted island states that would bring significant value towards the use of evidence in results-based decision-making.

However, further improvement is needed in building Jamaica's national M&E capacities. Despite the gains being made, there is need for improvement in the collection and dissemination of data; increasing or strengthening of the demand for evaluation data; taking evaluation functions that work (small pockets of excellence) and upscaling these to other institutions and wider sectors; and continuing the identification of champions at all levels and empowering them. Jamaica needs to decide on a limited set of relevant global and regional monitoring indicators that will also be integrated into national monitoring efforts. Due to the novelty of the PMES and the need for evaluation of initiatives at the programme implementation level, there is a great opportunity for blending evaluation principles and

practices. This has created enthusiasm and interest in methods of further developing evaluation as well as in its impact on people's lives.

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Peru – Impacts of Financial Education for Conditional Cash Transfer Beneficiaries in Peru[59]

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For decades, nongovernment organizations around the world insisted that microcredit was the best means of lifting people from poverty. There is an emerging consensus today that savings instead might be the best approach. Evidence shows that the poor actually save (Rutherford 2001) and that financial inclusion is more than just giving bank accounts (Dupas & Robinson 2013). Believing that financial education is central to anti-poverty endeavours, Peru launched the Savings Promotion Pilot (SPP) as a joint civil society-Government initiative.

The SPP focused on the poorest Peruvians, the conditional cash transfer (CCT) recipients because they had very low rates of formal savings. In 2011, 20 percent of Peruvians had an account at a formal financial institution, but only 9 percent actually saved during the previous year (Global Findex 2011). Among the poorest 40 percent of Peruvians, less than 3 percent had formal savings (Global Findex 2011). That rate was estimated to be even lower for Juntos CCT beneficiaries, who are not only the poorest but also are mainly rural and Quechua-speaking women. According to the baseline, only 1 percent of the target population of the SPP was saving at a bank.

The target group was receiving the Juntos transfer through personal bank accounts, which established a minimum initial level of financial inclusion. The SPP included the main component of financial education (sessions and monthly or less-frequent follow-up), and a small incentive component (food bundle of around US$60 for savers only), which was later discontinued.[60] Financial education under the SPP was implemented from June 2010

59 This paper summarizes the results of the impact evaluation of the Savings Promotion Pilot Programme for Juntos Families, based on Boyd and Aldana (2015), and includes a discussion on the role of National Governments in Impact Evaluation. The views and opinions expressed here are those of the author, and not necessary those of the people or organizations involved in the implementation and evaluation of the pilot.

60 Cole et al. (2009) found significant impacts from small incentives to savings accounts' opening, which disappeared when linked to a financial education programme.

to March 2012, in 17 districts (non-randomly selected) of five regions in the Peruvian highlands.[61] It included four modules focused on formal savings promotion.

The first module created awareness about the SPP and encouraged Juntos recipients, mainly women, to form groups of up to 30 people to receive financial education later. The second one taught how the financial system worked (the roles of government and financial institutions) and clients' rights. The third module explained the basics of formal financial services (advantages and disadvantages), focusing on savings accounts. The last one was a productive development module, which promoted entrepreneurship among beneficiaries and the use of financial products like credit and insurance. The four modules were designed to be taught one per month, but that did not always happen. Most districts did not receive the last module, which led to scattered intervention.

Since participation was not compulsory, the SPP take-up rate was around 50 percent, reaching nearly 7,000 people, 95 percent of whom were women. However, due to the non-uniform intervention, the evaluation regarded only the three regions where the fourth module was not delivered (979 observations), and for which baseline (gathered in July 2010) and follow-up survey (in July 2012) data were available. To assess the impact of the SPP under this context, we used a propensity score matching with differences in differences (MDD).[62] The following results work on the SPP (ITT), which shows the minimum impacts of the pilot.

The first expected impact of the SPP was to build confidence in the financial system among Juntos recipients. The SPP increased the probability of knowing that savings at a bank are secured by 5 percent. The SPP also increased by more than 16 percent the proportion of those who wanted to save at a bank. And it increased the proportion of those who actually saved at a bank (since the beginning of Juntos) by more than 15 percent, from nearly 0 percent, thus raising the formal savings rate for the target population to almost double the rate for Peru. However, only 25 percent of those who wanted to save at a bank had actually done so, suggesting that the existing financial supply was not satisfying the demands of the SPP target population.

The large impact of the SPP on the proportion of savers contrasted with the non-significant impact on the amounts saved at a bank (at data collection time), which had a high variance. However, we found impacts on the proportion of people saving 20 soles (around US$7) or more at a bank. Besides, small formal savings amounts at the data collection time may not be reflecting the total impact of the programme on savings (formal and informal), since households could have already invested part or all of their savings.

In fact, the impacts of the SPP on welfare variables, mainly assets and consumption, were positive and significant. We found a 9 percent impact on livestock acquisition, 11 percent for big farm animals (e.g. cows) and 7 percent for small farm animals (e.g. guinea pigs). These

61 At the beginning, 24 districts were randomly selected for intervention, but budgetary issues did not allow reaching all of them. Thus, intervention in the 17 districts was not randomly assigned.

62 The control variables we used to do the propensity score matching were education, age, gender, level of political violence in the district (since it determined district selection), transaction costs (distance to the closest bank – Juntos pay point- in minutes) and a poverty index.

large impacts on animal purchasing compared to the non-significant impacts on formal saving amounts could be explained by the fact that savings (like rural income) have a cycle, and by the impact on the amount saved at home which was important though not statistically significant. On the other hand, we found no significant impacts on the proportion of women owning businesses, suggesting that programmes similar to the SPP targeting women do not promote business opening per se.

Regarding consumption, we did not find conclusive evidence on changes in health and education expenses due to the SPP, but we did find an impact of 24 percent on food monetary expenditures (though it may not imply an increase in food consumption value). Finally, we found an impact of the SPP on women empowerment at the community level (measured as participation in community decisions) of nearly 14 percent, presumably because of economic empowerment through savings; and a non-harmful impact on the social networks of Juntos recipients.

Overall, the impact evaluation of the SPP shows that a financial education programme without monetary incentives, which targets mainly poor women receiving CCT in rural Peru, can generate changes in their lives. We found positive impacts on the income generation capabilities (investment), which might derive from financial knowledge and savings; and also non-intended positive impacts on women empowerment at a local political level. The SPP boosted antipoverty policies (like the CCT programmes) and helped empower women, contributing to achieving the first and fifth SDGs.

Consequently, the evaluation of the SPP contributed to making financial education a public policy. Currently, financial literacy is a transversal component of the new Ministry of Development and Social Inclusion (MIDIS) activities. Besides, the Juntos programme now has the role of an information provider on financial topics, with emphasis on standardized messages (e.g. saving at a bank or having a credit does not preclude anyone from receiving Juntos transfer). More important, the evaluation results became the basis for the implementation of the Financial Inclusion National Strategy.

The evaluation became a tool for policy decision-making in a particular context. The National Evaluation Capacities were given to develop this evaluation because in the last years the Peruvian Government went through a process of 'technocratization'. When the evaluation was done, the Juntos CCT programme was under the MIDIS, which had a viceministry dedicated to evaluation; and the Ministry of Economy and Finance was asking other ministries to use indicators to measure their performance and sustain their expenses (Estévez 2015).

It is also important to note that the outcomes on policy influencing of the SPP evaluation had their basis in a long-run work from the civil society (Instituto de Estudios Peruanos, or IEP)), which involved government entities (JUNTOS programme, Banco de la Nación, Technical Secretary of the Interministry Commission of Social Affairs, AgroRural) in programme implementation and evaluation design. Besides, it also had to struggle with changes that occurred during the evaluation. There were presidential elections in 2011 that led to important changes in the government and personnel. A beneficial change for the evaluation was the creation of the MIDIS, because the new minister was part of the IEP and pushed to

incorporate financial education into all social programmes. However, a negative change for the evaluation was the cut in the budget assigned to AgroRural for the intervention. Nonetheless, the evaluation team was able to contact the new policymakers and to involve them in the SPP through field visits and presentations of initial results (Estévez 2015), so as to pursue extra budget from Care Peru.

Finally, there is an important need to create formal channels for policymakers to contact researchers and vice versa. On the one hand, researchers need this channel to disseminate the findings on ongoing policies to the right policymakers. On the other hand, policymakers may use this channel to carry out new evaluations, by contacting qualified local researchers to conduct rigorous evaluations.

CONCLUSIONS AND REMARKS

The SPP is an example of how to use an impact evaluation to scale a good development practice. Even when the impact evaluation was not a randomized control trial, the established National Evaluation Capacities were the key to make the impact evaluation remarkable positive results (on formal savings, asset acquisition and women empowerment), the basis for a national policy.

The main lesson from the SPP experience is that for an evaluation to be used to replicate, scale or quit a programme, it is necessary to establish institutions and incentives that encourage the conduct and use of evaluations. Moreover, public servants need to be aware of the importance of evaluations and become involved in the different stages of the exercise, even amid political or personnel changes.

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Cameroon – Contribution to Evaluation Capacity Development in Africa: Challenges and Opportunities from the African Evaluation Association

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BRIEF HISTORY OF AFRICAN EVALUATION ASSOCIATION

Headquartered in Accra, Ghana, the African Evaluation Association (AfrEA) is an umbrella body for more than 30 national monitoring and evaluation (M&E) associations and networks in Africa. It is also a resource for individuals in countries where national bodies or Voluntary Organizations for Professional Evaluation (VOPEs) are absent. The objectives of the association are to:

- support evaluations that contribute to real and sustained development in Africa;
- promote Africa-rooted and Africa-led evaluation by sharing African evaluation perspectives;
- encourage the development and documentation of high-quality evaluation practice and theory;
- support the establishment and growth of national evaluation associations and special evaluation interest groups; and
- facilitate capacity-building, networking and sharing of evaluation theories, techniques and tools among evaluators, policymakers, researchers and development specialists.

One of the pivotal roles AfrEA plays in international evaluation is that of hosting the biennial international conference. The conference facilitates networking, knowledge sharing and evaluation capacity-building activities for member associations, individuals, funders, partners and stakeholders globally but particularly in Africa.

As defined in the membership policy, the association consist of:

- individual members (available for those members who do not have access to VOPEs or would like to support AfrEA from outside the continent);
- VOPEs which encompass national evaluation associations, networks, societies and/or communities of practice; and

- institutional members such as bilateral, multilateral agencies, companies or research/ academic institutions.[63]

OVERVIEW OF EVALUATION CAPACITY DEVELOPMENT IN PRACTICE

Evaluation Capacity Development (ECD) involves both the organization or institution and individuals in an enabling environment. Capacity development is related to the ability of individuals, organizations and society as a whole to manage their affairs successfully. Figure 1 highlights the conceptual framework of capacity development which comprises the individual and organizational dimensions within an enabling environment. It defines the context in which individuals and organizations operate and is characterized by: i) the institutional structure of the country, ii) the implicit and explicit rules, iii) the power structures and, iv) the legal and policy environment.

FIGURE 1. THE ECD FRAMEWORK WITHIN AN ENABLING ENVIRONMENT

The individual dimension of an ECD is related to knowledge, values, skills, attitudes, and behaviours. The organizational dimension is related to the operation and performance of any organization. It includes: mandates, systems, internal processes, organizational priorities, motivations (financial or otherwise) and career plans, mechanisms for collaboration between organizations, infrastructure and equipment. The arrows define the mutual interaction between individuals and their respective organizations.

63 For more details, please visit our website at www.afrea.org

AFREA'S KEY ECD INITIATIVES

AfrEA has completed various ECD activities among which the following have received the greatest international recognition.

P2P learning projects: This was a peer-to-peer (P2P) in the Global South for mutual learning between AfrEA and ReLAC (Latin American Network of Evaluation).[64] It was focused on institutional capacity, enabling environment, and individual members' evaluation capacities. This project was concentrated mainly in three experiences from AfrEA, which are clear strengths of its development as a VOPE, and are quite relevant for the situation of ReLAC:

- the development of the African Evaluation Guidelines;
- the work on 'Made in Africa Evaluation' or 'African-Rooted Evaluation';
- the partnership both with the academia (e.g. with Wageningen University) as well as with donors (e.g. the Bill & Melinda Gates Foundation, Rockefeller Foundation, African Development Bank).

Although personal contacts have existed previously among members of these regional VOPEs, this project has inaugurated the first formal and institutional exchange. This was achieved through webinars, a face-to-face workshop, and the participation of ReLAC members in the AfrEA conference.

The different activities originally planned were developed and the outcome of each activity was reached fully. Without a doubt, the development of the webinars was quite important for ReLAC as the receiver VOPE. It was possible to agree on a general outline for each webinar, to translate the PowerPoint presentations from English to Spanish beforehand and to do simultaneous translation. As the PowerPoint was already in Spanish, it was easier for the audience to follow the content of the presentation. Each webinar ended with questions and answers, which made the exchange very productive. These webinars were attended by 10 to 15 participants, and the links of each were widely distributed to ReLAC's regional and national mailing lists.

The face-to-face meeting between an AfrEA representative and eight members of the ReLAC, including present and past executive committee, was a particularly rewarding experience. It provided an opportunity to talk about the new directions sought by AfrEA, as well as its experience in approaching donors and actors from academia. After the webinars, a working group was set in the ReLAC social media platform, inspired by the discussions and exchanges allowed by the project. The group worked on 'Evaluation from Latin America', and discussed the culture of competencies. About 50 participants from the region were reached for a very rich exchange of bibliography and opinions. The working group coordinators invited participants to a seminar in El Salvador the following year where the group shared some of their advances.

64 For more information for both parties, please contact Pablo Rodríguez-Bilella (pablo67@gmail.com) for ReLAC and Serge Eric Yakeu Djiam (Serge.eric01@gmail.com) for AfrEA.

A short presentation about this working group was produced in November 2013, both in Spanish and English. The Spanish version was developed to disseminate the work more widely among ReLAC and other evaluation-linked networks (e.g. RedLacME, CLAD – Centro Latinoamericano de Administración para el Desarrollo). New members have joined the group. Taking the advantage of the CLAD Conference in Uruguay at the end of October 2014, ReLAC members held a panel where this working group was introduced.

Finally, this experience with AfrEA encouraged two ReLAC participants (Pablo Rodríguez-Bilella and Esteban Tapella) to propose and develop a workshop at the AfrEA Conference in Yaounde. The topic of the workshop was the "*sistematización* approach, a Latin American participatory learning evaluation approach", which was very well received by participants. AfrEA funded the participation of the two representatives of ReLAC at the 2014 international conference.

MAIN LESSONS LEARNED FROM THE EXPERIENCE OF THE PROJECT FOR OTHER VOPES

- VOPEs language barriers in the exchange of experiences can be overcome if there is good will and appropriate capacity from members. The previous translations of the PowerPoints were necessary for allowing participants to follow the speakers in their presentations.
- Face-to-face interactions can be greatly improved by previous online exchanges, as was the case with webinars. Once evaluators actually met, they felt that there was an important previous knowledge of colleagues and their work, which helped a lot for fruitful interaction.
- Beyond the differences in the contexts of the regions, it was possible to discover key bottlenecks in the development of VOPEs, as well as to understand common interest (e.g. the role of culture in the evaluation work).
- It is important to involve participants as much as possible, and not restrict the exchange to board members. Many VOPEs members could be inspired by the exchanges produced.
- It was great to record the webinars in order to share them later with other people, members of the VOPEs or not. This is quite important in order to facilitate the diffusion of the exchange beyond those who were able to participate during its actual development.

PROFESSIONAL DEVELOPMENT WORKSHOPS DURING AFREA BIENNIAL CONFERENCES

One of the pivotal roles AfrEA plays in international ECD is in hosting the AfrEA Biennial International Conference. The association has hosted seven such conferences, in Nairobi (1999 and 2002), Cape Town (2004), Niamey (2007), Cairo (2009), Accra (2012) and Yaounde (2014), constantly seeking to innovate while remaining faithful to its conference format. That format

comprises the traditional two-day pre-conference workshops during which participants take part in training sessions on very diverse topics around the main theme.

For the 7th conference in Yaounde, 30 pre-conference workshops were offered to beginners and experienced professionals on such topics as building M&E systems, equity and gender responsiveness, design and management of M&E data, strengthening of VOPEs and impact evaluation. About 350 participants attended the pre-conference workshops, nine of which were offered in French only. One innovation was a bilingual pre-conference workshop for parliamentarians organized and managed by the African Development Bank. About 50 parliamentarians from Cameroon, Ethiopia, Ghana, Kenya, Sri Lanka, Tanzania, Togo, Uganda and Zambia attended the forum for mutual exchange and learning on legislators' role in supporting an enabling environment for evaluation in Africa.

EvalMentors: With financial support from EvalPartners, AfrEA offered grants to four VOPEs to develop institutional capacity. Two Anglophone and two Francophone VOPEs were selected representing West Africa (Liberia Evaluation Association), Central Africa (Cameroon Development Evaluation Association) and East Africa (Evaluation Society of Kenya and Réseau National d'Evaluation du Burundi).

Under the co-chair of the AfrEA President and two volunteer colleagues from the Canadian Evaluation Society, this learning initiative was developed with the objective of fostering peer-to-peer exchanges with the collaboration of the Quebec Society for Programme Evaluation. Special attention was paid to their ability to play a strategic role in-country on promoting equity and gender sensitivity in evaluations. The following learning outcomes were achieved:

1. Ensure a firm commitment of the three parties involved from the beginning and sustain it over time and during changing periods of actors. This helps to improve communication and follow-up with VOPEs.

2. AfrEA support could be strengthened initially by communicating with its Board and its VOPEs, leading and monitoring the project from its VOPEs. This should be initiated from the beginning.

3. The concept of mentoring should be proposed but not imposed. Despite their initial opening, the VOPEs evolved into projects mobilize their internal forces without seeking external mentoring. The mentoring component is explicit from the outset and it is followed and supported to ensure its implementation.

4. The monitoring of VOPEs should be more systematic with support from the management committee of EvalMentors. A faster resolution of constraints on the ground and better adherence to schedules (re-reports) is highly important. However, more explicit and sustained support to VOPEs in a menu format should be provided when needed.

5. A linkage between national and AfrEA VOPEs for the financial aspect of the project to improve responsiveness need regular monitoring with the management committee when necessary. However, the parameters of the financial management and

monitoring should be better defined. It helps to ensure AfrEA's ability for a timely follow-up of this aspect of the project.

Mentoring (Roster of Experts): This is an initiative to map both professional and junior evaluation experts in Africa. The AfrEA office in Africa launched this activity in 2013 for all national VOPEs. However, it has to be updated and needs further improvement by the current and upcoming board. The objective is to generate a pool of evaluation experts per country to be used or recommended when needed and where necessary by AfrEA or by any partner.

The African Evaluation Journal: The *African Evaluation Journal*[65] forms an online platform for learning and knowledge sharing on theoretical and practical evaluation and ECD case studies in Africa. The first issue was launched during the 2014 AfrEA conference in Yaounde, which was indeed a significant highlight.

The editorial team members shared with participants the first issue and the second edition was published in 2015. Three thousand copies of the first issue were given free of charge to participants. This marked the availability of a platform and opportunity for evaluators in and outside Africa to document their work and share their expertise with a wider audience. The second issue received more than a thousand downloads from its website. This was an online product available for free.

Possible Future ECD Agenda: AfrEA is looking to work with other international, regional and national VOPEs to support the Sustainable Development Goals (SDGs)[66] adopted in September 2015 by the United Nations to succeed the Millennium Development Goals (MDGs). The AfrEA's ECD agenda for the SDGs still has to be developed. This will be part of its future ECD activities. The 17 SDGs and associated targets have the potential to transform societies and mobilize people and countries. This needs AfrEA contribution so that effective, accountable and inclusive institutions with sound policies and good governance could be established especially in Africa under an evaluation function and profession.

Recently in Bangkok (2015), VOPE representatives affirmed their availability and willingness to support the SDGs. They globally accepted the 'Bangkok Principles on National Evaluation Capacity for the SDGs' which comprise professional practices that span from government, private to non-profit sectors. Its achievements should be developed from internal management consultancy through formal independent oversight to academic and development research. Diverse experiences and common understanding on the challenges and opportunities for evaluation practice should be gathered to support the SDGs as a transformational vision for a world of universal respect for human rights, dignity, equality, and non-discrimination.

Even at the AfrEA level, the SDGs agenda shall be country-led and tailored to respective national priority setting. This should be aligned to its so-called "Made in Africa approaches

65 More information on the *African Evaluation Journal* can be found at <http://www.aejonline.org/index.php/aej>.

66 The 2030 Agenda for Sustainable Development, are an intergovernmental set of aspiration Goals with 169 targets. The Goals are contained in paragraph 51 United Nations Resolution A/RES/70/1 of 25 September 2015.

to evaluation" under development. The concept seeks to identify and develop a uniquely African approach to evaluation. It emphasizes that context, culture, history and beliefs shape the nature of evaluations, specifically in the diverse, often complex African reality. It is known that context matters for performance. And it matters for if and how individuals, organizations and wider systems develop capacity. The entry point of the ECD for SDGs should be led at the national level. It could be associated with the following initiatives of the Bangkok Declaration: i) Conduct of country-level 'SDG evaluation needs' reviews and diagnostic studies; ii) Institutionalization of evaluation by fostering evaluation as component of national governance and public sector management reform; iii) promoting the establishment of national evaluation legal frameworks such as legislation and policies; iv) Driving resources for the conduct of evaluations; v) Providing local assistance to national and local data systems to monitor SDG progress; vi) Initiating opportunities for local, young and emerging evaluators; vii) Assisting national, regional and global evaluation professional organizations and; viii) Development of events such international forums of exchange between users and producers of evaluation, including pre-conference workshops during AfrEA conferences and web-based platforms for knowledge management.

