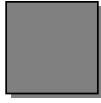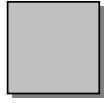**IPDET**

Handbook

Module 13

Complex Evaluations

Introduction

You should now have a comprehensive understanding about development evaluation, how to plan an evaluation, and how to implement one. In this module, you will learn how to reorient your focus from the project level to country, thematic sector, or global levels. This module has five topics. They are:

- Big Picture Views

- Country Assistance Evaluations

- Thematic Evaluations

- Sector Program Evaluations

- Evaluation Capacity Development.

Learning Objectives

By the end of the module, you should be able to:

- describe sector program evaluations and their role in development evaluation

- describe country assistance evaluations and their role in development evaluation

- describe thematic evaluations and their role in development evaluation

- describe the key issue of gender in development and ways to address it in evaluations

- describe the key issue of poverty reduction and ways to address it in evaluations

- describe evaluation capacity development and its role development evaluation

- discuss capacity development and its role in development evaluation

- describe the comprehensive development framework.

Key Words

You will find the following key words or phrases in this module. Watch for these and make sure that you understand what they mean and how they are used in the course.

pluralistic enterprise

cumulative effects

country evaluation

thematic evaluation

sector program evaluation

evaluation capacity development (ECD)

evaluation capacity building (ECB)

poverty reduction strategy.

Big Picture Views of Development Evaluation

As you know, development evaluation can be done usefully at the project, program, or policy level. Project, program, or policy evaluations can provide very useful information to program managers and feedback to the program sponsors, such as donors.

It is often necessary to take a big picture view: what is the overall experience and impact of development interventions within a particular sector, such as health, education, or transportation? A cabinet ministry might want to determine the overall effect and lessons to be learned from interventions aimed at improving the economic well-being of children or women or those in rural areas. Increasingly, donor lending programs are being based on sector-wide approaches.

Complex economic, political, and social factors affect development activities and evaluations. Increasingly, development and development evaluation are becoming **pluralistic enterprises**.

The demands for high performance and measuring results are changing the focus of evaluations. Countries and their partners are seeking to determine the **cumulative effects** in bringing about changes in a sector (health, forestry, agriculture, etc.) or in a country.

Tough issues, such as gender roles and poverty reduction are also being tackled. Evaluators have to manage the evaluations in the face of this complexity and do so in an ethical way.

Move to a Higher Plane

Development evaluation has evolved toward a more comprehensive agenda, increasingly addressing country policy reforms, capacity building, and global concerns. For this reason evaluation must expand by:

- reorienting the focus of evaluation from the project level to the country/thematic sector or global levels

- seeking replicability at a higher level and applicability at the system level.[1]

Country development evaluation is one way to get an overall sense of what is happening; it can provide insights about the overall effect and experience of development within a country.

---

[1] John Heath, Patrick Grasso, and John Johnson. *World Bank country, sector, and project evaluation approaches.* Presented at IPDET, 2005. p 2.

Sector or thematic evaluations are other ways to get a bigger picture view. They might focus on a single country or they might look at several countries (using a case study approach). They are likely to use multiple methods; some combination of available data, interviews, field visits, surveys and/or focus groups.

Although there are others, in this module we will look more closely at three of the "Big Picture Views:"

- Country Assistance
- Thematic Evaluations
- Sector Program Evaluations.

Country Assistance Evaluations

"Big picture" views might focus on country assistance. A **country assistance evaluation** focuses the evaluation on an organization's entire aid to one of the main partner countries.

Typically, a country assistance evaluation is partly a normative study that compares what is being done to what was planned. But it also goes beyond the normative questions to:

- test the relevance of the country assistance program relative to the country's needs

- test the implementation of agency-wide goals to determine whether it resulted in the intended outcomes

- identify the success and failures in different sectors or approaches and identify the factors contributing to the performance

- demonstrate the effectiveness of the donor's aid to a given country, and use this to bolster the case for aid.[2]

Depending upon the situation, the country assistance can focus on impact, relevance, or efficiency. Impact evaluations can be lengthy and resource intensive, while relevance and efficiency evaluations can be less resource-intensive because they focus on narrower issues.

---

[2] DAC. *Evaluating country programmes*, Vienna Workshop, 1999. Online at http://www.oecd.org/dataoecd/41/58/35340748.pdf

Country assistance evaluations may face substantial challenges.

- The overall country assistance may lack coherent goals.

- If the development interventions are funded by several sources, there may be some confusion, unnecessary duplication and different information may be kept for different programs; not all elements may align neatly for an overall evaluation.

- Often there is a lack of donor coordination in country evaluations. This is often due to different cycles, different effectiveness criteria, or because it's just not the way things have been done in the past.

- Some program and/or government officials may be fearful of evaluation and may not be fully committed to it. A word of caution:

  "...as in any evaluation, there are reputations at stake and fears of the consequences can threaten the morale and commitment of programme and partner staff. Country Program Evaluation, like any evaluation, must proceed with sensitivity."[3]

Country assistance evaluations cut across all sectors and modes of cooperation with the country. An evaluation of this kind may be difficult to focus. For this reason, there are two main approaches to country assistance evaluation: a full approach and a light approach:

- A full approach looks at impact. It examines a majority of intervention components and overall performance. It can be lengthy, and have resource-intensive reviews.