FURTHER NEED FOR IMPROVEMENTS

With regard to the increasing demand for ECD activities in Africa, proper technical assistance should particularly consider the following items which represent the main conditions to achieve success:

- Institutional and individual capacities: as has been highlighted previously, the ECD is operating within an enabling environment for both individuals and their organizations. Its conceptual framework should guide any ECD activity.
- Format of an ECD: Its format varies depending on the length of the activity and the audience (from beginners to professional experts). This should be always linked to the expected objectives to be achieved (short-, middle- and long-term objectives).

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The Gambia – Government Innovations in Evaluation: The Gambia's Experiences and the Drive to Strengthen the National Evaluation Capacities towards the SDGs

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The Gambia's attempt at planning for poverty reduction predates the Poverty Reduction Strategy Papers (PRSPs). The country developed its Strategy for Poverty Alleviation (SPA) in 1994 and two years later renewed its commitment to poverty reduction through the preparation of Vision 2020. The Vision (1996–2020) on the search for growth, equity and social justice underpinned by proper management of technical, financial and human resources to achieve increased standard of living of the population by transforming the Gambia into a dynamic middle-income country was well founded. Six major activity areas relating to agriculture, industry, trade, tourism, financial services and human resource development call for special attention.

The Gambia planned to realize these goals through a series of medium-term development plans. The SPA II, which became the country's first Poverty Reduction Strategy Paper (PRSP I), was implemented between 2003 and 2005, the PRSP II between 2007 and 2011, and the current Programme for Accelerated Growth and Employment (PAGE) from 2012 and 2015. Sector/ministry strategic plans are expected to be aligned with the priorities expressed in the medium-term national development plans (NDPs) for effective implementation. These are operationalized through medium-term expenditure frameworks (currently being piloted) and the annual budgets. The attainment of these objectives calls for robust monitoring and evaluation (M&E) systems that consist of frameworks as well as capacities at the national and sectoral levels.

This paper examines the different systems set up to aid monitoring and evaluation. It looks at the capacities of institutions to collect, compile and analyse information to aid M&E of NDPs and the MDGs, and how these can be made more effective for the SDGs. Specifically, the paper will discuss the institutional arrangements for M&E, identify the systems at sectoral and national levels, and identify measures to enhance M&E within the context of sectoral strategies, NDPs, and the MDGs. Based on the identified challenges, the paper will explore ways of making the systems more robust and result-oriented for the SDGs. The paper will benefit from desk reviews and key informant interviews (KII).

MONITORING AND EVALUATION SYSTEMS

M&E systems exist at sectoral and national levels to track progress towards achieving the objectives as set out in sectoral and national development plans. The Education Management Information System (EMIS), Health Management Information System (HMIS), and the Gambia's National Agricultural Database (GANAD) have been set up to support M&E at the sectoral level. At the national level, the Gambia Integrated Monitoring and Evaluation System (GIMES) has been developed. These systems are geared towards providing data and information for annual progress reports (APRs) and mid-term evaluations (MTEs).

EDUCATION SECTOR MONITORING AND EVALUATION

The education sector has developed the 'Education Sector Strategic Plan 2013–2022' which serves as the basis of monitoring and evaluation. The strategic plan is built on six programme areas and outlines the major strategic activities to be implemented to attain the desired policy objectives. The M&E framework outlines indicators of all sector programmes in accordance with the Education Sector Strategic Plan as well as the relevant reporting structures, formats, and schedules.

In terms of structure, the M&E framework provides for a senior management team chaired by the Minister, Coordinating Committee Meeting (CCM) chaired by the Permanent Secretary, and Service Level Agreements (SLA). The CCM is composed of all the directors, principal education officers, managers, deputy managers, deputy permanent secretaries and partners of the Ministry of Basic and Secondary Education. The two committees each meet bi-monthly and rotationally within the six education regions. The senior management team and CCM monitor both the policy and implementation of the sector programmes. Against the SLA, each directorate and unit head produce quarterly and annual reports detailing both the activity/progress and a financial report. Participatory performance monitoring involves communities overseeing their schools to improve academic performance.

The statistics unit under the Planning Policy Analysis Research and Budgeting Directorate maintains and regularly updates the EMIS database. The database is accessible online and offline to users to effectively implement and monitor the identified priority areas under the sectoral policy. The statistical unit collects, processes, analyses and reports full and complete statistics that describe the condition of the basic and secondary education system in the Gambia. This helps in making projections and forecast in order to make sound policy decisions. This initiative is within the overall framework of the national strategy for the development of statistics (2016).

Data on various components is collected at different levels of the education sector, either for establishing new or updating an existing database. The unit collects data at school, cluster, regional and national level for different programmes and initiatives. The primary data include indicators related to students, teachers and schools.

The data is centrally processed and managed in the EMIS by the Planning Directorate and is accessible to all partners/users. The processed data is then used for various purposes

including education-planning processes and by the Monitoring and Evaluation Unit for both feedback and reporting.

Inadequate staffing, limited number of qualified statistician and lack of timely availability of secondary data challenge the effective functioning of the EMIS and, by extension, the education sector M&E system.

HEALTH SECTOR MONITORING AND EVALUATION SYSTEM

The Ministry of Health and Social Welfare has elaborated the Gambia National Health Strategic Plan (NHSP 2014–2020) which serves as the basis for the M&E plan. The M&E plan has been developed to operationalize the strategic orientations of the NHSP and aims at informing policymakers about progress toward achieving the targets set. The M&E plan spells out the institutional arrangements, indicators and systems that provide data for M&E.

A key source of data for M&E is the Health Management Information System (HMIS), the principal health care monitoring system for collecting routine information. The Gambia HMIS, part of the M&E framework for the health sector, was initiated in 2006 and has undergone several assessments. The role of HMIS fits within the larger context of health sector monitoring and evaluation efforts in the Gambia. Health information collected as part of the HMIS includes disease cases and deaths for less than five years of age and above.

Data on health services is provided through health centres, district hospitals, and referral services. The HMIS was substantially revised in 2011 to collect more relevant data. It has been built on a new web-based platform that enhances data sharing and use. In addition, reporting formats have been introduced for all referral hospitals and private facilities, so coverage of reports should grow. Other data systems, facility surveys, and household surveys complement the HMIS.

Over the years, improvements in quality and completeness of data have resulted from the sustained effort to strengthen the HMIS. Inadequate capacity[67] within health facilities and the Regional Health Management Teams, completeness and quality of data remain problems.

The M&E system within the health sector makes provision for monitoring and evaluation of implementation and results at the national, regional and facility levels. In terms of roles and responsibilities, the Cabinet and the National Assembly are expected to review sectoral progress in the past year (based on the Annual Health Sector Performance Report), against the policy imperatives set out in contribution towards the second National Health Policy and NDP. The senior management provides overall sectoral political and policy oversight with decentralized levels expected to track progress and implementation of regional M&E plans. The coordinating role of M&E lies with the Directorate of Planning and Information of the Ministry of Health and Social Welfare.

67 As indicated in the key informant interviews (KII).

AGRICULTURE SECTOR PARTICIPATORY MONITORING AND EVALUATION (PM&E) SYSTEM

The Ministry of Agriculture (MoA) has developed a Participatory Monitoring and Evaluation (PM&E) system for the agriculture sector that is built upon existing M&E systems in projects, MoA departments and other implementing line ministries. The PM&E is based on the National Agriculture Sector Strategy and the Gambia National Agriculture Investment Programme (GNAIP). The M&E system is designed to generate data/information that directly feed into higher level reporting for the Programme for Accelerated Growth and Employment (PAGE), Vision 2020, the MDGs, donors and its own learning and knowledge management system.

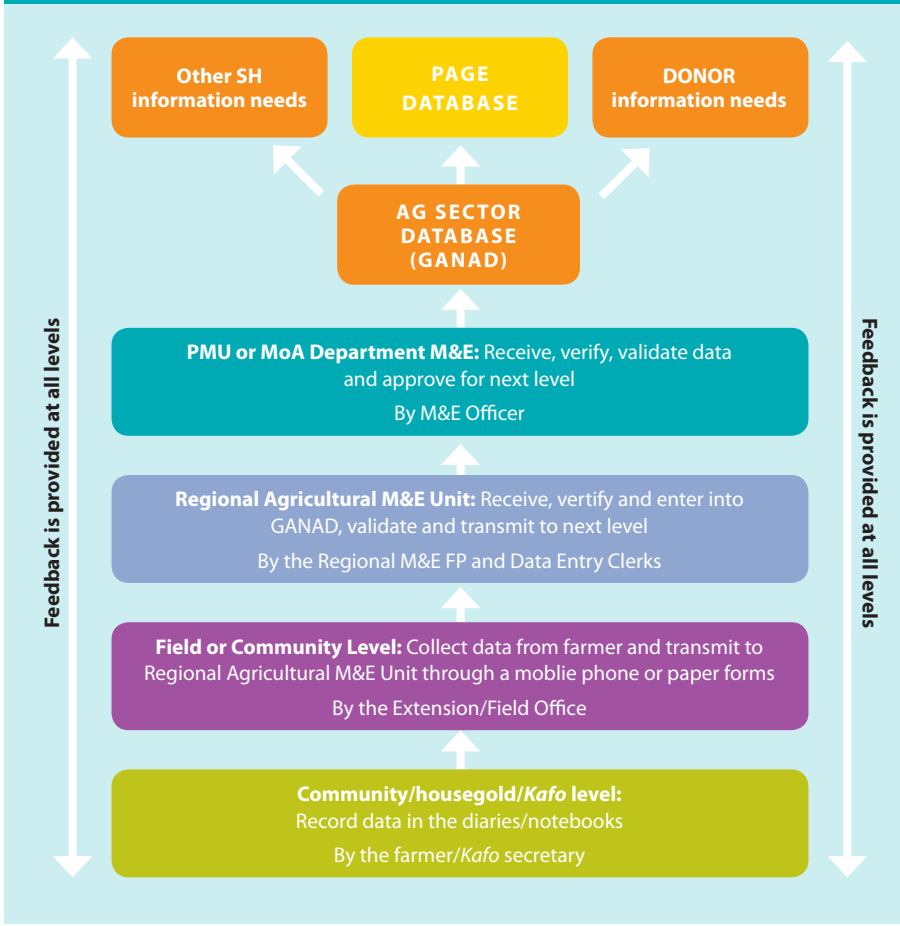
The objectives of the PM&E are to guide and standardize sectoral data collection, processing and utilization; collect, analyse, package, share and ensure effective utilization of, progress and impact data/information to inform implementation decisions, policy and future project and programme designs at all levels from farmers to the policymakers; and contribute useful information into the projects' knowledge management systems ensuring that lesson learning and impact stories are identified, developed and effectively shared and utilized. The PM&E framework provides the structural and functional aspects of the sectoral PM&E system: the core/priority indicators; institutional arrangements for M&E delivery; key resources needed at various levels (including personnel); the respective data flow channels; the key stakeholders; and the prescribed data collection and analysis methods and software; data collection and analysis responsibilities, among others.

The PM&E system has a Management Information System (MIS) which makes provision for paper, mobile phone and computer-based systems of data collection. These data are collected periodically from the farm level up to when it reaches the Planning Services Unit (PSU) and Central Projects Coordinating Unit (CPCU) for verification and analysis. All the data that is collected is entered into the Ministry's centrally coordinated online electronic database, GANAD. This database is a key component of the PM&E system meant to systematically capture, process, store and share progress data/information. It is an integrated data management and analysis system which contains various sub-systems located at regional, PMU and MoA departmental levels.

The basis of GANAD is a list of priority indicators from the GNAIP logframe. An indicator definition manual that specifies the required datasets for each indicator was comprehensively developed for accurate sectoral progress reporting. Forms to collect the datasets from the primary beneficiaries were designed and data collectors trained for onward transmission to the regional office for capture/entry into GANAD.

Field data collectors across the country approach the primary beneficiaries using specific paper forms. The collectors transmit the data to the regional offices through M&E focal persons who check and validate the information before it is captured into the system. At the regional level, the information is entered into the database. The regional M&E focal person/the Regional Agricultural Director (RAD) release the project-specific data to the respective PMU or MoA departments (non-project data). The PMU M&E receives and checks the data before releasing it to MoA headquarters' PSU and CPCU for final analysis, report generation

FIGURE 1. CONCEPTUAL FRAMEWORK OF THE AGRI-SECTOR M&E SYSTEM INSTITUTIONAL ARRANGEMENTS FOR DATA COLLECTION AND FLOW – THE LIFE AND PATHWAY OF A DATA ELEMENT



Source: Ag-sector Monitoring and Evaluation System Framework

and transmission to the Ministry of Finance and Economic Affairs (MoFEA), PMUs and departments, which also perform data analysis and generate donor-specific reports.

The PSU is in charge of the overall management of GANAD. The PSU M&E officer has overall technical management responsibility while the head of the PSU is the overall officer in charge of the sectoral database. At the regional level, the M&E focal person has overall technical management responsibility while the RAD is the officer in charge of the regional level GANAD technically managed by the regional M&E focal person. Likewise, at the PMU the project M&E officer has overall technical management responsibility while the project director/coordinator is the officer in charge of the project level GANAD.

The PM&E is a 'multi-track' system based and anchored on existing MoA and implementing partners' institutional arrangements. Each track represents an institution that is tasked with sector PM&E tasks like data collection and reporting and is also essentially a channel for data/information flow. The first priority is to reorganize and retool the existing and instituting new, M&E units within MoA and its line departments and service units or projects. This will be replicated for other sectoral implementing partners as necessary. While there may be limited capacity at some levels within the ministry, the PM&E system has innovatively leveraged the capacity of M&E officers and experts within the various projects under its purview. This has helped to strengthen the M&E function. However, based on key informant interviews (KII), further capacity enhancement is needed in the areas of database development and monitoring, project performance appraisal and tailor-made training programmes to respond to the SDGs.

THE GAMBIA INTEGRATED MONITORING AND EVALUATION SYSTEM

At the national level, GIMES has been developed with support of UNDP. The overarching objective of the system is to develop and operationalize an integrated electronic (web-based) M&E system that facilitates accurate and timely measurement of development results. Monitoring and evaluation was expected to be based on the various indicators set out under the PAGE Results Measurement Framework, which measures progress at the national and sector levels.

The web-based system is expected to allow ministries, departments and agencies to directly update their own data on the system anytime and anywhere. The flexibility of the system allows administrators to design or modify reporting forms, analysis format and data entry forms. Information from GIMES is expected to feed into the APR and MTE of the NDP and PAGE.

The M&E of PAGE has been vested in the High Level Economic Committee (HILEC), National Coordinating Committee (NCC), National Implementation Team (NIT) and Technical Advisory Committees (TACs) at the regional level with MoFEA providing the day-to-day coordination role. HILEC is a committee of the Cabinet chaired by the Vice President and consists of key Ministers and the Central Bank Governor. The NCC consists of permanent secretaries, representatives from the private sector and the NGO community, and the statistician-general. The NCC has overall responsibility for ensuring that the objectives of PAGE are achieved. The NIT consists of senior staff members across all sectors entrusted with ensuring adherence with the planning process, completion of yearly action plans, and monitoring and evaluation of the overall process.

However, a major drawback of PAGE has been the weak monitoring and evaluation framework[68]. This has affected the effectiveness of the APRs and the MTE. This challenge has been compounded by the weak M&E capacity at both the sectoral, regional and national levels. The structures that were envisaged for effective M&E of PAGE have not been adequately functional.

68 PAGE Mid Term Evaluation.

CONCLUSION

The paper reviewed the efforts geared towards setting up innovative M&E systems at the sectoral and national levels to track progress towards achieving the objectives such as EMIS, HMIS, GANAD and GIMES. It also looked at the capacities of relevant institutions to collect, compile and analyse information to aid M&E of NDPs and the MDGs, and how these can be made more effective as we move to the SDGs.

While the systems have led to some improvements in the M&E systems, limited capacity has been identified as a key challenge. The key informant interviews as well as the PAGE MTE emphasize the need to strengthen M&E capacities.

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Kenya – Country-Level Experiences in Building Demand and Developing Institutional Capacity for Evaluation in Kenya

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INTRODUCTION

The Government of Kenya introduced a government-wide structured monitoring and evaluation (M&E) system in 2004 called the National Integrated Monitoring and Evaluation System (NIMES). It was conceived during the Government's implementation of the Economic Recovery Strategy for Wealth and Employment Creation (ERSWEC) aimed at jumpstarting the economy after years of negative economic growth. The system also came about when a popular democratically elected government was in place.

Chapter seven of the ERSWEC sets out the need for an integrated monitoring and evaluation (M&E) system. At the national level, the implementation matrix provided a logical framework for M&E that included targets and indicators that were to be disseminated to the lowest level. These indicators were also made available to the District Information and Documentation Centres (DIDC) to assist communities in participatory M&E. The DIDCs are now being renamed County Information and Documentation Centres (CIDCs) in line with the Constitution of Kenya 2010.

NIMES was designed to provide the Government with reliable information that tracked implementation of policies and programmes in the Five Year Medium Term Plans. Information from the system was expected to provide the Government with a reliable feedback mechanism for efficiently allocating or reallocating resources.

Under the NIMES framework, existing departments and institutions play a key role in implementing specific actions while ensuring active participation of the private sector, civil society organizations and target communities. The framework aims to support regular sharing of information with stakeholders through workshops, retreats, seminars and information and communication technology as defined in presidential circular No.1 of 2003.

The integrated process was intended to encompass all efforts aimed at:

- harmonizing existing systems of data collection, reporting and review to encourage, facilitate and advocate for the use of M&E information to inform policy and resource allocation at all levels of Government;
- supporting information gathering and analysis;
- supporting the dissemination and use of M&E information with respect to providing evidence of delivery of the Government's intended development strategy (as laid out in the ERS 2003–2007); and
- encouraging participation of stakeholders drawn from all sectors of the economy, including the private sector, civil society organizations, and development partners in joint assessments.

The aforementioned presidential circular helped to set up the Monitoring and Evaluation Department (MED) under the then Ministry of State for Planning and National Development. The department was mandated with coordinating the implementation of NIMES.

The introduction of NIMES revealed national and local capacity gaps in the public and nongovernmental sectors, which led to the first master plan for the implementation of the system covering the period 2008-2012. This master plan prompted the preparation of a capacity development proposal that aimed to address seven key results areas. With support from development partners, the capacity development programme has been able to address the key result areas as follows:

1. Development and universalization of relevant M&E tools;
    - preparation of a National Indicators handbook every five years to assist in tracking progress;
    - development of metadata for the selected indicators;
    - development of methodological and operational guidelines;
2. Increase the culture of accountability through increased capacity for coordination of NIMES in various institutions;
    - working with universities to train M&E trainers;
    - development of minimum M&E curriculum guidelines;
    - influencing universities to introduce M&E courses;
3. Ensure technical and management competencies at both the national and devolved levels are assessed and strengthened;
    - provision of training;
    - exchange/learning and study tours;
4. Ensure timely reporting using information and communication technology in producing M&E instruments and products;

- development of an executive dashboard is in progress;
- development of a NIMES website;

5. Encourage multisectoral partnerships to ensure sustainability and continuous support for NIMES implementation;
    - hosting a national M&E week on annual basis;
    - integrating aspects of knowledge management in NIMES implementation;
    - collaborating with the African Community of Practice on Managing for Development Results;
    - supporting the establishment of the Kenya Community of Practice on Managing for Development Results;
    - collaborating with the Evaluation Society of Kenya;
    - collaborating with private sector and civil society organizations;
    - collaborating with devolved governments and national ministries;
6. Ensure public sector support toward professionalization of the M&E sector by introducing a scheme of service for M&E officers in the public service; and
7. Work towards transforming the MED into a semi-autonomous government agency to build independence of operations.

Implementation of NIMES at the local level supports the devolution of power as one of the modalities for ensuring effective and efficient service delivery to communities. Several actions under this strategy were expected at the level of counties, sub-counties, local authority, constituency and community. The idea was to empower communities with the knowledge to help them demand services at the local level and question the leadership on the outcomes of development interventions.

NIMES implementation is coordinated by MED, which exists within the Ministry of Devolution and Planning. Specifically, MED is positioned within the Department of Planning. The operations of NIMES are guided by Technical Advisory Groups (TAGs) whose membership report to the Technical Oversight Committee (TOC). The TOC ultimately reports to the National Steering Committee that is chaired by the Principal Secretary in the State Department of Planning and Statistics.

The five TAGs cover the following areas: (i) results and research, (ii) project monitoring, (iii) indicator development, (iv) capacity coordination and (v) dissemination and advocacy of monitoring and evaluation results and findings. Membership of the TAGs is drawn from: private sector, other ministries, development partners, experts from think- tanks, civil society organizations and the Government. Membership of the TAGs encourages wide stakeholder engagement in the institutionalization of NIMES.

Since 2005 MED has been producing annual progress reports, quarterly M&E reports and public expenditure reviews. The department has also prepared a national indicators

handbook for monitoring and/or reporting on the government blueprint, Kenya Vision 2030, and its medium-term plans. A limited number of evaluations on malaria, the Constituency Development Fund, education, agriculture (maize and value addition), infrastructure and tourism have also been commissioned.

Implementation of NIMES has faced a myriad of challenges including:

- inadequate performance-based public management culture;
- insufficient demand for M&E;
- weak links between M&E results reports and development of national budget;
- delay in production and submission of M&E reports by implementing agencies.

MED is in the process of supporting counties to establish M&E institutional structures. This will assist in the monitoring and evaluation of implementation of policies, programmes and projects at the county and lower levels of development units. It will also assist in providing feedback for further improvement.

Other efforts by MED include building capacities at the lower-level structures; assisting citizens understand planned programmes and hold the Government to account; encouraging transparency in design and implementation of policies and programmes; encouraging stakeholder involvement at all levels (county and sub-county) in participatory M&E and reporting on the implementation of government policies, programmes and projects; increasing stakeholder participation in providing M&E data; and strengthening institutional linkages to encourage information sharing.

Overall, M&E is expected to provide accurate and timely information on implementing policies, programmes and projects and guide the Medium-Term Expenditure Framework and annual performance budgeting.

A lot still needs to be done in supporting M&E in Kenya. Areas meriting special consideration include support for evaluation practice with emphasis on education, health, infrastructure, agriculture and devolution and support for SDGs. The three areas that MED has prioritized are resource mobilization, strong statistical systems and capacity-building.

Uganda – Improvement of Development Outcomes through an Evaluation: Uganda's Evaluation of its Eradication Action Plan

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INTRODUCTION

When the National Resistance Movement (NRM) came to power in Uganda in 1986, the country had been through two decades of political and economic turmoil. GDP per capita had been reduced to 58 percent of the 1970 level, and subsistence agriculture had increased from 20 percent of GDP to 36 percent over the same period (Reinikka and Collier, 2001). The 1990s saw the introduction of fiscal measures seeking to control spending and inflation, and the merging of finance and planning functions to ensure fiscal discipline. This resulted in a period of macroeconomic stability where economic growth averaged just over 7 percent per annum, and inflation was reduced to single-digit figures after 1992. Political stability was addressed through the development of a new Constitution. Elections were held to a constitutional assembly in 1994 and the new Constitution was adopted in 1995.

Elections were held in 1996, and during the campaign, candidates, including the incumbent President, became increasingly concerned that the growth and stability the country experienced since 1986 was not reaching the poor. The first Household Budget Survey of 1992 revealed that 56 percent of the population were living below the poverty line predominantly in rural areas. In November 1995, a national seminar on poverty was convened, which included civil servants, academics, civil society and donors. The outcome was a decision to develop a Poverty Eradication Action Plan (PEAP).

The PEAP was intended to provide a policy framework to address poverty over a 20-year period. This goal was defined by an ambitious target of reducing the proportion of the population living below the poverty line to 10 percent by 2017. The policy approach behind the PEAP was to enable the poor to benefit from market opportunities and to extend access to and improving the quality of basic social services, while maintaining the fiscal discipline started in the pre-PEAP era (OPM, 2008).

While the goal of the PEAP remained unchanged from 1997, two revisions to the plan were made, in 2000 and 2004. These involved adjustments and additions to the PEAP in

response to changing national political and economic conditions and to evaluate progress towards the targets. Among the changes were the introduction of pillars under which multidimensional strategies were developed. During its implementation, major social and economic policies were introduced under the umbrella of the PEAP pillars, such as universal free primary education, primary health care initiatives, a plan to modernize agriculture and a 10-year roads sector plan. Through the PEAP, the Ministry of Finance, Planning and Economic Development played a central role in design, implementation and oversight.

THE DEMAND FOR AN EVALUATION

Prolonged GDP growth and reduced dependency on external assistance increased the Government's confidence in managing the economy and improving the people's welfare. But while the poverty headcount steadily declined over the PEAP period, major constraints to human and economic development persisted across the country along with increasing evidence of corruption and weak accountability. By the mid-2000s, there was some revival of support within the NRM for a more interventionist Government role to accelerate national development . By 2007 it became clear that a new PEAP would be required to update the NRM's 'mixed economy' approach and that longer term planning was needed akin to East Asian Tigers where rapid economic and equitable growth was attributed in part to strong long-term central planning. This view was supported by the newly formed National Planning Authority (NPA).

In July 2007, the Ministry of Finance, Planning and Economic Development (MFPED) established a 'PEAP revision task force' composed of representatives of the three coordinating institutions of Government, MFPED, the NPA and the Office of the Prime Minister (OPM), who is constitutionally mandated to lead Government business in Parliament and coordinate the implementation, monitoring and evaluation of Government policies and programmes. At the first meeting, it was proposed that the revision process be made up of three elements; the preparation of the revision to the PEAP itself, some macroeconomic modelling work to provide scenarios for investment, and an evaluation of the PEAP over the period 1997-2007 to provide lessons to guide the revision.

This initial demand for an evaluation of the PEAP came from within the task force. Discussions centred on the management and leadership of the evaluation, who should be responsible, and who should implement the evaluation to ensure its independence and credibility; on the focus of the evaluation to best serve the needs for which it was to be designed; and the use and timing of the evaluation, where it was stressed that the evaluation must be completed to feed into the revision process. Even within this context, there were detractors, with some task force members suggesting that an evaluation was either unnecessary, as the lessons were already evident, or that a light review be conducted to produce quick findings, rather than a fully fledged evaluation. In short, establishing demand early on in the process was challenging. Nevertheless, the task force sanctioned the proposal, and OPM led on the design.

EVALUATION OBJECTIVES

Initially, the evaluation terms of reference focused on relevance, effectiveness and specific practices to inform the next revision. However, task force members considered it less important to focus on the relevance of the PEAP in guiding national policy, given that there was no easily constructible counterfactual to the PEAP. Moreover, it was felt that the purpose of the evaluation was to focus primarily on what could be learned from the PEAP experience, rather than whether or not it was a good idea in the first place.

Ultimately, the question of relevance was dropped, and the evaluation focused on how effective the PEAP had been as a consensus-building mechanism, what results had been achieved and the specific requirement to look at practices to inform the new PEAP.

To determine the scope, it was necessary to look at the theory of change of the PEAP. What results were targeted? How did it expect to achieve them? What were its operational modalities? What underlying factors were recognized to influence results, and which were not accounted for? The PEAP was focused on a series of objectives, which then became thematic pillars, all with objectives and indicators and with reference to operational structures and entities. Five streams of work emanated: results and performance, political economy, institutional arrangements, partnership and economic transformation and sustainable poverty reduction. In each of these streams, a series of questions were posed, which sought to understand what factors had played a role in the PEAP's successes and failures. By bringing together these streams, an overall assessment of the effectiveness of the PEAP could be made, focused in particular on what can be learned to guide the next revision.

To ensure that these streams and questions resonated with the PEAP and potential users of the evaluation, the terms of reference were circulated widely across the Government of Uganda, within the nongovernment community, and among evaluation and policy specialists globally. These comments and suggestions were fed back into the terms of reference which formed the platform for the evaluation.

DESIGNING THE EVALUATION

The evaluation design is focused on the methodologies employed that are best suited to the questions posed, and the nature of the intervention logic. The PEAP evaluation was an interesting mix, focusing both on impact-oriented questions related to the achievements of the PEAP, and looking at the underlying policy and process elements that contributed to these results. This presented particular methodological challenges.

Initially, it was hoped to focus the impact assessment work on identifying counterfactuals in order to answer the question: what would outcomes have been in Uganda in the absence of the PEAP? Four methods were suggested by the evaluation team to identify counterfactuals to the PEAP: before-and-after comparisons, with-without comparisons, simulation exercises and contribution analysis. Each method had its strengths and weaknesses, but it was hoped that elements of each may be used. However, as the evaluation progressed, it became clear that due to data limitations, time constraints and feedback on the initial proposals, it would not be possible to undertake rigorous counterfactual analysis.

Based on this assessment, contribution analysis was deemed to be the most appropriate approach. This method does not seek to identify a counterfactual, but has been developed as an alternative approach for circumstances when counterfactual analysis proves extremely difficult or infeasible. The purpose of contribution analysis is to try to draw links between inputs/outputs and wider outcomes, not by trying to quantify with precision the range of different factors which influence outcomes but rather, through careful and logical analysis, to make judgments about the importance (and strength) of these different influences. There is no presumption of providing proof of these relationships. Rather, contribution analysis seeks to draw 'plausible associations' between the inputs/outputs and the wider outcomes, thereby reducing the uncertainty about the 'difference' a programme is making (Mayne 2001). A truncated version of the six steps (from identifying the results chain to assessing alternative explanations and assembling the performance story) was used given time and data availability. The evaluation team also selected some policies under the PEAP which seemed most significant to the PEAP's high-level objectives, and to make the best use of available data and information.

The methods employed varied according to the areas of investigation. The evaluation was effectively broken into five components, based on the streams of work. The results and performance team used contribution analysis and some regression on the data available in key results areas. The investigations into the areas such as political economy and institutional arrangements utilized largely interview-based techniques and documentation analysis to plot the trends and relationships over the PEAP decade.

The evaluation findings were drawn into two documents, a volume (II) which had chapters on each work stream, and a volume (I) which synthesized the findings and relationships between the streams into a single report. Lessons were presented at both levels. Having designed the terms of reference, it was agreed that an international firm, or consortia of firms, would be commissioned to lead the implementation of the evaluation. This was put out to tender, and an international firm was recruited.

Two mechanisms were established to ensure quality in the process and the use of the evaluation. First, an evaluation subcommittee was set up with membership from the institutions responsible for the PEAP revision, namely MFPED, NPA and OPM as the chair. This subcommittee led the designing of the terms of reference, overseeing the selection of the consultants, reviewing the evaluation process and products, and disseminating the findings and lessons. The subcommittee met almost twice per month during the 12-month process, and with full quorum. Central to its effectiveness were its small size – just five members – its clear focus on the evaluation, and the strength of purpose and quality of the relationships between members.

The second mechanism was the reference group whose objective was to provide independent and expert opinion on both the evaluation design and the quality of the evaluation products. Experts from academia in relevant public policy areas from within Uganda, and evaluation experts globally were invited to participate, and a group of six were finally selected, coming from a variety of nations and institutional backgrounds. The subcommittee acted as a buffer between the reference group and the evaluators, to ensure stability and progress in the exercise. The group met virtually through the exercise, providing comments.

CONCLUSION

The dissemination process began with a briefing to Cabinet after which a one-day workshop was held in June 2008 where the findings were presented to an audience of over 200 from across the spectrum of public and private and non-state actors. This in turn led to a recommendation that one-day workshops be held with clusters of government institutions and partners to look in detail at the findings and recommendations, and to start preparing a government response. Between 15 and 18 September 2008, full one-day workshops were held with central institutions, service delivery ministries, commissions and agencies, accountability, internal and external relations ministries and commissions, and partners. A government response matrix was established focused on the key areas of the evaluation findings and recommendations, namely impact, implementation, prioritization, resource mobilization and other issues. In this, each group responded to each major finding and recommendation, which were then discussed and synthesized at a follow-up evaluation committee meeting. The outcome of this elaborate process was a Government white paper on the evaluation outlining the main findings, recommendations, the Government's response and proposed actions, including the responsible parties and time-frame for action. Follow-up on these actions has been done annually through the Government Performance Reports presented and discussed at cabinet retreats.

Alongside this, the task force preparing the National Development Plan (NDP), the successor to the PEAP, engaged fully in the dissemination and follow-up activities to the evaluation. A number of critical issues and lessons were discussed and drawn up from the evaluation in the NDP. These included the reflection that the PEAP had not provided operational guidance to achieve its results, including a failure to clearly align the budget to the PEAP targets. The NDP sought to redress this by costing the interventions outlined in the plan and taking steps to realign the budget and accountability mechanisms accordingly.

Second, the evaluation found that while poverty had reduced substantially during the PEAP period, it was uneven, with an urban bias and with growth tending to benefit the better-off. Investment productivity did not improve during the PEAP period, with constraints and inefficiencies in the use of human capital and poor infrastructure. This in part reflected the lack of attention paid to infrastructure and other potential drivers of the economy, such as agriculture. The NDP agreed that a new policy mix was required, still recognizing the poverty reduction objective. But it sought to improve economic infrastructure to reduce the cost of doing business, to promote competitiveness and encourage foreign investment, to transform agriculture to raise farm productivity, and to raise the quality of human capital to transform economic growth. The theme of the NDP of 'growth, employment and socioeconomic transformation for prosperity' reflects this.

Finally, the evaluation highlighted serious deficiencies in the coordination of government business and its oversight. This has impacted the way in which the OPM, MFPED, NPA and the Ministry of Public Service seek to work together to apply coherent and harmonized messages and direct service-delivery arms of the Government. As a result of the evaluation of the PEAP, the following initiatives have been put in place that have strengthened the lives of the people:

- Successor NDPs (2010/11-2014/15) and (2015/16-2020/21) with the theme "growth, employment and social-economic transformation for prosperity" have been developed. The effects will continue to be seen as the NDP is implemented and monitored and there is improvement in development outcomes.
- The role of the Prime Minister in overseeing service delivery has been strengthened, and the oversight and monitoring and evaluation functions strengthened.
- Formulation of a national policy on public sector monitoring and evaluation and approval in 2003, which outlines the roles, responsibilities and minimum standards across the public service.
- In the specific area of evaluation, the Office of the Prime Minister has established a Government Evaluation Facility (GEF), which provides a systemic basis for expanding the supply of rigorous assessments to address public policy, and major public investment questions surrounding the effectiveness of Government interventions, and tackling underlying constraints to improved public service delivery. The components of the Facility are:
  - A two-year rolling Evaluation Agenda, approved by Cabinet to ensure high-level buy in to the topics including the SDGs evaluation agenda.
  - A virtual Evaluation Funds, where finances are pooled to facilitate the commissioning/conduct of evaluations, rather than having to look for resources on a case-by-case basis.
  - A national evaluation subcommittee composed of Uganda's evaluations experts – drawn from economic policy research institutions, Government institutions, bureau of statistics, NGO community, private sector and donors. The subcommittee is intentionally small (around 10 persons) and oversees the management of the GEF.
  - A small secretariat in the Office of the Prime Minister, with a team of evaluation specialists who facilitate the GEF and the subcommittee, and lead on design and implementation where appropriate.

Since its inception, the GEF has done at least 10 major evaluations. The PEAP evaluation provided extremely valuable and accessible information of what worked and what did not during the 1997-2007 decade. Those lessons was debated and subsequently drawn upon in the drafting of the successor NDP. The effects will continue to be seen as the NDP is implemented and monitored.

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Algeria – Mainstreaming Evaluation in UNDP Planning: The Experience of Algeria

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INTRODUCTION

Algeria is an upper middle-income country that has engaged for the past decade in major economic development projects and social policies in health, education and employment. It allocates 12 percent of GDP annually to social policies.[69] It is among the top 10 countries[70] reporting the highest increase in the Human Development Index (HDI) between 1970 and 2010, with a score of 0.736 in 2014[71].

The country is also on track to achieve most of the Millennium Development Goals (MDGs). The National Growth Plan (2005-2009) and targeted programmes for the most vulnerable areas (Highlands and Southern region) reduced further territorial and economic inequalities, exclusion and poverty[72] and led to a significant drop in the overall unemploy-

69 Government of Algeria. 2014. 'Rapport National de la République Algérienne Démocratique Populaire Beijing +20', p. 12.

70 Communiqué from the Council of Ministers on 24 May 2010.

71 UNDP, 2015. Human Development Report. http://hdr.undp.org/en/2015-report

72 'Rapport National de la République Algérienne Démocratique Populaire Beijing +20', p. 13.

ment rate from 29.5 percent in 2000 to 10.6 percent in 2014.[73] Given these significant prerequisites, Algeria has now shifted to sustaining these efforts by improving public governance and the quality of social services. Recognizing the importance of evaluations in improving public governance and the quality of public services, Algeria has committed to evaluating systematically development policies and programmes.[74]

The technical support provided by UNDP therefore had to be redefined to better respond to the national context, to be aligned with government development priorities and to provide high-value technical expertise.

This paper seeks to explain UNDP's approach in Algeria towards promoting a culture of management for achieving development results by using evaluation to close the gap between policies and local realities and to move towards the Sustainable Development Goals (SDGs). First, it will provide an overview of Algeria's experience with regard to evaluation and the challenges ahead. Second, it will describe how UNDP's approach created awareness in the Algerian Government on how to use evaluation and national data to steer the development agenda. Finally, it will argue on important links with the SDGs.

THE ALGERIAN CONTEXT: EVALUATION FROM A TECHNICAL REQUIREMENT TO A STRATEGIC OBJECTIVE

Evaluation is an integral part of the programme and project cycles of Algerian public institutions. The first major government initiative dates back to the late 1970s when it reviewed the results of development policies implemented since the country's independence in 1962. This first major national assessment and evaluation of policies was conducted in 1979 and culminated in the redesigning of economic policies and sectoral programmes as of 1980. It led to the first generation of reforms and the first Five Year Plan (1980-1984), which aimed to consolidate the achievements and address shortcomings.

Following the economic and social impact of the fall in oil prices in 1986 and subsequent social protests in October 1988, Algeria resolved to reassess and evaluate its development policies. This resulted in a second generation of economic and institutional reforms, which also included the evaluation of the consequences of the debt crisis that broke out in the early 1990s. Moreover, the 1994-1998 Structural Adjustment Plans and their consequences on the national economy were also a determining moment for Algeria to evaluate its development policies.

In the early 2000s, Algeria was recovering from an exceptionally tragic and violent decade and aspired to start a real process to address its economic and social challenges. A UNDP-supported national conference on the fight against poverty and exclusion was held in October 2000 with the aim of designing a national strategy. The conference placed evaluation of public policies at the centre of national debates and agreed to synchronize

73 Government of Algeria. 2014. National Statistics Office. Survey no.671. April 2014.

74 Government of Algeria. 2014. 'Government Action Plan for the implementation of the President's Programme'. May 2014.

its recommendations with the MDGs. UNDP also supported the production of the annual National Human Development Reports (NHDRs), which became a key reference for national institutions to evaluate their activities and make informed decisions.

In addition, tripartite meetings between the Government, the General Union of Algerian Workers and the private sector in early 2000 advanced assessment practices through social dialogue. During 2013-2015, the Government extended the tripartite format to additional stakeholders such as organizations, associations and think tanks and organized direct consultations on thematic issues. A series of national conferences in 2014 and 2015 opened discussions on evaluation of national policies/strategies in such areas as industry, health, education, youth and foreign trade. These meetings resulted in a series of findings and recommendations, some of which began to be implemented.

The practice of evaluation in Algeria has, therefore, progressed beyond doing an inventory of achievements to becoming a strategic tool to guide policymakers with adjusting national policies. Thus, the Government recently decided to evaluate its programmes in a more formal and systematic manner, and to undertake periodic evaluations of public measures and policies. This strategic objective was reiterated during the launch of the Plan of Action for the Implementation of the Programme of the President of the Republic, adopted by the National Assembly in May 2014. This action plan puts evaluation of development programmes at the centre of public action.

UNDP and the United Nations System in Algeria[75] commissioned a study on the current capacities of the national statistics systems and their readiness to contribute to SDG indicators. The study revealed a number of challenges that need to be addressed to effectively promote a culture of evaluation and results-based management in Algeria, namely:

- generalize ex-ante evaluation, in addition to the ex-post evaluation to foster a culture of prospective planning;
- disseminate and generalize result-based management (financial and other) that remain limited in the national context;
- establish concrete indicators and targets in development policies and programmes as a precondition for effective monitoring mechanisms and ultimately allowing to evaluate policies/programmes;
- review the national statistics system;
- promote stakeholders' participation and consultation in evaluation to measure the impact of policies on their living conditions; and
- promote the practice of evaluation as a profession with ethical standards and promote the use of internationally recognized working methods.

75 Nacerddine, H. 2015. 'Etude comparative entre le nouveau cadre statistique des Objectifs du Développement Durable et le cadre national en Algérie, système des Nations Unies, Algérie.

UNDP'S ROLE IN CAPACITY-BUILDING FOR MANAGEMENT FOR DEVELOPMENT RESULTS

In the past decade, UNDP supported strengthening national capacities for development and achieving the MDGs. It emphasized assessment of development results and creating a culture of evaluation. To this end, it embedded results-based management as its programmes and projects approach and improved its evidence and data collection. UNDP spearheaded and mainstreamed the assessment of development results through its Independent Evaluation Office (IEO).

In 2005, the UNDP Executive Board adopted new Financial Regulations and Rules to strengthen UNDP's accountability towards its host countries. In 2006, UNDP's Executive Board approved the UNDP Evaluation Policy and conducted an independent evaluation of its results-based management processes in 2007. This evaluation showed persistent weaknesses in demonstrating results in programme implementation and particularly at the outcome level[76]. Therefore, UNDP's 2008-2011 Strategic Plan put greater emphasis on achieving measurable results in improving people lives and effectively contributing to attaining the MDGs. The monitoring and evaluation tools were revised and systematically integrated into programme implementation at the country level. UNDP resolved to further promote a culture of results and evaluation in its work and support governments in strengthening their capacities in this regard. This resulted in a shift of paradigm from results-based management to managing for developments result. These efforts coincided with a global economic crisis, where resources for development were significantly cut, and therefore putting increased pressure on achieving more with fewer resources.

UNDP APPROACH IN ALGERIA: PROMOTING A CULTURE OF EVALUATION OF DEVELOPMENT POLICIES

In 2014, the IEO conducted an Assessment of Development Results (ADR) of UNDP's programme in Algeria for the period 2009-2013. The ADR analysed the contribution of UNDP to development results. While some positive results were achieved in specific areas for the 2012-2014 cycle, the ADR noted that UNDP's interventions were scattered and needed to be more focused and strategic.[77]

These recommendations and lessons learned allowed a rethinking of the strategic positioning of UNDP in Algeria, especially since it coincided with the preparations for a new programme cycle (2016-2020) namely the United Nations Development Assistance Framework (UNDAF) and the UNDP Country Programme Document (CPD). Subsequently, UNDP designed an innovative integrated programme for 2016-2020 that aims at providing high-value technical support in key catalytic areas to strategically contribute to the country's development agenda.

Furthermore, this process of independently assessing development results was received positively by national counterparts and gave further credibility to UNDP with national

76 UNDP. 2009. 'Handbook on Planning, Monitoring and Evaluating for Development Results'.

77 UNDP IEO. 2015. Assessment of Development Results: Algeria.

authorities. In fact, by conducting a self-evaluation and acknowledging its results, UNDP increased its credibility vis-à-vis its counterparts. By doing so, UNDP demonstrated its commitment to improving planning, monitoring and evaluation processes and achieve measurable results and support countries adequately. The involvement of key government institutions in the ADR process has contributed to building trust with national counterparts and allowed to better inform them on UNDP management processes.

Furthermore, the Algerian Government was associated with responding to the ADR recommendations in particular in those areas pertaining to determining UNDP role and contribution to the development agenda. Since it occurred prior to the UNDAF and CPD planning processes, it set the grounds for an informed and evidence-based discussion. Combined with the Common Country Assessment[78], the Algerian Government and UNDP were able to clearly determine the technical expertise and assistance needed and design a new country programme for 2016-2020.

Before that, between 2009 and 2012, UNDP in Algeria provided technical expertise for public policies and evaluation for improving "knowledge of the social and economic processes and the capacity for evaluating and monitoring public policies". To this end, a few strategic projects were implemented on monitoring and evaluation, in particular to support the National Economic and Social Council in conducting the national HDRs, designing the fight against poverty and exclusion strategy, (including a poverty mapping survey). In addition, UNDP supported the implementation of the integrated rural development strategy, ultimately aiming at building national capacities to achieve sustainable human development in support of the MDGs.

As mentioned, these valid attempts to work upstream were scattered and not systematic. The ADR highlighted that these interventions, although relevant, were less effective due to the absence of a strategic approach, making it difficult to measure results.

Hence, in addressing the current planning cycle, the UNDP country office used the evaluation recommendations in choosing areas of focus, integrating a systemic approach to building national evaluation capacities and establishing feedback loops between an upstream contribution to sectoral strategies and a downstream application of these policies to local development solutions. It also contributed to the UNDP Strategic Plan 2014-2017 that reaffirmed the organization's commitment to better monitor its contribution to development results.

The 2016-2020 UNDP Country Programme for Algeria is therefore aligned with national priorities, with UNDP 2014-2020 Strategic Plan and contributed to achieving the 2016-2020 UNDAF. It focuses on (i) providing high value-added technical expertise in key catalytic areas at the national level; while (ii) demonstrating specific development results in pilot projects at the local level. Moreover, the CPD aims at promoting a culture of evidence-based policymaking and results-based management stemming from specific pilot experiences at the local

78 Context analysis of key development challenges in a given country aiming at supporting the planning process of UN agencies with government.

level. To this end, the CPD was structured around two pillars: support to targeted sectoral policy/strategy formulation and operationalization of these policies/strategies in targeted municipalities. UNDP's approach in Algeria aims to close the gap between policies and local realities through:

- intersectoral coordination/coherence between central/local levels when designing and implementing public policies/strategies;
- citizens' engagement in policy design and implementation;
- strengthening the planning, budgeting and monitoring capacities of local authorities;
- developing innovative partnerships with private sector and civil society organizations at the local level;
- improving evidence-based policymaking and links with national priorities.

Most importantly, UNDP Algeria identified a dedicated output to strengthening evaluation capacities and results in its Country Programme 2016-2020. In this cycle, UNDP will strengthen capacities for evaluating development policies in order to ensure adequate targeting of the most vulnerable populations by capitalizing on the support for sectoral strategies and their implementation at the local level. In parallel, data collection and statistics capacities will be strengthened to update the poverty map and subsequently help to inform public decision-making.

In fact, UNDP's ability to monitor the achievements of results depends on the existence and reliability of national sources. Despite efforts made to define specific measurable indicators at the programme/project levels, assessing the overall developments results and UNDP contribution to achieving these results remains limited. Hence, a specific output on this aspect in the CPD is necessary to ensure a common understanding with the Government on the need to strengthening data collection and national evaluation capacities to rely on strong evidence to assess development results.

From this perspective, UNDP is developing a specific programme for strengthening national evaluation capacities. Its aims at (i) mainstreaming evaluation in all UNDP interventions, (ii) building public institutions' capacities and supporting the emergence of a pool of independent national expertise within a national Algerian Network of Evaluators to provide expertise to the government on how to plan and design its evaluation policies. This support is governed by the United Nations General Assembly resolution 69/237 on building capacity for the evaluation of development activities at the country level and call for national and international stakeholders, to support efforts to further strengthen the capacity of Member States for evaluation, in accordance with their national policies and priorities.

The launching of this approach coincides with the International Year for Evaluation and the launching of the SDGs, which has raised questions on how evaluation can become a tool towards achieving these goals.

NEXT STEPS: MOVING TOWARDS THE SUSTAINABLE DEVELOPMENT GOALS

Evaluations can be an important tool to help governments to integrate the SDGs into the national development agenda as well as a means to translate these global targets into national policies. UNDP can provide technical assistance in the initial stages of selecting and refining indicators and help design evaluations that would verify the relevance of the SDGs indicators to national contexts.

During the post-2015 consultations on "the World We Want", an Algerian national consultation took place with actors of civil society. UNDP organized with the Algerian National Economic and Social Council an international symposium. It brought together the National Social and Economic Councils of the Sahelian, North Africa Region, international and national experts to discuss the transition from the MDGs to the SDGs and encouraged rethinking the Human Development Reports, its indicators and methodology with the view of making recommendations on the future goals.

This was followed, during the first half of 2015, by a second phase of national consultations that gathered representatives from the civil society and the Government to reflect on the means to improve data for indicators, and made concrete recommendations on the potential linkages between the future SDGs, national indicators and statistical systems as well as other sources of data. They made recommendations and identified opportunities and challenges on how these indicators could feed in the evaluation of development policies.

These processes and consultations set the ground for determining how evaluation may contribute to SDGs localization in national development agendas. In fact, the definition of SDG's indicators will heavily rely on national statistics systems and will require adaptation of data collection methodology and processing. UNDP experience in designing HDR, national livelihood based surveys and measuring progress against MDGs can support governments in designing national systems to that help measure progress on implementing the SDGs.

In Algeria, there is a national statistics law and an abundance of administrative statistics regularly collected by various government institutions. However, there is no systemic approach and data streams are poorly interconnected. Their quality control is weak which undermines reliability and use in particular at the international level as already mentioned above.

In its previous cycle, UNDP provided technical support to producing the national HDR and to capture 'human development indicators' at subnational level. It provided support to establish a system of territorial monitoring for public policies, and addressing the challenges of obtaining good disaggregated data that could effectively measure the relevance, effectiveness and efficiency of development policies in people's lives. It is worth noting that the perceptions from civil society and ad hoc inquiries quite often did not concur with conclusions drawn from official statistics and this gap was also a consequence of a poorly connected system. In fact, it appears that statistical monitoring and reporting are important but insufficient for providing decision-makers with opportunities for learning, accountability and informed decision-making.

Algeria, like many other middle-income countries, felt the need to improve its management of data and reporting to international systems. The National Human Development

Reports presented this opportunity, establishing the links between the international processes and standards, and the national appropriation of those processes during the MDGs implementation was a key issue to address.

UNDP's experience and good practices in terms of methodological approach and build-up of both, national capacities and national processes, could provide support to governments in this regard. Over time, national and international indicators should converge as countries are in the process of refining their own systems to produce reliable and timely indicators and internalize evaluation of their development policies and into their administrative practices. Providing technical support for designing these methodologies are a practical guide for countries to identify gaps and needs to develop robust monitoring and evaluation mechanisms and this may lead to changes in approaches to development policies evaluation.

Another area of UNDP's work is to encourage countries to join the data revolution and take advantage of information and communication technologies, largest data flows that come with meta data, and UN corporate systems to innovate surveys methodologies and open data sources to analyse development gains and trends.

One concrete example and interesting case study on which UNDP draws lessons, for the next phase of the support, is the process of production of NHDR.

Historically the cooperation between UNDP and Algeria on NHDR had two phases. Up to 2005 the National Economic and Social Council produced its own reports using its own methodology that was geared towards an internal product presenting a socio-economic analysis at a time when policies were centrally planned as part of a socialist centralized economy.

After 2005, UNDP cooperated with the Government on the HDR. UNDP trained national staff on HDR methodology and was able to support the production of national reports according to international standards and introduce new thematics such as poverty, and contribute with technical expertise to improve Algeria's self-evaluation within the African Peer Review Mechanism. Beyond the specific technical support provided, UNDP contribution allowed to reassess and re-examine composite indicators and how best to capture local realities. Furthermore, the Algerian National Economic and Social Council initiated a regional platform to engage in a peer dialogue on these matters.

Algeria produced its first HDR in 2006 with the support of UNDP. UNDP contributes with technical expertise for producing HDRs on methodology, international standards, indexes and measurement tools across the world. Algeria attributes high importance to its ranking and HDR classification, and the HDR process has been boosting the National Economic and Social Council capacities and helped it to set its own HDR instruments in view of contributing to the international debate in this regard; and capture the impact of Algeria development policies on peoples' lives. This process pointed to its development weaknesses, providing opportunities to inform policymakers and trigger adequate policy interventions.

One issue that was raised during national consultation on the HDR was the discrepancies between the international statistics data and classification and national data, with a strong perception from authorities that international indexes did not fairly reflect the country's human development achievements and trends. It was a very useful two-way interaction: first, the international forum strengthened national capacities' and, second, as these

capacities evolve they create increasing demand for a more interactive international process to rank countries and define indexes that would take into account the country views. This led UNDP and National Economic and Social Council to organize a symposium[79] on how to move forward with the SDGs and the transition between MDGs and SDGs.

The conclusions of this symposium pointed to the relevance of Algeria's own experience in terms of human development indicators at subnational level with the aim to establish a territorial monitoring system for public development policies. Also, the symposium highlighted the importance of intersectorality of the MDGs and SDGs and the need to encourage trans-sectoral indicators and start a reflection on how policies influence each other and contribute to development. Links between measurements of education and health policies needed to be strengthened to assess for instance trans-generational poverty. This raised the question of which health and education indicators would be relevant and how these could be cross-referenced. These elements highlighted the need for an integrated local development policy, which is currently being developed as part of the state apparatus modernization process.

Another strong recommendation that came out of the consultations concerned the data revolution with a specific focus on collecting and making available transparent and disaggregated data and how open access of data could allow for partnerships with academia and civil society to build credible indicators, and establish the monitoring system that will supply evidence to the evaluation processes.

Today Algeria is at its sixth NHDR produced almost autonomously where UNDP role is limited to quality control for conformity to international standards. This led not only to changes in the Algerian approach but also encouraged national experts to contribute to the international debate on the HDR methodology.

The lessons learned drawn from this experience will support the implementation of the new country programme, notably to establish the links between evaluations, data collection and analysis as part of the 'data revolution' that will come with the universality of the SDGs. The transition phase from MDGs to SDGs will require a multistakeholder consultation on strengthening data collection mechanisms. In addition, developing the appropriate evaluation tools and national capacities in this regard emerged as a key priority. It also initiated a discussion on establishing a centre of excellence on evaluation in Algeria in the framework of the SDGs and post-2015 development agenda.

CONCLUSION AND NEXT STEPS

The UNDP assessment process of development results, conducted by the IEO, has allowed UNDP Algeria to engage with Government on redefining the role and contribution to the national development agenda. This process was used as a good practice to create awareness at the country level regarding planning, monitoring and evaluating development results.

79 High Level Symposium on Human Development and Societies' Well-being in the post-2015 Perspective, 23 June 2014.

Therefore, the UNDP 2016-2020 Country Programme focuses on upstream strategic policy advice in parallel to promoting local development solutions to achieve catalytic development results. Putting data based analysis and evaluation at the centre of this programme will allow UNDP to provide technical expertise on how to institutionalize these mechanisms in planning and implementing development policies while reinforcing national capacities in this regard. Furthermore, UNDP's role is to ensure support to Government in localizing SDGs in national policies and ensuring that monitoring and evaluation mechanisms are designed to assess progress against these goals taking into account the context specific needs.

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Tunisia – Monitoring and Evaluation of Public Policies and Programmes

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INTRODUCTION

After the revolution of 17 December 2010–14 January 2011 and the promulgation of the new constitution in 2014, Tunisia is becoming more demanding of accountability and transparency in the management and use of public funding.

In an increasingly participatory and consensual decision-making process, evaluation becomes a pertinent tool for the authorities. It facilitates communication with citizens by ensuring mutual understanding of problems and possible solutions through an evidence-based approach. Institutionalization of evaluation thus becomes a guarantor of fair, inclusive and sustainable governance and a prerequisite for the political, economic and social transition's success.

The question, therefore, is whether the process of institutionalizing evaluation in Tunisia has benefited from the new political context. To answer this question, an attempt is made here to examine the current situation of monitoring and evaluation (M&E) in Tunisia by identifying its strengths and weaknesses and the opportunities and challenges ahead. Then recommendations are made on ways of resolving the inadequacies while using lessons learned and opportunities available at the national and international level to better institutionalize supply, demand and use of evaluation.

CURRENT SITUATION – A FAVOURABLE CONSTITUTIONAL FRAMEWORK FOR EVALUATION

The new Constitution: In order to comply with the principles of neutrality, transparency, integrity, efficiency and accountability enshrined in Article 15 of Tunisia's new Constitution, promulgated on 27 January 2014, the public administration is constitutionally oriented towards the use of evaluation as an instrument for measuring the impact of policies on the living standards and quality of life of citizens.

Under Article 139 of the Constitution, local authorities are invited to "adopt the mechanisms of participatory democracy and the principles of open government in order to guarantee the widest possible participation of citizens and civil society in the preparation of development and land use plans and the monitoring of their implementation, in accordance with the law."

CONSTITUTIONAL REGULATORY BODIES

The body in charge of good governance and the fight against corruption: Article 130 entrusted this independent constitutional body of democratic regulation with "taking part in the policies of good governance, preventing and fighting against corruption, ... monitoring the implementation of these policies, promoting the culture of good governance and the fight against corruption and strengthening the principles of transparency, integrity and accountability."

The body in charge of sustainable development and the rights of future generations: According to Article 129 of the Tunisian Constitution, this body shall be consulted on draft laws related to economic, social and environmental issues and on development planning.

INSTITUTIONAL MECHANISMS FACILITATING THE EVALUATION OF PUBLIC POLICIES AND PROGRAMMES

Budget Management by Objectives (BMO): By substituting a results-based approach with a resources-based one, BMO seeks to improve the effectiveness and efficiency of public action as well as its transparency by combining a system of budget management by programme and public management by performance.

This reform was implemented in 2007 with the introduction of objectives and numerical indicators outlining the expected impacts on public spending. The aim was to: i) rationalize public spending, making it transparent and improving output; ii) better allocate resources according to guidelines and agreed priorities; iii) strengthen medium-term expenditure planning; iv) improve the effectiveness of public actions; v) support the expected pace of development within the framework of economic and financial equilibrium; vi) increase the readability of budget objectives.

By developing a results culture, BMO will facilitate the evaluation of public policies and programmes and evidence-based reforms.

COMPUTER SYSTEM FOR MONITORING THE IMPLEMENTATION OF PUBLIC PROJECTS

A computer-based application created in 2014 makes it possible to plan, monitor and evaluate all the operations relating to a public project or programme. Currently being tested in four ministries, this system will be rolled out to all government bodies. The project action plan includes the production of graphics based on geographic localization data.

CURRENT MAIN STAKEHOLDERS

In Tunisia, evaluation is often entrusted to institutional actors who can guarantee quality, such as the Court of Auditors (*Cour des comptes*), the general audit bodies (*corps des*

contrôleurs), specialized research centres or institutes, or departments within cross-sectoral or sectoral ministries. The following sections give an indicative but not exhaustive list of the main stakeholders involved in the monitoring and evaluation of public policies, programmes and projects.

At the legislative level: Assembly of the People's Representatives: The Assembly of the People's Representatives controls the action of the Executive by exercising its legislative and budgetary functions, authorizing the public expenditure and income needed for policy implementation. Within the framework of the fiscal reform (BMO), Parliament will be better informed on the costs and benefits of Government policies and will better judge the relevance, effectiveness, efficiency and sustainability of programmes and projects.

During the celebration of the International Year of Evaluation 2015, Tunisian parliamentarians took part in the launch of the Global Parliamentarian Forum for Evaluation (GPFE). A Tunisian parliamentary committee for the evaluation of public policies was launched as part of the Fifth EvalMENA Evaluation Conference and General Assembly held in Tunis (12-14 May 2016).

At the judicial level – The Court of Auditors *(Cour des comptes)*: In addition to its traditional duties of monitoring public accountants and auditing public finances and government bodies, the Court is authorized to:

- Evaluate the results of the economic and financial assistance that state bodies provide to associations, mutual bodies, companies and private organizations**.**
- Evaluate the management of the State, the local municipalities, public establishments and enterprises, as well as all bodies in which the State, the local municipalities, public establishments and enterprises hold an equity interest "to verify the extent to which it meets good governance requirements, notably with regards to the respect of principles of economy, efficiency and effectiveness as well as the demands of sustainable development (Art. 19 bis)". Within this framework, the court has carried out a number of programme evaluation missions, notably including the national programme of urban parks, and the internship initiation to professional life (SIVP) programme.

AT THE LEVEL OF THE GENERAL AUDIT BODIES

The general audit office for public services *(Contrôle Général des Services Publics (CGSP))*: Reporting to the Prime Minister, the CGSP is a supreme oversight body with horizontal competency, authorized to monitor public administration departments as a whole, including bodies that directly or indirectly receive public funds or contributions. The CGSP carried out also some evaluation missions such as: i) evaluation of adult education programme (2006); ii) evaluation of national scientific research programme; iii) evaluation of public policy on professional training, and iv) evaluation of national observatories. According to Decree No. 2013-3232 of 12 August 2013 on the organization of the general audit office for public services, the CGSP: i) evaluates national programmes and public policies using participative evaluation, with the aim of consolidating the openness of the structures by evaluating their environment and improving their relationship with their users; ii) is mandated to

evaluate projects and programmes financed within the framework of external cooperation; iii) includes an evaluation department and an audit and evaluation department for projects funded by external financing institutions.

The general audit office of Finance *(Contrôle Général des Finances (CGF))*, under the authority of the Finance Minister, is in charge of auditing and compliance-checking of public departments and bodies. It also evaluates public projects and programmes with the aim of assessing the performance of the various participants as well as the impacts that were generated. In 2015, the CGF carried out 23 micro-evaluations within the framework of the Harmonized Approach to Cash Transfer (HACT) in order to assist the United Nations agencies (UNICEF, UNDP, UNFPA) in performing risk assessments and identifying the capacity-building needed to implement their programmes.

AT THE LEVEL OF THE CENTRAL PUBLIC ADMINISTRATIONS

At the central level, monitoring and evaluation is generally carried out by the departments in charge of studies, planning and statistics. Other relatively recent structures also evaluate in a cross-cutting or sectoral manner, namely:

The general monitoring body for public programmes *(Instance générale de suivi des programmes publics)*: This is a public body endowed with a legal personality and financial independence, created within the Presidency of the Government. It has particular responsibility for: i) helping to formulate public programmes in collaboration with the relevant bodies in charge of planning, programming and the design of performance-contracts and programme-contracts at a central, regional and local level; ii) establishing performance indicators and mechanisms for monitoring implementation, with the participation of the bodies in question; iii) monitoring the implementation of public programmes in coordination with the parties in question with reference to the agreed performance indicators and monitoring mechanisms; iv) collecting data relating to public programmes and analysing it, drawing on a specific database; v) carrying out research and studies in the area of implementing public programmes and policies and evaluating them according to international standards, vi) contributing to the dissemination of an evaluation culture in the public sector; vii) creating partnerships with similar foreign organizations.

Other divisions directly reporting to the Presidency of the Government: i) The division in charge of governance and the fight against corruption, which is notably mandated to design, monitor and evaluate the SDG on governance (Goal 16); ii) the department for reforms and administrative forecasting which played an active role in the international conference on National Evaluation Capacities, organized by the UNDP Independent Evaluation Office and held in Bangkok from 26-30 October 2015; iii) the unit in charge of monitoring productivity systems in and the performance of public establishments and enterprises.

Divisions reporting to the Ministry of Development and International Cooperation (MDCI*)*: i) the Monitoring and Evaluation Division in charge of drawing up M&E methodology and tools, coordinating M&E of policies and programmes, drawing conclusions and findings and passing them on to the relevant departments; ii) the Forecasting Division, in

charge of drawing up economic forecasts and development programmes for the medium to long term, within the framework of the development plan and the short-term perspectives and policies, as part of the economic budget, and then to monitor their implementation. It is also in charge of studying, evaluating and proposing macroeconomic policies, taking into account the evolution of the economic climate and structural economic and social policies.

At the level of certain sectoral ministries: i) The evaluation and audit department within the General Directorate of Public Medical Infrastructures (*Direction Générale des Structures Sanitaires Publiques)* of the Health Ministry; ii) The National Authority for Evaluation, Quality Assurance and Accreditation (*Instance Nationale de l'Evaluation, de l'Assurance Qualité et de l'Accréditation)* within the Ministry of higher education and scientific research in charge of evaluation and accreditation of higher education and research establishments and training programmes; iii) national observatories such as the national employment and qualifications observatory (ONEQ), reporting to the Ministry for Employment, which is in charge of monitoring the employment situation in companies through the use of suitable surveys. It designs and develops employment databases and evaluates programmes and tools to find positions for the unemployed. The observatory carries out evaluation studies, such as this one relating to the monitoring and evaluation of active employment policies: '*Suivi et Evaluation des Politiques Actives d'Emploi*', October 2013.

AT THE LEVEL OF SCHOOLS, INSTITUTES AND RESEARCH CENTRES

The National School of Administration *(Ecole Nationale d'Administration)*: Created in 1949 and 'Tunisified' in 1956, the ENA trains high level civil servants in subjects including: i) designing and evaluating public programmes; ii) planning, strategic monitoring and administrative forecasting; iii) results-based management and budget management by objectives; iv) effective and quality public management; v) administrative leadership. The ENA also organizes: i) studies and academic research in the areas mentioned above via its Centre for Research and Administration Studies (*Centre de Recherches et d'Etudes Administratives)*; ii) conferences, workshops and study visits via the International Academy of Good Governance and the Administration Leadership Institute seeking to modernize Tunisian administration and develop its working methods. As part of the International Year of Evaluation, the ENA worked with Sciences Po Toulouse to carry out intensive training in November 2015 on the subject of "evaluating public policies" and a brainstorming workshop in December 2015 entitled "towards a system for evaluating public policies". ENA hosted also from 16 to 27 May 2016, for the first time in Tunisia, the International Programme for Development Evaluation Training (PIFED: French version of IPDET).

The Centre for Social Research and Studies *(Centre de recherches et d'études sociales (CRES))*: created by Law No. 96-50 of 20 June 1996, the CRES saw its designation modified and its duties widened after the revolution, allowing it to address the new social demands of the country via the proposal of reforms and alternative policies based on the scientific evaluation of current social transfers that could attenuate social tensions and reduce poverty and inequalities to low levels. Within this framework, the CRES worked with the African Development Bank to produce: i) a study evaluating the performance of social assistance

programmes in Tunisia, in order to optimize targeting of poor populations and slow the progression of the informal sector (March 2015); ii) an analysis of the impact of food subsidies and the social assistance programmes on poor and vulnerable populations (June 2013). In addition, within the framework of the International Year of Evaluation, the CRES developed South-South partnerships in the area of evaluating social policies and poverty measurements with the Observatoire National du Développement Humain (Morocco), and the Mexican national council for the evaluation of Social Development Policies (CONEVAL-Mexico) in order to strengthen sharing of experiences and best practices in this area between Mexico, Tunisia and Morocco.

The Institut Tunisien de la Compétitivité et des Etudes Quantitatives (ITCEQ) is a Centre for Economic, Social and Competitiveness Studies, created in 1973 to: i) carry out economic, social and competitiveness studies at the macro-economic, sectoral and regional levels, examining the impact of policies and economic and social reforms on development, ii) organize surveys of competitiveness in business and the business climate; iii) draw up techniques, indicators and databases and develop the models needed to carry out the studies. ITCEQ carried out i) a number of studies evaluating employment policies and the upgrading programme (February 2010), ii) A workshop entitled "Evaluating economic policies in Tunisia" (June 2015).

ITES (Tunisian Institute for Strategic Studies): A public institution acting under the trusteeship of the Presidency of the Republic in accordance with the law of 25 October 1993, the ITES is in charge of short- and long-term research, studies and analysis on all the questions relating to events and development at a national and international level.

Arab Institute of Business Managers *(Institut Arabe des Chefs d'Entreprises (IACE)*): An independent international think tank (created in 1984) which occasionally carries out evaluation of economic and social policies. As a local partner of the World Economic Forum, it participates in the evaluation of the business climate and the general economic context in Tunisia. In the 2nd edition of the Tunisia Economic Forum organized on 7 April 2016, IACE focused on "Public Policy Evaluation: Methods and Results" and launched a new book about public policy evaluation in Tunisia "évaluation des politiques publiques en Tunisie" emphasising on methods of evaluation for each phase of the policy cycle, either ex ante, ex post, or in progress, and take as case analysis public employment policies, the new investment code and banking reform.

AT THE LEVEL OF CIVIL SOCIETY: RÉSEAU TUNISIEN DE L'EVALUATION

The Réseau Tunisien d'Evaluation (RTE) is a Tunisian association created on 24 June 2014 (*Journal Officiel de la Republique Tunisienne* No. 75 of 24 June 2014) which seeks to: i) promote an evaluation culture with state institutions and civil society, and institutionalize it as good governance practice; ii) encourage the adoption of accountability, transparency and effectiveness in development actions for the success of the democratic process and the access of all Tunisians to sustainable and fair development.

In accordance with its 2015-2019 strategic plan, RTE works in three areas: 1) Institutionalization of evaluation: i) advocating for the creation of new evaluation mechanisms, both at

the government and Parliamentary level; ii) adoption of a legal framework to govern evaluation practices and integrate them into the processes for managing and implementing public policies. 2) Promotion of an evaluation culture: i) raising awareness among civil society so that they can exercise their right to participate in the evaluation process at all territorial levels; ii) capacity-building of public actors and civil society with regards to planning, monitoring and evaluation of public actions. 3) Knowledge production, knowledge management and knowledge sharing: i) encourage the use of knowledge and data generated by evaluations in the public policy management process; ii) bring the scientific community together to produce and manage national knowledge about evaluation.

A network of individuals today, the RTE expects to become a network of associations forming a single point of contact for evaluation in the country.

THE CHALLENGES THAT REMAIN

Despite the existence of a constitutional framework enshrining the principles of accountability and good governance, political will in favour of the evaluation of public policies and a rich institutional and human potential, many challenges need to be met if a coherent, efficient and sustainable national monitoring and evaluation system is to be institutionalized.

- Firstly, confusion is often observed in the understanding and use of the concepts of monitoring, evaluation, oversight and audit, with a predominance of the functions of oversight and audit.
- Poor understanding of 'who does what' in terms of monitoring and evaluation and the lack of a national multidimensional monitoring and evaluation system.
- Absence of a formal coordination platform between the various stakeholders in charge of planning, monitoring and evaluation.
- Poor consolidation at the organizational level of the monitoring and evaluation function within ministries.
- Departments in charge of monitoring and evaluation, whether "de facto or by rights", often do not have specific budgets for carrying out monitoring and evaluation.
- In terms of knowledge management: poor sharing and usage of evaluation results.
- Evaluations of development programmes and projects are mainly controlled by donors within the framework of budget support or development assistance projects or programmes. Few evaluations have been ordered by the Parliament, which has the mandate to assess the effectiveness and efficiency of public policies and programmes by controlling government action.
- In terms of training: with the exception of a few modules and intensive classes on the evaluation of public policies as part of the higher programmes of the ENA, there is almost total non-existence at a national level of specific evaluation training programmes (master's degrees or others).

- Contextual challenges relating to the context of democratic transition, marked by a risk of institutional instability and changes in the order of national priorities.
- Structural challenges mainly linked to the resistance of certain organizations to change for better accountability and more transparency especially when they perceived it as a threat.

OPPORTUNITIES TO BE SEIZED

There is a favourable international context for evaluation**,** mainly as a result of: i) the UN Resolution on Evaluation adopted on 12 December 2014; ii) the Global Evaluation Agenda 2016-2020, launched on 25 November 2015 at the Nepalese parliament in Kathmandu, as part of the celebration of the International Year of Evaluation; iii) a very active international movement within the international evaluation community, under the leadership of EvalPartners; iv) a number of new networks created by EvalPartners with the aim of furthering the implementation of the Global Evaluation Agenda, including EvalGender+, EvalYouth, EvalSDGs, EvalIndigenous; v) creation of the Global Parliamentarians Forum for development evaluation; and vi) important partnership and fundraising opportunities with donors and UN agencies.

Nationally, there is a conducive context marked by: i) a favourable constitutional framework for evaluation, enshrining the principles of accountability and good governance; ii) a context of democratic transition that encourages evaluation and accountability; iii) government commitment to institutional reforms and its growing interest in the evaluation of public policies in order to better address disparities and the inequalities and create a new economic and social model that is inclusive and equitable; iv) the existence of institutional potential and qualified human resources on which Tunisia can capitalize in order to better institutionalize the supply, demand and use of evaluation; v) the strong commitment of citizens and the vibrant dynamism of civil society thanks to the freedoms acquired since the revolution, which generate hope with regard to the pressures that civil society organizations are gradually exercising on political leaders and the managers of development programmes for more accountability, transparency and good governance.

RECOMMENDATIONS

Taking into account the strengths, weaknesses, opportunities and challenges identified in the current M&E landscape in Tunisia, the following recommendations are offered:

1. Produce a map of the stakeholders interested and implicated in the evaluation of public policies in Tunisia as well as a literature review of evaluations that have been carried out, clarifying the concepts and terminology by identifying: i) evaluation of other feedback practices such as monitoring, control and audit; ii) supply and demand capacities for monitoring and evaluation (M&E), i.e. the technical capacities of those providing M&E information and the capacities to request, assimilate and use the information generated by M&E.

2. Draw up in a participatory manner a national policy/strategy for evaluation, taking inspiration from the strategic axes of the Global Evaluation Agenda 2016-2020 in order to take advantage of support identified by EvalPartners.

3. Put in place a formal consultation platform between the various stakeholders in charge of planning, monitoring and evaluation (TUNEVAL) by forming a working group that includes all stakeholders in the area of evaluation and development in order to identify the ways and means to: i) contextualize and adapt international SDGs to the national context by defining specific, relevant and realistic national targets according to the priorities and the initial development conditions of the country, while ensuring correspondence with the plan for 2016-2020; ii) implement a system for the monitoring and evaluation of public policies in general and its integration into the national planning process for the evaluation of SDGs in Tunisia, which will form the basis for the national SDG implementation progress reports.

4. Make it possible to evaluate public policies and programmes by: i) respecting the standards and principles of results-based management and a human-rights based approach when formulating new programmes and reforms; ii) planning the evaluation at the time the new policies or strategies are designed.

5. Build national capacity in monitoring and evaluation in particular by: i) creating a specialized professional Master's degree in evaluation in partnership with specialist international institutions; ii) strengthening the organizational and cognitive capacities of structures in charge of monitoring and evaluation; iii) advocating for an increase in evaluation budgets; iv) strengthening the role of parliamentarians in the evaluation of public policies through awareness-raising and training; v) institutionalizing an annual regional evaluation forum in Tunisia which will offer a precious and regular opportunity to share international best practices in evaluation.

6. Promote an evaluation culture to citizens and raise awareness with the public authorities on the importance of monitoring and evaluation in national planning.

7. In order to ensure greater transparency at the level of public finances and create a framework that encourages the progressive generalisation of results-based management and budget management by objectives, it is important to include in the Organic Budget Law currently being drawn up a provision stating that a tax expenditure report should be produced during the preparation of the Finance Law. This document, which includes an impact evaluation of certain tax exemptions, can: i) allow Parliamentarians to better appreciate the effectiveness of tax incentives in order to assess their efficiency in relation to the opportunity costs for the community; ii) increase accountability of tax incentives recipients with regards to achieving development objectives.

Georgia – Measuring Progress towards SDGs through National Policy Monitoring and Evaluation System

TAMARA RAZMADZE
Head of Donor Coordination Unit,
Administration of the Government of Georgia

In September 2015, world leaders came together to commit to a new universal set of Sustainable Development Goals (SDGs) for the betterment of lives worldwide. Built on the Millennium Development Goals, the 17 SDGs and 169 targets are more expansive and based on the largest consultative process ever. The Georgian people were part of that worldwide process and contributed to the formulation of the new development priorities. Through UN country office support, the voices of diverse groups were recorded. They included women, teachers, poor, elderly, youth, unemployed, internally displaced persons, ethnic, religious and sexual minorities, ex-prisoners, persons with disabilities, urbanites, and rural and mountain dwellers. The discussions revealed Georgians' desire to live in a secure environment where an honest and responsive Government fostered healthcare and education, standard of living, job opportunities and social security. Peace and the restoration of the country's territorial integrity were most often mentioned as the key priorities.

Governments and other stakeholders have debated whether the number of SDGs and targets need to be reduced and the framework simplified to make them manageable, applicable and effective. The consensus in Georgia is that it is better to have more goals targeting, for example, women's empowerment, good governance or peace and security, rather than fewer goals that do not address those. However, national capacities to implement all the SDGs should be taken into consideration. For Georgia, the imperative of rigorous monitoring and evaluation (M&E) of national policies as well as SDGs puts additional pressure on the country's limited capacities. The country still faces challenges such as a lack of holistic approach towards monitoring and evaluation, data availability gaps, a weak National Statistics Office, lack of resources, limited capacity of government institutions. Georgia has improved the coverage and quality of official statistics in recent years, but there are still problems in terms of frequency, reliability and periodicity based on internationally recognized standards. Efforts should continue to upgrade the Georgian statistics system, which will allow closer SDG monitoring and a more refined reporting system.

It is much more difficult to achieve significant progress in the absence of a direct link between global goals and national ones. Georgia's experience with tracking progress towards MDGs unveiled challenges such as data collection gaps, weak interagency coordination and inadequate donor coordination. Having learned those lessons, the country has made efforts to introduce innovative systems that ensure adequate monitoring of the SDGs.

The Government has realized the centrality of a sound system to measure the relevance, effectiveness, efficiency, impact and sustainability of Georgia's progress towards the SDGs. Such a system needs to be easily applicable or compatible with national policies and objectives. As Georgia has little experience in monitoring and evaluation, it lacks a harmonized and uniform practice across government institutions. Monitoring and evaluation is carried out mainly with support by development partners such as the European Union or is performed in a very simple fashion. From the perspective of SDG implementation and monitoring, this can be an advantage, as it could pave the way for a holistic and uniform approach.

Such an approach requires instruments that would ensure the alignment of the national agenda with the global one and is consistent, balanced and realistic. Therefore, integration of the SDGs into national planning is crucial. Georgia has an ambitious national agenda and a list of reforms either planned or under implementation. The Government has engaged in an extensive cross-ministerial consultative process for the nationalization of the SDGs, which will serve as the baseline for national development. Under the leadership of the Prime Minister, the Government has taken responsibility for coordinating national policies, ensuring linkages between the SDGs and national priorities, coordinating domestic and international actors around the goals, and building an innovative SDG M&E system. In 2015 the consultative process culminated in a round table that brought together all ministries and UN agencies. A comprehensive matrix was developed containing the SDG goals and 132 targets based on Georgia's reality, along with corresponding government policies and responsible institutions. In this hierarchy of national and global commitments, each policy is linked with the respective SDG target. This will allow the country to track progress towards the national agenda as well as the SDGs.

A module is being developed for a well-functioning M&E framework that will ensure linking of national policies with each target of SDGs, further enabling measurement of progress through national and international indicators. Integration of the SDG M&E framework into that of national policies is the first step towards achieving better efficiency in measuring progress. A hierarchy of indicators shall be introduced where the set of national markers contribute to the global ones. These indicators in the hierarchy will vary in measuring different kind of progress but would contribute to the ultimate goal – achieving each of SDGs. For example, SDG goal 1, target 1.2. states: "By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions". At a national level, a corresponding policy objective is to change and refine the methodology for the evaluation of the families' socio-economic status to provide targeted social assistance (TSA) more efficiently. Although the effectiveness and efficiency of the new methodology will be measured separately – i.e. the indicator can be a number of vulnerable people covered by the TSA – the relevant indicators should contribute to the global measurement tools.

TABLE 1. EXAMPLE OF MATRIX DEVELOPED FOR THE ANALYSIS OF GEORGIA'S POLICIES VERSUS SDGS

GOAL 2. END HUNGER, ACHIEVE FOOD SECURITY AND IMPROVED NUTRITION AND PROMOTE SUSTAINABLE AGRICULTURE

TARGET	ONGOING ACTIVITY (GOVERNMENT WORK PLAN, 2015-2016)	PLANNED ACTIVITY	RESPONSIBLE LINE MINISTRIES
2.1 By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round	13.4.2.3 Reduction of malnutrition through greater access to fortified food products; greater awareness of the public on staple food fortification and the necessary supplementation of micronutrients to children aged 6-24 months in particular		Human Rights Secretariat (Administration of the Government of Georgia)
		Increasing laboratory testing facilities	Ministry of Agriculture
	Food safety, plant protection and epizootic reliability		Ministry of Agriculture
2.2 By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons	13.4.2.3 Reduction of malnutrition through greater access to fortified food products		
2.3 By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment		Concessional agro credit project	Ministry of Agriculture
	4.2.1 Support to small enterprises to get better access to the leasing and finances 4.2.2 Implement the micro and small-scale business support programme 4.2.3 Policy reform on small and medium enterprises 4.2.4 Project for the support of smallholder farmers in the spring works		Ministry of Agriculture
		Modernization of amelioration systems	Ministry of Agriculture
		Plant the future (the initiative for maximum support of the intended use of agricultural lands through setting up perennial gardens and nurseries in all municipalities of Georgia)	Ministry of Agriculture
	Study land resources in Georgia for improving soil fertility	Soil research and mapping in Georgia for improving soil fertility	Ministry of Agriculture

Bearing in mind the cost and administrative burden, the approach is to simplify the M&E process without compromising quality and ensuring greater efficiency in developing and implementing national policies having a clear link with the SDGs. This process has begun with close collaboration with all respective government institutions. The Administration of the Government of Georgia will initiate extensive dialogue with all stakeholders to elaborate practices that are demand-based, realistic and valuable for making informed decisions. Once the global and regional indicators are adopted, the Georgian Government will analyse those against national ones and fill in the gaps, avoid duplications and save resources. The special module will enable the Government to introduce a holistic approach towards national and global objectives without investing too many resources. The role of Geostat – the national statistics office – will be key in measuring the progress of SDGs. Geostat, which has established itself as an effective independent institution with strong leadership, is finalizing a three-year strategy to improve the quality and reliability of data. However, it faces two main constraints: limited resources of the organization and lack of systemic approach towards statistical information from different bodies of the Government. The latter is very much linked to a well-functioning public administration, as well as the capacity of policymakers to use quality data for informed decision-making. The ongoing public administration reform, a holistic approach to policy development and implementation, as well as the above-mentioned policy module will significantly improve the situation. While limited resources remain a key challenge for Geostat, improvement of administrative and other sources of statistics, such as availability of 'big data' or registers, will significantly improve data quality and reliability.

A good M&E system can serve as an excellent tool for attaining national and global objectives better. However, given Georgia's extensive development agenda, a key challenge is to introduce a system that is efficient and avoids duplication of resources. With this clear vision, Georgia has embarked on the path towards creating such a system. Once in place, it will pay off with better policies targeted at sustainable development.

Australia – EVALSDGs: A Platform for Advocacy, Learning and Innovation

DOROTHY LUCKS
Secretary, International Organization for Cooperation in Evaluation, EvalPartners Executive Committee, Co-Chair EVALSDGs, Executive Director SDF Global

CHARLOTTE JONES
SDF Global

INTRODUCTION

This paper presents a brief analysis of the importance of strengthening national evaluation capacities towards the achievement of the Sustainable Development Goals (SDGs). It explores the need and opportunities for bringing evaluation practice closer to national policymaking and evidence-based decision-making. This requires a stronger and broad-based platform to advocate for evaluation, to innovate in development and evaluation practice, and ensure that learning is captured into a dynamic knowledge management framework. Based on these needs, it introduces the pathway that has led to the development of the EVALSDGs network as a global network for sharing information on evaluation of the SDGs. It also articulates the contribution that a more explicit policy environment for evaluation and stronger evaluation practice can make towards achievement of the SDGs.

Background to the Sustainable Development Goals

From 2000-2015, the Millennium Development Goals (MDGs) focused global efforts on development and spurred progress towards achievement of human development goals around the world. Much has been achieved[80], but a key criticism of the MDGs was that there was insufficient attention paid to generating evidence on achievements and learning from challenges[81]. The UNDP report on the MDGs found that "Better data are needed for the post-2015 development agenda", and particularly high quality, disaggregated data.[82] Furthermore, the report highlights the importance moving forward of national capacities in relation to measuring progress in development.

80 UNDP. 2015. 'Millennium Development Goals Report 2015'. p. 12.

81 Fehling et al. 2013. 'Limitations of the Millennium Development Goals: a literature review', *Global Public Health*. vol 8. No. 10: 1109-1122.

82 UNDP. 2015. 'Millennium Development Goals Report 2015'. p. 12.

The SDGs are the basis of the post-2015 global development agenda (2030 Agenda) formally adopted in New York on 25 September 2015. Seventeen goals were developed through an extensive process of global consultation, each with a set of associated targets. Indicators for measurement of the targets are currently under development and expected to be completed in March 2016. The 2030 Agenda emphasises the importance of every national government defining and measuring their own objectives and targets to measure their progress, representing a shift from the previous focus of the MDGs on developing countries.[83]

Importance of Evaluation to the Sustainable Development Goals

The final '2030 Agenda for Sustainable Development' includes acknowledgement of the importance of evaluation as part of the principles on which follow up and review of progress towards the goals should be based:

> *"They 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."*

> *"They will require enhanced capacity building support for developing countries, including the strengthening of national data systems and evaluation programmes."*[84]

The importance of evaluation to the SDGs, and particularly at the national level, is supported by a recent report from the United Nations Evaluation Group which highlights the contribution of evaluations to accountability, transparency, and evidence-based decision-making, important especially to achieving and measuring results at a national level.[85]

Evaluation aims to support learning, transparency, accountability and improvement. Evaluation evidence can inform, orient and strengthen efforts and interventions under the SDGs. Evaluation of what is working, for whom, and under what conditions will accelerate progress both towards "The World We Want" and towards "Blending evaluation principles with development practices to change people's lives". Evaluation processes also have the potential to support and empower national governments and their citizens to navigate complex problems and take effective actions that will ultimately contribute to the 2030 Agenda.

Introducing EVALSDGs

EVALSDGs is an emerging initiative of the EvalPartners network. EvalPartners was formed by the International Organization for Cooperation in Evaluation (IOCE)[86] in partnership with

83 United Nations. 2015. 'Transforming Our World: The 2030 Agenda for Sustainable Development'.

84 Ibid.

85 United Nations Evaluation Group (UNEG) 2015. 'Evidence Changes Lives: Realizing Evaluation's Potential to Inform the Global Sustainable Development Goals'.

86 See <www.ioce.net>.

the United Nations in March 2012[87]. EvalPartners and IOCE have been working to contribute to improved country-led evaluation systems and policies, to strengthen the enabling environment for civil society organizations (CSOs) to engage in a strategic and meaningful manner in national evaluation processes, and for evaluations that are equity-focused and gender responsive.[88] EVALSDGs has been formed as part of EvalPartners in partnership with UNEG, which is taking an active role in assessing the evaluability of the SDGs and associated indicators and the processes by which they will be evaluated. The concept of EVALSDGs is:

> *"EVALSDGs is a network of interested and skilled policy makers, institutions and practitioners who advocate for the evaluability of the performance indicators of the new SDGs and support processes to integrate evaluation into national and global review systems.*
>
> *"EVALSDGs members work to support the evaluation community to be prepared for evaluating initiatives towards better outcomes for the SDGs and ultimately, the 'World We Want'."*[89]

EVALSDGs was formed in response to the need to improve effective monitoring and evaluation of the SDGs in a way that maximizes participation of and influence on national systems as well as realizing the potential of evaluation to strongly contribute to the global agenda of the SDGs. In this respect it is strongly aligned with the NEC theme of "Blending evaluation principles with development practices to change people's lives".

DISCUSSION

Progress towards "The world we want" – the headline of the SDGs extensive consultative process – requires efforts at every level to turn aspirations into realities. The focus of the SDGs on all national governments to define and measure their own targets is a new process and a significant shift from the preceding MDGs that opens potential for a wide range of benefits to national governments, though also represents major challenges and a high level of complexity.

Evaluation adds value to the follow-up and review processes of the SDGs

Each of the 17 SDGs has a set of global targets and indicators that will help countries develop implementation strategies and allocate resources towards achieving the goals.[90] However, the focus of the SDGs process has mainly been on review and reporting as a report card approach against the chosen indicators. Evaluation has the capacity to step beyond compliance into engagement in performance assessment, learning, strengthening of account-

87 See <http://www.mymande.org/evalpartners>.

88 Attuned Research and Evaluation & Basi Consulting Group Inc. 2015, *Evaluation of EvalPartners: The Global Movement to Strengthen National Evaluation Capacities.*

89 Lucks, D. and Kirk, C. 2015. *EvalSDG Concept Paper.*

90 United Nations. 2015. IAEG-SDGs: Inter-agency Expert Group on SDG Indicators. <http://unstats.un.org/sdgs/iaeg-sdgs/>.

ability mechanisms, as well as contributing to policy- and decision-making processes. Strengthening of global and national evaluation capacity will add substantial value to the SDG implementation process and assist in achieving long-term outcomes.

Embedding evaluation theory and practice in the monitoring and review of the SDGs enhances opportunities for greater impact, including amplifying the voice of national stakeholders and local people in SDG initiatives. A deeper understanding of the unique theory of change in local contexts can be gained through building evaluative processes at the commencement of respective SDG implementation activities. Recognition of diversity within countries can be assisted through aligned, but distinct evaluative processes.

National evaluation policies could contribute to the achievement of the SDGs

Given the above highlighted potential contributions of evaluation to the achievement of the SDGs, it is important to discuss the 'enabling environment' for evaluation at the national level. Consultations to date by IOCE and EvalPartners as part of EvalYear 2015 have established the importance of the national policy environment in supporting a positive enabling environment for evaluation.[91] Barbara Rosenstein, supported through the EvalPartners Parliamentarians Network, conducted a mapping exercise of national evaluation policies worldwide. She found a high level of variation in the current status of national evaluation policies and the ways they are administered.[92] As Rosenstein (2015) argues, there remain many unanswered questions for further exploration around the links between evaluation policies, evaluation culture, and how these ultimately contribute to improved outcomes for countries and their citizens. In the context of the SDGs this is an important area of uncertainty – evaluation does have potential to contribute to greater achievement towards the SDGs if it successfully supports evidence-based and responsive decision-making. Considerations of social equity and gender equality in relation to national evaluation policies should also be important priorities in relation to evaluation of the SDGs.[93]

Strengthening national evaluation systems is crucial to evaluation of SDGs and national and local outcomes

Evaluation draws from and synthesizes a wide range of data sources, including quantitative and qualitative, short-term and long-term, and seeks to ensure that findings are meaningful. Independent evaluation can contribute to a credible, more adaptive, learning-oriented process for implementation in any thematic area. It helps to measure, analyse and demonstrate clear evidence of achievement and challenges. Rigorous, and often mixed, methods in evaluation practice ultimately contribute to improved accountability and evidence-based

91 EvalPartners and IOCE in partnership with UN Women and SLEVA. 2014. 'Summary Report of the South Asia Regional Consultation on National Evaluation Policies'.

92 Rosenstein, B. 2013. *Mapping the Status of National Evaluation Policies.*

93 Bamberger, M., Segone, M. and Reddy, S. 2014. 'National Evaluation Policies for Sustainable and Equitable Development: How to Integrate Gender Equality and Social Equity in National Evaluation Policies and Systems'.

decision-making, stronger leadership, as well as facilitating learning and innovation. In relation to national governments, evaluation findings and recommendations can help to guide resource allocation, improve outcomes, and to empower governments to demonstrate their success and improve accountability to their citizens.

The lack of good data is challenging in the context of evaluation of development globally and at national levels.[94] There are new opportunities arising due to technological advancements for new sources of data that could facilitate easier tracking of the SDG indicators.[95] Collaboration between actors in development is needed to capitalize on opportunities as they arise and to share knowledge and build operational data capture and flow systems at the national level. Building this capacity at the national level has potential to enhance the collection and analysis of data at the national level and contribute to development outcomes.

Providing a platform for collaboration on 'blending evaluation principles with development practices'

Given the high level of complexity associated with the SDGs and thus with measuring progress towards them at all levels, there is much to gain from having a platform for open dialogue and creating strategic links to share lessons and advances as they occur and to share lessons learned from approaches or methodologies. Such collaboration should be a priority for national governments seeking to develop their national evaluation capacities and in some cases national evaluation policies. EVALSDGs has the potential to provide such a platform for collaboration around the development of national evaluation capacities and policies as they relate to the SDGs.

EVALSDGs, through the EvalPartners network, recognizes the importance of linking national governments and donor organizations with the evaluation sector and evaluation practitioners, particularly the Voluntary Organizations for Professional Evaluation (VOPEs) that are springing up at global, regional and national levels. UNEG, a partner in EVALSDGs, emphasizes the importance of the higher levels of ownership of initiatives by stakeholders that can be generated through evaluations, and especially by making the results of evaluations easily available to stakeholders.[96] Consequently, the EVALSDGs network brings together evaluation practitioners, CSO networks with national governments and development partners with a focus on sharing, learning and innovation. In this way, EVALSDGs aims to add value to both the evaluation sector and to the SDGs implementation and review processes and ultimately contribute to greater achievement in relation to the SDGs and 'changing people's lives' through development practices.

94 Sustainable Development Solutions Network (SDSN). 2014. 'Indicators and a Monitoring Framework for Sustainable Development Goals Launching a Data Revolution for the SDGs'.

95 United Nations Secretary-General's Independent Expert Advisory Group on a Data Revolution for Sustainable Development (IEAG). 2014. 'A World That Counts: Mobilizing the Data Revolution for Sustainable Development'.

96 UNEG. 2015. 'Evidence Changes Lives: Realizing Evaluation's Potential to Inform the Global Sustainable Development Goals'.

Changing people's lives through increased engagement in evaluation of SDGs

Good evaluation practice is based on effective stakeholder engagement. Stakeholders need to be more engaged in monitoring and evaluation and their engagement is needed to assist in providing a useful framework and practices for governments and international agencies to generate valid quantitative and qualitative data as evidence for performance monitoring and learning. Building national evaluation capacities to enable evaluators to effectively engage with governments, donor agencies, and other stakeholders is an important priority to support the SDGs. At the same time, commissioners and procurement processes for evaluation need to improve, including allocation of sufficient resources to cover all stages of the evaluation requirements including learning and stakeholder engagement. Evaluation processes must have sufficient scope to include and raise the voice of previously excluded minorities or disempowered stakeholders, who are often most affected by national decision-making. Most importantly, individuals with influence to change people's lives such as national and sectoral leaders and other key civic leaders require assistance to increase awareness of evaluation findings and what decisions can be made to bring about accelerated and equitable progress in relation to the SDGs outcomes.

CONCLUSION

The priorities for countries in terms of developing national evaluation capacities to support the SDGs are to promote improved decision-making through evaluation, learning and innovation, specific to country contexts. Enhanced focus on national data systems and blending quantitative and qualitative analysis through evaluation will strengthen analysis and collaborative action between national governments and CSOs, particularly through VOPEs. Meaningful evaluation should include accountability and transparency mechanisms as well as concerns of social equity and gender equality by giving voice to previously marginalized stakeholders.

A platform for collaboration around evaluation and the SDGs has the potential to facilitate knowledge sharing and networking towards the advancement of national evaluation capacities. EVALSDGs provides a platform for collaboration around the development of national evaluation capacities in development as they relate to the SDGs. In this way, both national governments and the evaluation sector can ultimately contribute to greater achievement in relation to the SDGs and to 'changing people's lives' through development practices.

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Annexes

Annex 1. Programme

Wednesday, 28 October 2015

08:00-08:30 REGISTRATION

JOINT OPENING CEREMONY

08:30-10:30 **Luc Stevens**, *UN Resident Coordinator and UNDP Resident Representative in Thailand*

Rob D. van den Berg, *IDEAS President*

Indran Naidoo, *UNDP, Director of the Independent Evaluation Office*

Gina Casar, *UNDP Under-Secretary-General and Associate Administrator*

Paulo Jannuzzi, *Government of Brazil,* hands the EvalYear Torch to

Don Pramudwinai, *Minister of Foreign Affairs of Thailand*

JOINT KEYNOTE ADDRESS: EVALUATION FOR IMPROVING PEOPLE'S LIVES

Mallika Samaranayake, *Sri Lanka, President of the Community of Evaluators of South Asia*

NEC PLENARY 1

11:15-12:45 FROM MDGS TO SDGS – FROM 18 NEC COMMITMENTS TO THE GLOBAL EVALUATION AGENDA

Chair/Commentator: **Nicholas Rosellini**, *UNDP Deputy Regional Director for Asia-Pacific and Director of Bangkok Regional Hub*

UNDP IEO: **Ana Rosa Soares**, *UNDP Independent Evaluation Office, Evaluation Adviser* – The NEC Journey and the 18 NEC Commitments Baseline Study

UNDP RHAP: **Joseph D'Cruz**, *UNDP Asia and the Pacific, Regional Team Leader, Inclusive Growth and Sustainable Development* – The transition from MDGs to SDGs: implications for the evaluation community, challenges and opportunities

EVALPARTNERS: **Dorothy Lucks**, *EvalSDGs Chair* – The Global Evaluation Agency

EGYPT: **Awny Amer Morsy Bayoumy**, *Board Member of IDEAS – Commentator*

FIRST NEC PARALLEL SESSIONS

14:00-15:30 SESSION 1: EVALSDGS: A PLATFORM FOR ADVOCACY, LEARNING AND INNOVATION FOR EVALUATION

Chair/Commentator: AUSTRALIA – **Dorothy Lucks**, *Secretary IOCE, Co-Chair EvalSDGs and Executive Director at SDF Global*

1. BRAZIL – **Paulo Jannuzzi**, *National Secretary of Evaluation, Ministry of Social Development and Fight against Hunger*
2. ALGERIA – **Merzak Belhimeur**, *Director-General, Economic Affairs and International Cooperation, Ministry of Foreign Affairs*
3. SOUTH AFRICA – **Antonio Hercules**, *Director, Evaluation and Research, Department of Planning, Monitoring and Evaluation*
4. UNDP NEPAL – **Lazima Onta-Bhatta**, *UNDP Assistant Country Director*
5. CAMEROON – **Debazou Yantio**, *Board Member of IDEAS*

FIRST NEC PARALLEL SESSIONS (continued)

SESSION 2: USE OF EVALUATION AND KNOWLEDGE MANAGEMENT FOR EVIDENCE BASED POLICY MAKING AND DEVELOPMENT

Chair/Commentator: UK – **Elliot Stern**, *UNDP IEO Evaluation Advisory Panel Member, Professor of Evaluation Research, Lancaster University*

1. UN WOMEN, THAILAND – **Yumiko Kanemitsu**, *UN Women, Regional Evaluation Specialist,* UNDAF Evaluations
2. UNDP ALGERIA – **Ana Cristina Da Costa Amaral**, *UN Resident Coordinator and UNDP Resident Representative in Algeria* – Mainstreaming evaluation in UNDP planning: the experience of Algeria *(via videoconference)*
3. ALGERIA – **Nassira Boutarfa**, *Algeria Court of Accounts*
4. INDONESIA – **Indra Wisaksono**, *Directorate of Development Performance Evaluation Report and System, Ministry of National Development Planning* – Evaluation as delivery mechanism in Indonesia's Medium Term Development Planning
5. UNRWA JORDAN – **Robert Stryk**, *UNRWA, Chief, Evaluation Division and UNEG Vice Chair* – Impact of evaluation through better use

SESSION 3: THE ROLE OF PARLIAMENTARIANS TO PROMOTE NATIONAL EVALUATION CAPACITIES TO SUPPORT THE SDGS

Chair/Commentator: SRI LANKA – **Asela Kalugampitiya**, *EvalPartners Executive Coordinator*

1. NEPAL – **Hon. Ananda Prasad Pokharel**, *Member, Legislature Parliament, and Coordinator, National Parliamentarian Forum on Development Evaluation in Nepal*
2. AFGHANISTAN – **Hon. Rangina Kargar**, *Member of the Afghanistan Parliament*
3. BHUTAN – **Hon. Jigmi Rinzin**, *Member of National Council, Parliament of Bhutan*
4. UNDP GAMBIA – **Ade Lekoetje**, *UN Resident Coordinator and UNDP Resident Representative in Gambia*
5. UNICEF – **Ada Ocampo**, *UNICEF Senior Evaluation Adviser*

SESSION 4: ADDRESSING GENDER EQUITY AND HUMAN RIGHTS IN EVALUATIONS OF PUBLIC POLICIES AND PROGRAMMES

Chair/Commentator: AFRICAN DEVELOPMENT BANK – **Rakesh Nangia**, *Director of the Operations Evaluation Department of the African Development Bank*

1. WORLD BANK – **Caroline Heider**, *Director-General and Senior Vice President, Evaluation, World Bank Group*
2. UNDP ARMENIA – **Armine Hohvannisyan**, *UNDP RBM and Gender Equality Focal Point*
3. INDIA – **Shagun Sabarwal**, *Senior Capacity Building Manager, Jameel Poverty Action Lab South Asia (J-PAL) at the Institute for Financial Management*
4. KENYA – **Awuor Ponge**, *Board Member of IDEAS and President & Director of Research, Policy and Evaluation at the African Policy Centre*

FIRST NEC PARALLEL SESSIONS (continued)

SESSION 5: M&E SYSTEMS TO IMPROVE PERFORMANCE OF POLICIES AND PROGRAMMES

Chair/Commentator: UNDP RBAP – **Francine Pickup**, *UNDP Strategic Planning Adviser*

1. BOTSWANA – **Kemelo Mophuting**, *Chief M&E Officer, National Strategy Office* – Evolution of the National Monitoring and Evaluation System
2. TRINIDAD AND TOBAGO – **Jacinta Bailey-Sobers**, *Permanent Secretary, Ministry of Planning and Development* – Building a robust Monitoring and Evaluation System
3. GEORGIA – **Tamara Razmadze**, *Head of Donor Coordination Unit* – Measuring Progress towards SDGs through National Policy Monitoring and Evaluation System
4. BRAZIL – **Selma Serpa**, *Head, Evaluation and Performance Audit Department, Brazilian Court of Accounts* – The maturity of monitoring and evaluation systems of the Brazilian public administration
5. EGYPT – **Randa Hamza**, *Senior Adviser, Monitoring and Evaluation, Ministry of International Cooperation*

15:30-16:00 TEA & COFFEE BREAK

FIRST PARALLEL SPECIAL JOINT SESSIONS

16:00-17:30

SPECIAL JOINT SESSION 1: NEW FRONTIERS FOR EVALUATION IN A FAST CHANGING WORLD

Chair/Commentator: WORLD BANK – **Caroline Heider**, *Director General of the Independent Evaluation Group of the World Bank*

1. UNITED KINGDOM – **Chris Barnett**, *Director, Centre for Development Impact, Brighton*
2. THAILAND – **Dechapiwat Na Songkhla**, *Deputy Budget Director, Bureau of the Budget*
3. SOUTH AFRICA – **Richard Levin**, *Principal of the National School of Governance, South Africa and Chairperson of the South African Monitoring and Evaluation Association*
4. KENYA – **Holly Dublin**, *Independent Expert*

SPECIAL JOINT SESSION 2: EVALUATION CHALLENGES AND INNOVATIONS IN SMALL ISLAND DEVELOPING STATES

Chair/Commentator: GEF – **Juha I. Uitto**, *Director of the Independent Evaluation Office of the Global Environment Facility*

1. ST. LUCIA – **Edwin St. Catherine**, *Director of Statistics, Ministry of Economic Affairs*
2. AUSTRALIA – **Jeremy Kohlitz**, *University of Technology*
3. COOK ISLANDS – **Miimetua Nimerota**, *Senior Strategic Policy and Planning Adviser, Central Policy and Planning Unit, Office of the Prime Minister*
4. MARSHALL ISLANDS – **Bruce Kijiner**, *Secretary, Ministry of Foreign Affairs*
5. BARBADOS – **David Todd**, *Director, International Development, Environment and Disasters*

FIRST PARALLEL SPECIAL JOINT SESSIONS (continued)

SPECIAL JOINT SESSION 3: THE ROLE OF BILATERAL AGENCIES AND THE OECD-DAC EVALNET IN PROMOTING NEC TO SUPPORT THE SDGS

Chair/Commentator: FINLAND – **Riitta Oksanen**, *Senior Adviser, Unit for Development Evaluation, Ministry for Foreign Affairs*

1. MALAWI – **Winston Nyasulu**, *Assistant Budget Director, Ministry of Finance, Economic Planning and Development* – Steps towards successful evaluation of sustainable development goals
2. NORWAY – **Per Oyvind Bastoe**, *Director of the Evaluation Department of the Norwegian Agency for Development Cooperation (NORAD)*
3. FRANCE – **Hans Lundgren**, *Manager of the DAC Evaluation Network, OECD*
4. UNITED KINGDOM – **Penny Hawkins**, *Head of Evaluation of Department for International Development (DFID)*
5. SOUTH AFRICA – **Zenda Ofir**, *UNDP IEO Evaluation Advisory Panel Member*

Thursday, 29 October 2015

JOINT KEYNOTE ADDRESS

9:00-10:00 CHALLENGES OF EVALUATING SUSTAINABLE DEVELOPMENT

Vinod Thomas, *Director-General Evaluation, Asian Development Bank*

Chair: **Susan Tamondong**, *Vice-President of IDEAS*

Commentator: **Emmanuel Jimenez**, *Executive Director of the International Initiative for Impact Evaluation (3ie)*

10:00-10:30 TEA & COFFEE BREAK

NEC PLENARY 2

10:30-12:30 NATIONAL POLICIES AND CAPABILITIES FOR EVIDENCE-BASED PLANNING AND RESULTS-BASED GOVERNANCE

Co-chairs: UNDP – **Simona Marinescu**, *Chief of the Development Impact Group*

1. UNDP – **Simona Marinescu**, *Director/Chief of the DIG global project for strengthening national evaluation capacities*
2. SRI LANKA – **Asela Kalugampitiya**, *Executive Coordinator, EvalPartners* – The status of national evaluation policies worldwide
3. PHILIPPINES – **Violeta Corpus,** *Director, Monitoring and Evaluation Staff, National Economic and Development Authority* – National Evaluation Policy Framework: Engendering an Evaluation Culture in the Philippines
4. NORWAY – **Per Oyvind Bastoe**, *Director of the Evaluation Department of the Norwegian Agency for Development Cooperation*
5. FINLAND – **Riitta Oksanen**, *Senior Adviser, Development Evaluation, Ministry for Foreign Affairs*

12:30-14:00 LUNCH

SECOND NEC PARALLEL SESSIONS

14:00-15:30

SESSION 6: GOOD PRACTICES IN STRENGTHENING INSTITUTIONAL EVALUATION CAPACITIES IN GOVERNMENT

Moderator: CLEAR – **Nidhi Khattri**, *Lead, Centres for Learning on Evaluation and Results*

1. NIGERIA – **Zakariyau Lawal,** *Director, Monitoring and Evaluation in the National Planning Commission* – Building Evaluation Capacity in Government
2. BRAZIL – **Miguel Foguel**, *Technical Expert in Research and Planning in the Institute for Applied Economic Research*
3. INDIA – **Shiva Kumar**, *Director, International Centre for Human Development*
4. MEXICO – **Gonzalo Hernández Licona**, *Executive Director, National Council for the Evaluation of Social Development Policy*
5. KENYA – **Samson Machuka**, *Director, Ministry of Devolution and Evaluation*

SESSION 7: A CROSS-REGIONAL DIALOGUE ON NEC: OPPORTUNITIES, CHALLENGES, LESSONS LEARNED

Chair/Commentator: ARMENIA – **Garegin Melkonyan**, *First Deputy Minister of Economy*

1. GHANA – **Bruno B. Dery**, *Deputy Director, National Development Planning Commission* – Basic M&E Training for Policy and Decision Makers – A Key to Establishing a National M&E System
2. DOMINICAN REPUBLIC – **Marco Vinicio Espinal Martinez**, *M&E Adviser to the National Competitiveness Council* – The Common Assessment Framework (CAF): Principles and Criteria on Planning, Monitoring and Evaluation for Development Results
3. KYRGYZSTAN – **Amanbek Suyumbaev,** *Chief Specialist, Strategic Planning Department, Ministry of Economy*
4. UKRAINE – **Tetyana Kudina,** *UNDP Programme Associate of Democratic Governance Cluster*

SESSION 8: ESTABLISHING SOUND SUBNATIONAL M&E SYSTEMS – MEETING THE CHALLENGES WITH LOCAL CREATIVITY?

Chair/Commentator: CHINA – **Li Kouqing**, *Director General, Asia-Pacific Finance and Development Institute and Centres for Learning on Evaluation and Results*

1. SOUTH AFRICA – **Salatial Chikwema**, *Director, Monitoring and Evaluation, City of Johannesburg, & Group Strategy Policy Coordination and Relations (GSPCR), Office of the City Manager*
2. MEXICO – **David Gomez Alvarez**, *Undersecretary of Planning and Evaluation, Government of Jalisco*
3. CHINA – **Fu Hai Ying,** *Section Chief, ShanFughai Finance Bureau*

SESSION 9: SMART INDICATORS, ADAPTATION OF INDICES AND M&E SYSTEMS FOR THE SDGS – THE CHALLENGE OF THE MILLENNIUM

Chair/Commentator: **Ray Rist**, *UNDP IEO Evaluation Advisory Panel Member*

1. DOMINICAN REPUBLIC – **Ivett Subero,** *Director of UN System Monitoring in the General Directorate of Multilateral Cooperation, Ministry of Economy* – The link between Poverty and Environment: an innovative tool for monitoring and evaluation of the SDGs
2. MONTENEGRO – **Marija Mijuskovic,** *Adviser at the Ministry of Sustainable Development and Tourism* – Moving from MDGs to SDGs
3. UNSD – **Matthias Reister,** *Senior Statistician, Statistical Services Branch, UN Statistics Division*

SECOND NEC PARALLEL SESSIONS (continued)

SESSION 10: BUILDING CREDIBLE NATIONAL DATA SYSTEMS FOR RESULTS BASED MONITORING AND EVALUATION OF THE SDGS

Chair: BRAZIL – **Lycia Silva e Lima**, *General Coordinator, Sao Paulo School for Economics at the Getulio Vargas Foundation, Centre for Applied Micro-economics*

BRAZIL – **Paulo Jannuzzi**, *Secretary of Evaluation and Information Management, Ministry of Social Development and Fight against Hunger* – Using National Statistical Surveys and Registers to consolidate the evaluation strategy of social programmes and build SDG indicators at subnational level

SOMALIA – **Mohamed Farah**, *Head of M&E Department, Ministry of Planning and International Cooperation* – Building credible national data systems for results-based monitoring and evaluation

COLOMBIA – **Felipe Castro**, *Director of Monitoring and Evaluation in Department of National Planning* – Monitoring and Evaluation Systems: moving forward to SDGs

GUINEA – **Eloi IV Kouadio**, *UNDP Acting Country Director*

SECOND PARALLEL SPECIAL JOINT SESSIONS

16:00-17:30

SPECIAL JOINT SESSION 4: THE FUTURE OF SOCIAL AND ENVIRONMENTAL SAFEGUARDS

Chair/Commentator: ASIAN DEVELOPMENT BANK – **Vinod Thomas**, *Director-General of the Independent Evaluation Department*

UK – **Michael Cernea**, *Senior Fellow, Brookings Institution*

INDIA – **Shekhar Singh**, *Independent Expert, India*

CHINA – **Shi Guoqing**, *Director, China's National Research Centre on Resettlement (TBC)*

UNDP – **Heather Bryant**, *IEO Evaluation Specialist*

SPECIAL JOINT SESSION 5: THE ROLE SOUTH-SOUTH COLLABORATION IN EVALUATION TO SUPPORT THE SDGS

Chair/Moderator: UNDP – **Arild Hauge**, *IEO Deputy Director*

BENIN – **Abdoulaye Gounou,** *General Director of Evaluation, Prime Minister's Office* – Promoting Impact Evaluation In The WAEMU And Strengthening M&E In Africa: Two Programmes Of Peer To Peer And South-South Collaboration And Exchange On Evaluation

THAILAND – **Banchong Amornchewin,** *Director of Planning and Monitoring Thailand International Cooperation Agency (TICA)* – Revitalizing the Evaluation Result for Effective South-South Cooperation

SURINAME – **Joyce Kariodimedjo**, *Director of National Planning (TBC)*

SPAIN – **Pedro Flores,** *Coordinator of the Evaluation Programme at the International Foundation for Administration and Public Policies (FIIAPP)*

SECOND PARALLEL SPECIAL JOINT SESSIONS (continued)

16:00-17:30 **SPECIAL JOINT SESSION 6: QUALIFICATION OF EVALUATION PROFESSIONALS**

Chair/Commentator: DFID – **Penny Hawkins**, *Head of Evaluation of DFID*

WORLD BANK – **Caroline Heider**, *Director-General Evaluation and Senior Vice President of the World Bank Group: introductory speech raising the issue whether the evaluation profession is getting ready for credentialing, qualification and other forms of professional recognition*

IPDET – **Linda Morra-Imas**, *Co-Director of IPDET and Special Advisor of the IDEAS Board on professionalization*

MALAYSIA – **Arunaselam Rasappan**, *Executive Director of CeDRE, Committee Member of the Malaysian Evaluation Society*

UK – **Elizabeth Robin**, *President of the UK Evaluation Society*

THAILAND – **Chanin Chiumlanokchai**, *Thailand Evaluation Network*

CANADA – **Keiko Kuji-Shikatani**, *Member of Canadian Evaluation Society*

SPECIAL JOINT SESSION 7: THE ROLE OF UNEG IN PROMOTING NEC TO SUPPORT THE SDGS

Commentator: **Indran Naidoo**, *Director of the Independent Evaluation Office of UNDP*

UNHABITAT – **Martin Barugahare**, *Chief, Evaluation Unit*

UNICEF – **Ada Ocampo**, *Senior Evaluation Adviser*

UNIDO – **Javier Guarnizo,** *Officer-in-Charge, Office for Independent Evaluation*

UN Women – **Marco Segone**, *Director, Office of Evaluation*

IDEAS – **Rashmi Agarwal**, *Board Member of IDEAS*

Friday, 30 October 2015

JOINT KEYNOTE ADDRESS

09:00-10:30 **OPPORTUNITIES IN EVALUATING EQUITABLE AND SUSTAINABLE DEVELOPMENT IN THE CONTEXT OF SDG**

Marco Segone, *Director, Independent Evaluation Office of UN-Women, UNEG Chair*

Chair/Commentator: **Rob D. van den Berg**, *IDEAS president*

10:30-11:00 TEA & COFFEE BREAK

THIRD NEC PARALLEL SESSIONS

11:00-12:45 **SESSION 11A: ASIA AND THE PACIFIC CONSULTATIONS**

Chair: **Dharshana Senanayake**, *Director-General, Department of Project Management and Monitoring, Ministry of Finance*

Facilitator: UNDP RHAP – **Daniela Gasparikova**, *Team Leader RBM Unit*

SESSION 11B: ASIA AND THE PACIFIC CONSULTATIONS

Chair: **Thavrak Tuon,** *Secretary of State, Ministry of Planning*

Facilitator: UNDP RBAP – **Francine Pickup,** *UNDP Strategic Planning Adviser*

THIRD NEC PARALLEL SESSIONS (continued)

11:00-12:45

SESSION 12: AFRICA CONSULTATIONS

Facilitator: UNDP RBA – **Mamadou N'Daw**, *RBM and M&E Adviser*

SESSION 13: ARAB STATES CONSULTATIONS

Chair: MOROCCO – **El Hassan El Mansouri**, *Secrétaire Général de l'Observatoire national du développement Humain (ONDH)*

Facilitator: UNDP MOROCCO – **Chafika Affaq**, *Programme Officer*

SESSION 14: EUROPE AND CIS CONSULTATIONS

Facilitator: UNDP RBEC **– Elena Panova**, *Regional Senior Programme Coordinator*

SESSION 15: LATIN AMERICA AND THE CARIBBEAN CONSULTATIONS

Facilitator: UNDP RBLAC – **Gonzalo Guerra**, *RBM and M&E Adviser*

FOURTH NEC PARALLEL SESSIONS

14:00-15:30

SESSION 16: THE ROLE OF NATIONAL GOVERNMENTS IN IMPACT EVALUATION

Chair/Commentator: 3IE – **Emmanuel Jimenez**, *Executive Director*

PERU – **Chris Boyd** – *Researcher in the Institute of Peruvian Studies* – The Impact of Financial Education for Conditional Cash Transfers' Beneficiaries in Peru

PHILIPPINES – **Christian Deloria**, *Director III, Department of Social Welfare and Development*

UGANDA – **Christine Guwatudde Kintu,** *Permanent Secretary, Office of the Prime Minister-Uganda* – Institutionalization of National Evaluations: Experience of Uganda

BENIN – **Emmanuel David-Gnahoui**, *Special Adviser, Prime Minister's Office*

INDIA – **Prakash Kumar**, *Lead, Bihar Technical Assistance and Support Team*

SESSION 18: GOVERNMENT INNOVATIONS IN EVALUATION

Chair/Commentator: UNDP Trinidad & Tobago – **Stacy Richards Kennedy**, *Assistant Resident Representative*

AFGHANISTAN – **Qiam Mukhtar**, *Results-Based Monitoring and Evaluation Expert in the Ministry of Economy* – Impact of inflation uncertainty, exchange rate volatility, and interest rate volatility on Foreign Direct Investment

PAKISTAN – **Muhammad Nadeem Javaid,** *Chief Economist, Planning Commission, Ministry of Planning, Development & Reform* – What drives the quality of institutions in Asian economies?

GAMBIA – **Alagie Fadera**, *Director of Development Planning, Ministry of Finance and Economic Affairs* – Government Innovations in Evaluation: The Gambia Experiences and the Drive to Strengthen the National Evaluation Capacities towards the SDGs

UKRAINE – **Oksana Movchan**, *Adviser to Administration of the President*

BRAZIL – **Cristina Magro**, *Board Member of IDEAS*

FOURTH NEC PARALLEL SESSIONS (continued)

14:00-15:30 **SESSION 19: CIVIL SOCIETY EVALUATION SKILLS COLLABORATING WITH GOVERNMENTS TO ENHANCE LEARNING AND ACCOUNTABILITY**

Chair: IOCE/EvalPartners – **Jim Rugh,** *Coordinator IOCE/EvalPartners*

Facilitator: UNDP Egypt – **Nermine Wally**, *Evaluation Specialist*

CAMEROON – **Serge Eric Yakeu Djiam**, I*ndependent Consultant* – Contribution to Evaluation Capacity Development (ECD) in Africa: Challenges & Opportunities from the African Evaluation Association (AfrEA)

IFAD – **Johanna Pennarz**, *Lead Evaluation Specialist, Independent Office of Evaluation, International Fund for Agricultural Development (IFAD)* – IFAD approach to ECD, Emerging practices for peer-to-peer collaboration in China and Ethiopia

THAILAND – **Peeradet Tongumpai**, *Thai Evaluation Network (TBC)*

SESSION 20: NEC IN AFRICA: THE CHALLENGE WITH THE INTEGRATION OF EVALUATION INTO SGDS AND NATIONAL DEVELOPMENT GOALS

Chair/Commentator: CANADA – **Marie Gervais,** *Vice-President of IOCE and Vice-President of the Réseau francophone d'évaluation, RFE*

Discussant: SENEGAL – **Boubacar Aw**, *Coordinator, CLEAR-CESAG*

AFRIQUE DU SUD – **Laila Smith**, *CLEAR Afrique Anglophone*

BURKINA FASO – **Seglaro Abel Some**, *Secretaire Executif National, Stratégie de Croissance accélérée et de development durable*

COTE D'IVOIRE – **Koffi Kouame**, *Directeur du Controle, du Suivi et de l'Evaluation, Direction Generale du Plan et de la Lutte contre la Pauvrete*

UNDP RBA – **Mamadou N'Daw**, *M&E Adviser, Regional Bureau for Africa*

CONCLUDING PLENARY

16:00-18:00 **THE GLOBAL EVALUATION AGENDA 2016-2020 TO SUPPORT THE GLOBAL DEVELOPMENT AGENDA POST-2015**

Chair/Commentator: UNDP IEO – **Arild Hauge,** *IEO Deputy Director*

UNDP RBAP – **Nicholas Rosellini**, *UNDP Deputy Director of the Regional Bureau for Asia and the Pacific, presents* the NEC list of priorities for the Bangkok Declaration

IDEAS – **Rob D. van den Berg**, *IDEAS president, presents* IDEAS list of priorities for the Declaration of Bangkok

UNDP IEO – **Indran Naidoo**, *Director, presents the* Bangkok Declaration

CLOSING EVALTORCH CEREMONY

Royal Thai Government HANDS TORCH to

Hon. Ananda Prasad Pokharel, *Member, Legislature Parliament of Nepal*

Dr. Dorothy Lucks, *EvalPartners Representative*

Annex 2. Participants

PARTICIPANT	COUNTRY	INSTITUTION	TITLE
Qiam Mukhtar	Afghanistan	Ministry of Economy	Results-Based Monitoring and Evaluation Expert
Rangina Kargar		Afghan Parliament	Member of Parliament
Samandar Mahmodi		Afghan Evaluation Society (AfES)	*not specified*
Kamar Ezzaman Boudissa	Algeria	Algerian National Economic and Social Council	Director
Merzak Belhimeur		Ministry of Foreign Affairs	Director-General, Economic Affairs and International Cooperation, Ministry of Foreign Affairs, Algeria
Nassira Boutarfa		Court of Account	Magistrate
Artak Baghdasaryan	Armenia	Ministry of Economy of the Republic of Armenia	Head of Economic Development Policy Department
Garegin Melkonyan		Ministry of Economy of the Republic of Armenia	First Deputy Minister
Brooke Wilmsen	Australia	La Trobe University	*not specified*
Dorothy Lucks		SDF Global Pty Ltd	Executive Director
Jeremy Kohlitz		University of Technology, Sydney	*not specified*
Jessica Davis		The Burnet Institute	Women's and Children's Health Specialist, Centre for International Health
Susanna Price		Australian National University	*not specified*
Murad Mukhtarov	Azerbaijan		Monitoring & Evaluation Consultant
Hafiza Khatun	Bangladesh	University of Dhaka	*not specified*
Khairul Matin		Knowledge Management Consultants Ltd.	*not specified*
Mahfuzar Rahman		BRAC Bangladesh	Programme Head, Research and Evaluation Division
Mohd. Mahbubur Rahman		BRAC Bangladesh	Research Fellow (Acting Unit Head), Impact Assessment Unit, Research and Evaluation Division
Mohd. Monirul Islam		General Economics Division of Bangladesh Planning Commission	Deputy Chief

PARTICIPANT	COUNTRY	INSTITUTION	TITLE
David Todd	Barbados	International Development, Environment and Disasters (IDEDS) Barbados	*not specified*
Gounou Abdoulaye	Benin	Prime Minister's Office	Director General of Evaluation
Moise Emmanuel Djidjoho David-Gnahoui		Prime Minister's Office	Special Adviser
Prosper Houssou		General Directorate of Evaluation	Senior Evaluation Officer
Dorji Thinley	Bhutan	Samtse College of Education, Royal University of Bhutan	Director
Jigmi Rinzin		National Council, Parliament of Bhutan	*not specified*
Kezang Kezang		Evaluation Association of Bhutan	Executive Director
Tashi Dorji		Gross National Happiness Commission	Research Officer
Tshering Penjor		Gross National Happiness Commission	Researcher and Policy Analyst
Keamogetse Molebatsi	Botswana	National Strategy Office	Deputy Director-General
Kemelo Mimi Mophuting		National Strategy Office	Chief Monitoring & Evaluation Officer
Otlaadisa Naane		National Strategy Office	Monitoring and Evaluation Officer
Ana Cristina Borges	Brazil	Independent Consultant	
André Portela de Souza		CLEAR-FGV CLEAR for Brazil and Lusophone Africa	Director
Cristina Magro		IDEAS Board Member	*not specified*
Dalila Figueiredo		CLEAR-FGV CLEAR for Brazil and Lusophone Africa	Project Manager
Emilia Bretan		The World Bank – IBRD	*not specified*
Lycia Lima		CLEAR-FGV CLEAR for Brazil and Lusophone Africa	General Coordinator
Miguel Foguel		IPEA	Researcher
Paulo Jannuzzi		Ministry of Social Development	National Secretary of Evaluation
Selma Serpa		Brazilian Federal Court of Accounts	Federal Auditor

PARTICIPANT	COUNTRY	INSTITUTION	TITLE
Seglaro Abel Some	Burkina Faso	National Technical Secretariat for Accelerated Growth and Sustainable Development Strategy – Ministry of Economy and Finance	Executive Secretary at National Technical Secretariat for Accelerated Growth and Sustainable Development Strategy (STN/SCADD)
Lan Laing	Cambodia	Australia Asia Programme to Combat Trafficking in Persons	*not specified*
Pagnathun Theng		Ministry of Planning	Director-General
Thavrak Tuon		Ministry of Planning	Secretary of State
Debazou Yantio	Cameroon	IDEAS Board Member	Evaluation Expert Consultant, African Development Bank
Josépine Mvele Nnanga Epse Bikun		Ministry of Economy, Planning and Regional Development	(Chief of service) in the Directorate of Multilateral Cooperation
Serge Eric Yakeu Djiam		Support Centre for Evaluation & Rural Development	*not specified*
Aida Orgocka	Canada	York University	Project Manager
Denis Jobin		UNICEF	*not specified*
Frederic Martin		Idea International	*not specified*
Keiko Kuji-Shikatani		Canadian Evaluation Society	*not specified*
Marie Gervais		Laval University	Professor
Marie-Hélène Adrien		Universalia Management Group Limited	CEO
Mohammad Zaman		Freelance Consultant	*not specified*
Wendy Rowe		Royal Roads University	*not specified*
Baolian Chen	China	Asia-Pacific Finance and Development Institute	Programme Coordinator
Hai Ying Fu		Shanghai Finance Bureau	Section Chief
Jingsen Wang		Ministry of Finance, PRC	Section Chief, General Affairs Division, Department of Economic Construction
Kou Qing Li		Asia-Pacific Finance and Development Institute	Director-General
Min Zhao		Asia-Pacific Finance and Development Institute	Director
Ning Qin Wu		Asia-Pacific Finance and Development Institute	Programme Coordinator
Qinghe Qu		Centre for Chinese Agricultural Policy, IGSNRR, CAS	Senior Research Assistant

PARTICIPANT	COUNTRY	INSTITUTION	TITLE
Rui Tao	China	National Centre for Science and Technology Evaluation	Associate Research Fellow
Ruijun Wang		National Centre for Science and Technology Evaluation	Director-General
Sze Man Cecily Yip		WWF Hong Kong	*not specified*
Tong Ru		Education Department of Shaanxi Provincial Government	Administrative Staff
Yun Yang		National Centre for Science and Technology Evaluation	Director
Felipe Castro	Colombia	National Planning Department	Director of Monitoring and Evaluation of Public Policies
Miimetua Nimerota	Cook Islands	Office of the Prime Minister, Central Policy and Planning Unit	Senior Policy and Planning Adviser
Ana Luisa Guzmán Hernández	Costa Rica	Latin American and Caribbean Network of Evaluation and Monitoring	*not specified*
Samuel Kouakou	Cote d'Ivoire	Ivorian Initiative for Evaluation (2IEval)	*not specified*
Daniel Svoboda	Czech Republic	Development Worldwide	*not specified*
Ali Mohamed Kamil	Djibouti	Ministry of Labour	Technical Adviser
Sekou Tidiani Konate		Direction de la Statisitique et des Etudes Démographiques	Expert Statistician
Ivett Subero	Dominican Republic	Multilateral Cooperation Office (DIGECOOM), Ministry of Economy	Director of UN System Monitoring
Clemencia Vela	Ecuador	Ecuadorian Evaluation Network	*not specified*
Ahmed Mohamed Tammam Abdelgawad	Egypt	Save the Children International	*not specified*
Nermine Wally		UNDP	Evaluation Specialist
Randa Hamza		Ministry of International Cooperation	Senior Adviser
Salma Galal		Egypt Research and Evaluation Network	*not specified*
Mabvuto Kango	Ethiopia	African Union Commission	*not specified*
Riitta Oksanen	Finland	Ministry for Foreign Affairs	Senior Adviser
Sanna Takala		Ministry for Foreign Affairs of Finland	Senior Evaluation Officer

PARTICIPANT	COUNTRY	INSTITUTION	TITLE
Barbara Torggler	France	UNESCO	Principal Evaluation Specialist
Hans Lundgren		OECD	Manager, DAC Evaluation Network
Horst Wattenbach		Evaluation Department, Council of Europe Development Bank	
Alagie Fadera	Gambia	Ministry of Finance and Economic Affairs	Director of Development Planning
Tamara Razmadze	Georgia	Administration of the Government of Georgia	Head of Donor Coordination Unit
Christine Wörlen	Germany	Arepo Consult	*not specified*
Reinhard Stockmann		Centre for Evaluation	*not specified*
Sarah Klier		German Institute for Development Evaluation (Deval)	Evaluator
Bruno Dery	Ghana	National Development Planning Commission (NDPC)	Deputy Director
Essi Haffar		Participatory Development Associates	Project Officer
Agnes Czimbalmos	Hungary	Hungaroprax NC Kft	*not specified*
A.K. Shivakumar	India	J-PAL at IFMR	Economist and Policy Adviser
Charity Troyer-Moore		Evidence for Policy Design	India Director
Krishnaveni Motha		National St Finance and Development Corp	*not specified*
Madhu Jagdeeshan		Tata Institute of Social Sciences, India	*not specified*
Nitin Rao		Catalyst Management Services	*not specified*
Pragyan Bharati		Global Footprint Network	*not specified*
Prakash Kumar		Bihar Technical Assistance Support Team (BTAST)	Team Leader
Priyajeet Arora		CLEAR South Asia	Project Manager
Rashmi Agarwal		IDEAS Board Member	*not specified*
Renu Khanna		SAHAJ	*not specified*
Rituu B Nanda		Institute of Social Studies Trust	*not specified*
Shagun Sabarwal		CLEAR South Asia	Senior Capacity Building Manager
Shekhar Singh		RaaG	*not specified*
Sonal Zaveri		Community of Evaluators South Asia	*not specified*
Subrato Kumar Mondal		Development Evaluation of India (DESI)	*not specified*

PARTICIPANT	COUNTRY	INSTITUTION	TITLE
Urmy Shukla	India	CLEAR South Asia	Senior Training Manager
Urvashi Wattal		Catalyst Management Services	Manager, Impact Evaluation Unit
Vasundhara Kaul		Catalyst Management Services	*not specified*
Venu Arora		Ideosync Media Combine	*not specified*
Vimala Ramachandran Sethi		ERU Consultants	*not specified*
Elsbeth Asbeek Brusse	Indonesia	University of Amsterdam	*not specified*
Erwien Temasmico		Australia Asia Programme to Combat Trafficking in Persons	*not specified*
Grace Oktaviani		Thammasat University	Student
Indra Wisaksono		BAPPENAS	Planner
Yulianto Dewata		Coca-Cola Foundation, Indonesia	Monitoring & Evaluation Manager
Eoghan Molloy	Ireland	Food and Agriculture Organization	*not specified*
Michele Morana	Italy	Ministry of Foreign Affairs	Evaluation Manager
Sophie Zimm		CGIAR Independent Evaluation Arrangement	*not specified*
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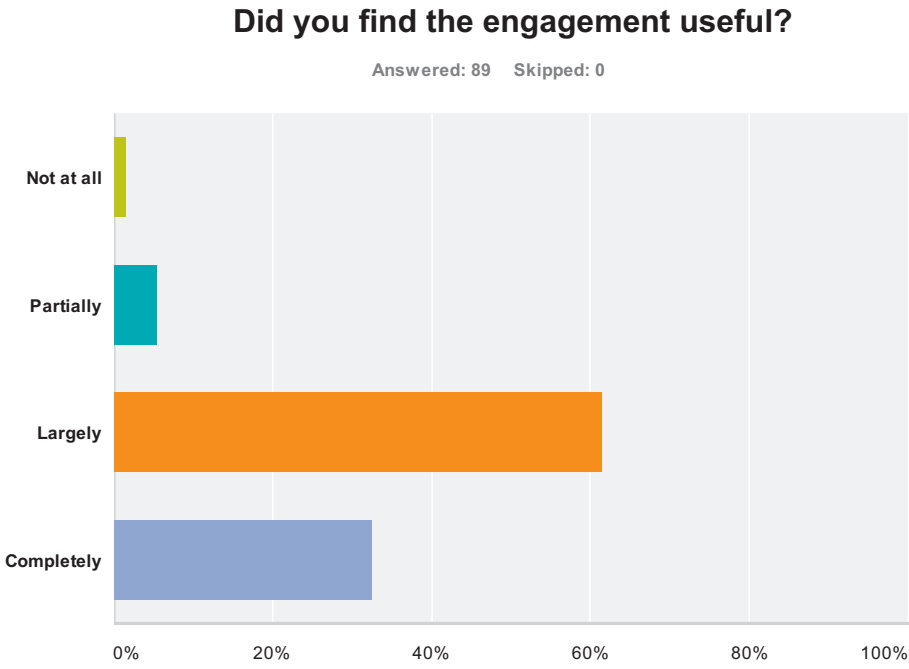
Elil Renganathan	World Health Organization	DG Representative for Evaluation and Organizational Learning

Annex 3. Conference Assessment

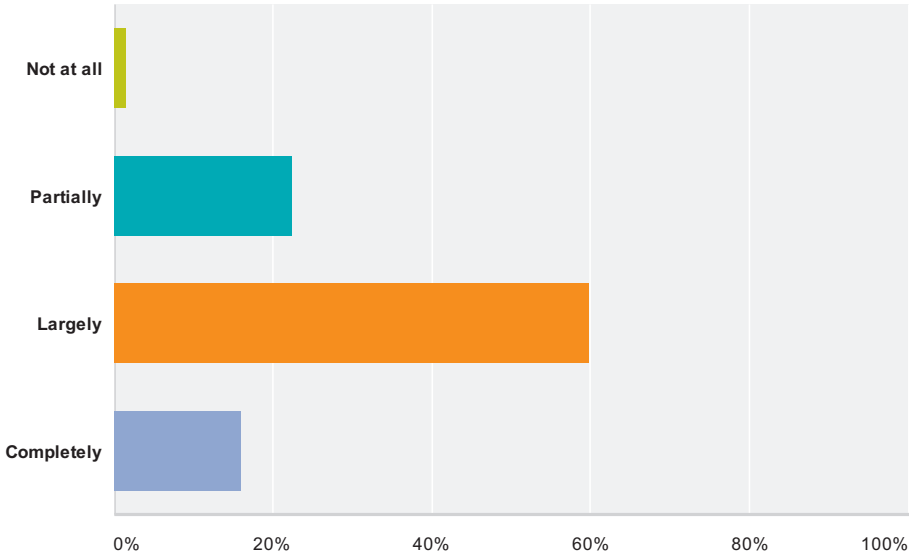
All participants (100 percent) found the conference structure and delivery useful in achieving the objectives of the National Evaluation Capacities conference; 98.86 percent of participants were also satisfied with the delivery methods of the conference (workshops, plenary presentations and plenary discussions); and 100 percent were also satisfied with the conference's organization, design, and implementation and believe that the sessions were relevant in light of the SDGs. Overall, 89.78 percent of participants were satisfied with the conference.



Answer Choices	Responses	
Not at all	**0.00%**	0
Partially	**5.62%**	5
Largely	**61.80%**	55
Completely	**32.58%**	29
Total		**89**

Was the way the conference was structured and delivered useful in contributing to the objectives of enhancing National Evaluation Capacities?

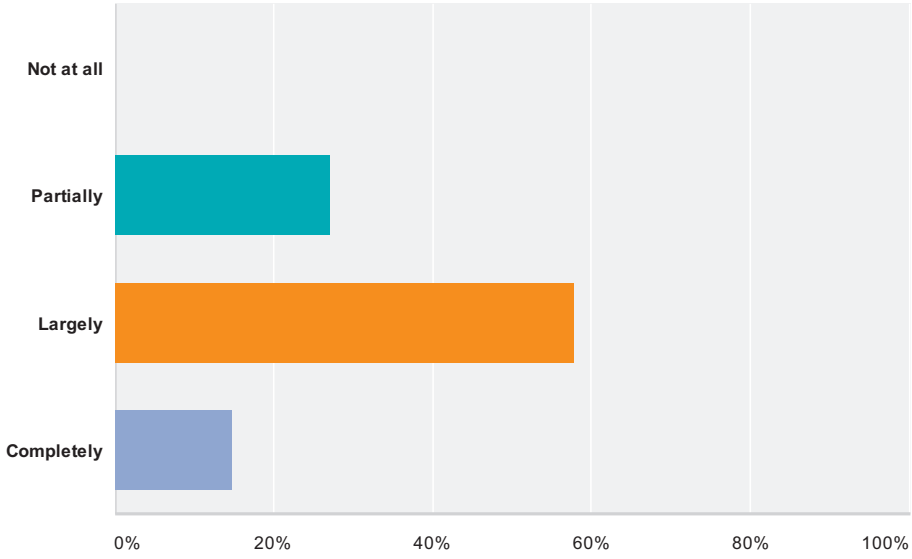
Answered: 88 Skipped: 1



Answer Choices	Responses	
Not at all	**1.14%**	1
Partially	**22.73%**	20
Largely	**60.23%**	53
Completely	**15.91%**	14
Total		**88**

Were the sessions relevant in light of the SDGs?

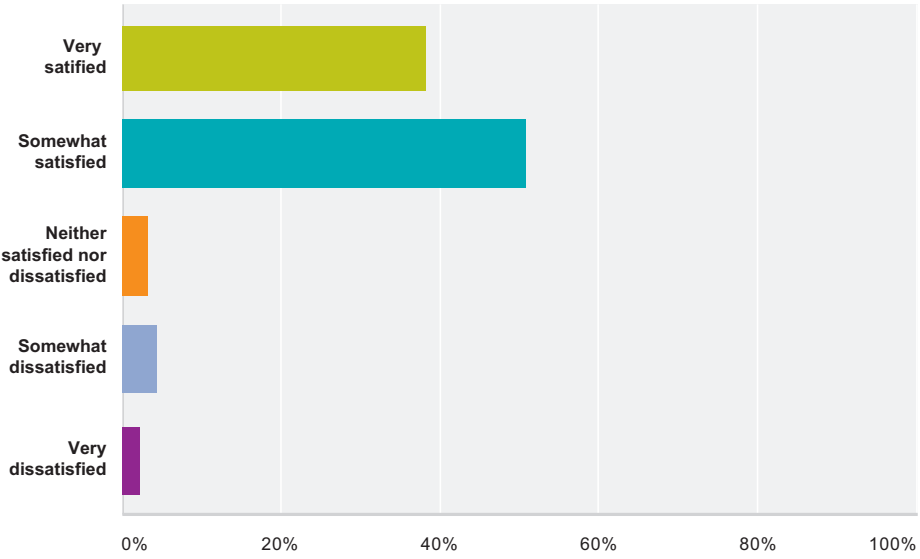
Answered: 88 Skipped: 1



Answer Choices	Responses	
Not at all	**0.00%**	0
Partially	**27.27%**	24
Largely	**57.95%**	51
Completely	**14.77%**	13
Total		**88**

Do you think the conference could be improved in terms of organization, design and implementation? Please rate your overall satisfaction with the conference.

Answered: 88 Skipped: 1



Answer Choices	Responses	
Very satisfied	**38.64%**	34
Somewhat satisfied	**51.14%**	45
Neither satisfied nor dissatisfied	**3.41%**	3
Somewhat dissatisfied	**4.55%**	4
Very dissatisfied	**2.27%**	2
Total		**88**

Annex 4. Bangkok Declaration

BANGKOK PRINCIPLES ON NATIONAL EVALUATION CAPACITY FOR THE SUSTAINABLE DEVELOPMENT GOALS (SDG) ERA

1. This declaration seeks to capture an emerging body of shared understanding on lessons and priorities for evaluation practice in the era of the Sustainable Development Goals (SDGs) to help guide joint action in future support of national evaluation capacity.
2. We the participants at the Fourth International Conference on National Evaluation Capacity, convened by the United Nations Development Programme (UNDP) and its Independent Evaluation Office (IEO) and the Global Assembly 2015 and the International Development Evaluation Association (IDEAS) here in Bangkok, 28-30 October 2015 declare to the evaluation community.
3. Representing evaluation users and producers, from 100 countries and members of national governments, national, regional and international organizations and networks; comprising professional practices that span from government, private and non-profit sectors; from internal management consultancy through formal independent oversight to academic research; we have shared our diverse experience and sought common understanding on challenges and opportunities for evaluation practice to support the SDGs. We stand ready to bring our collective and cumulative expertise to bear upon success in service to the SDGs as a transformational vision of a world of universal respect for human rights and dignity, equality, non-discrimination, democracy and the rule of law.
4. We understand the 17 SDGs and targets to have the potential to transform societies and mobilize people and countries. Achievement of the SDGs will need to be founded upon effective, accountable and inclusive institutions, sound policies and good governance, and we share the conviction that the evaluation function and profession has great potential in responding to the challenges at hand. Beyond evidence-based reflection embedded in evaluative findings and recommendations per se, the evaluation function can, if undertaken without deference to authority alone, bring legitimacy of duty bearers' engagement with stakeholders to development.
5. We note that the SDGs' intentions for follow-up and review processes are specifically guided by objectives that evaluation function directly responds to (inter alia):
    - identify achievements, challenges, gaps and critical success factors
    - support the identification of solutions and best practices and promote coordination and effectiveness of the international development system

- be open, inclusive, participatory and transparent for all people
- build on existing platforms and processes
- be rigorous and based on evidence, informed by country-led evaluations and data
- require enhanced capacity-building support for developing countries, including the strengthening of national data systems and evaluation programmes

6. We observe that the SDGs agenda shall be country-led and tailored to respective national priority setting. Evaluations can contribute to the process of setting country-level SDG priorities through evaluability assessments and other tools and techniques. We recognize that there are different evaluation approaches, visions, models and tools available and appropriate to each organization and each country, in accordance with their respective circumstances, priorities and stakeholder engagement and governance models. We recognize that countries will lead and shape their own evaluation needs and approaches to this universal agenda, with both traditional development cooperation and 'South-South' collaboration partners in eventual support.
7. We recall the United Nations General Assembly resolution 69/237 on building capacity for the evaluation of development activities at the country level and call for national and international stakeholders, to support efforts to further strengthen the capacity for evaluation, in accordance with national policies and priorities. We note the SDGs call for global partnership and international support for implementing effective and targeted capacity-building and to mobilize and share knowledge, expertise, technology and financial resources. We appeal to governments, bilateral and multilateral development agencies to embrace national evaluation capacity as central priority in their programmatic and resource plans.
8. As professionals of development and evaluation, we seek to attain and uphold the highest standards of ethical conduct and professionalism. Whilst undertaking our function in response to multiple and variable jurisdictional needs and expectations; we derive our legitimacy through independence and from ultimate accountability to those impacted by development interventions. At the same time, we conduct our work in transparent recognition of different roles and interests of evaluator, evaluation subject or evaluand and commissioning parties.
9. We note that statistical monitoring and reporting are important but insufficient as vehicle for learning, accountability and decision-making. We also note that 'big data' and technological innovation will bring new voices, volume and validity to data collection, records management and quality control. Whilst relying upon good administrative and contextual data streams and monitoring reports, evaluation is often most effective if kept as a separate and distinct governance function and professional discipline founded upon a tolerance for critical review.

10. In moving forward in support of national evaluation capacity, we recognize the following types of efforts and initiatives as among options that warrant consideration:
    - Conduct of country-level 'SDG evaluation needs' reviews and diagnostic studies
    - Evaluability assessments pertaining to individual country or sector SDG goals and targets
    - Fostering of evaluation as component of national governance and public sector management reform
    - Establishing national evaluation legal frameworks – legislation and policies
    - Developing clear national and local sub-national level mechanism for independent evaluation of progress against the SDGs
    - Assigning resources (a percentage of the initiatives' costs) for the conduct of evaluations when realigning national plans with the SDGs and when designing/approving projects/programmes/policies
    - Strengthening national and local data systems to monitor SDG progress
    - Establishment of frameworks of formal competencies and professional evaluation standards
    - Establishing evaluation training programmes within academic and public sector professional training institutions
    - Creating opportunities for local, young and emerging evaluators
    - Developing systems to promote transparent follow-up of evaluations recommendation
    - Support to national, regional and global evaluation professional organizations
    - Support for international forums of exchange between users and producers of evaluation, via the right of access to information, including regional workshops and web-based platforms for knowledge management

Bangkok, 30 October 2015

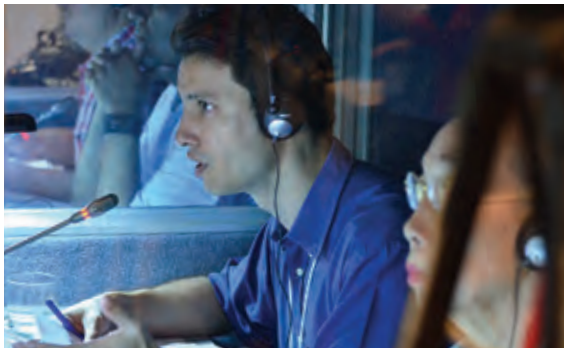
Annex 5. The Event in Photos

UNDP
IDEAS
IDEAS
GLOBAL ASSEMBLY

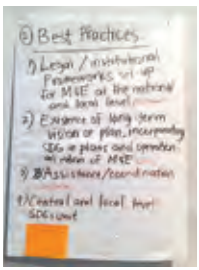
2015

26-30 October 2015

Evaluation:
an agent of change
for the world we want



IDEAS


Best Practices
1) Legal / institutional
Frameworks set-up
for M&E at the national
and local level
2) Existence of long-term
vision or plan incorporating
SDG in place and promotion
reform of M&E
3) Assistance/coordination
4) Central and local level
SDGs out

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