- A light approach addresses the performance criteria, such as relevance and efficiency. This approach aims for indicative rather than conclusive findings. It is shorter than the full approach and addresses a narrow range of issues.

Also, because these evaluations look at all of the aid to one country, they generally need to have an interdisciplinary team. The members of the team should be composed of people whose skills and experience reflect the issues to be focused on by the evaluation.

When working on a country assistance evaluation, you will need to spend considerable work focusing the evaluation to make it relevant for all users and stakeholders.

---

[3] DAC. *Evaluating country programmes*, p 18.

Recommendations for Country Assistance Evaluations

The following recommendations are adapted from the DAC Network on Development Evaluations[4]

- A greater proportion of evaluations should be undertaken jointly, with full and active participation of the aid recipients and other partners.

- Developing countries should show greater initiative in taking the lead in planning, coordinating, and scheduling evaluations.

- Developing countries should be supported to build their institutional capacity for initiating and leading joint evaluations.

- Better coordination and knowledge sharing is needed amongst the various partners within aid recipient countries. National M&E networks and professional associations need to be built and expanded.

- When a large joint evaluation is undertaken with the participation of several developing countries, the developing countries should be facilitated to meet together to coordinate their views and inputs.

Source: DAC Network on Development Evaluations. p 7.

When you perform a country assistance evaluation you should make sure you develop clearly defined terms of reference. You need to know exactly what your stakeholders expect you to evaluate. Countries can have a multitude of interventions over time. You will need to know where they want you to focus.

The terms of reference should:

- clearly state the purpose of the evaluation, all evaluation criteria, and way in which the findings will be used

- specify the goals of the country program (for example, poverty reduction, increased crop production, etc.)

- specify reporting, dissemination, and follow-up procedures – full disclosure is ideal.

---

[4] DAC Network on Development Evaluations, *Workshop on joint evaluations, challenging the conventional wisdom – the view from developing country partners*, Nairobi 20-21, April 2005, Workshop report, p 7. Online at: http://www.oecd.org/dataoecd/20/44/34981186.pdf

Providing valid comparisons or benchmarks is very important in country assistance evaluations. Typically, comparisons are made with other countries, matched on various characteristics. Remember that your design should always be feasible, given the situation, including the availability of resources. Be sure to take into account policy and administrative constraints.

It is very important that you conduct the evaluation in partnership with the stakeholders. You can use focus groups, interviews, client surveys, and participatory evaluation.

IEGs Country Assistance Evaluation Methodology

The Independent Evaluation Group (IEG) of the World Bank[5] has done over 70 country assistance evaluations and has developed a clearly articulated methodology. Its evaluation methodology is a bottom-up and top-down approach, including:

- Evaluating in Three Dimensions

- Evaluating Assistance Program Outcome

- Using a Rating Scale.

Evaluating in Three Dimensions

The IEG checks the subjective component of evaluations by examining elements that contribute to assistance program outcomes. They further check for consistency by examining the country assistance program across three dimensions. The dimensions are:

- *Products and Services Dimension*, involving a "bottom-up" analysis of major program inputs-loans, AAA (analytical and advisory activities), and aid coordination

- *Development Impact Dimension*, involving a "top-down" analysis of the principal program objectives for relevance, efficacy, outcome, sustainability, and institutional impact

- *Attribution Dimension*, in which the evaluator assigns responsibility for the program outcome to the four categories of actors: the client, the Bank, partners and other stakeholders, and external forces.

---

[5] Heath, Grasso, and Johnson *World Bank country, sector, and project evaluation approaches*. IPDET, 2005. pp 6-9.

Evaluating Assistance Program Outcome

When IEG evaluates the expected development impact (outcome) of an assistance program, it gauges the extent to which the major strategic objectives were relevant and achieved, with no shortcomings. Typically, programs express their goals using higher order objectives, such as poverty reduction. The country assistance strategy may also establish intermediate goals, such as improved targeting of social services or promotion of integrated rural development. It may also specify how the programs are expected to contribute toward achieving the higher order objective.

The task for IEG becomes validating whether the intermediate objectives produced satisfactory net benefits, and whether the results chain specified in the country assistance strategy was valid.

Where causal linkages were not specified in the country assistance strategy, it becomes the evaluator's task to reconstruct this causal chain from the available evidence. The evaluator will also need to assess relevance, efficacy, and outcome of the intermediate and higher order objectives.

Evaluators also assess the degree to which the clients demonstrate ownership of international development priorities. Examples of such priorities are: Millennium Development Goals, and corporate advocacy priorities, such as safeguards. Ideally, these issues would be identified and addressed by the country assistance strategy, allowing the evaluator to focus on whether the trade-offs adopted were appropriate. However, in other instances, the strategy may be found to have glossed over certain conflicts, or avoided addressing key client development constraints. In either case, the consequences could include a decrease in program relevance, a loss of client ownership, and/or unwelcome side-effects, such as safeguard violations, all which must be taken into account in judging program outcome.

Using a Ratings Scale

The IEG uses six rating categories for assistance program outcome, ranging from highly satisfactory to highly unsatisfactory. These categories are described in Table 13.1.

Table 13.1: Descriptions of IEG Ratings Scale.

Rating	Description
Highly Satisfactory	The assistance program achieved at least acceptable progress toward all major relevant objectives, and had best practice development impact on one or more of them. No major shortcomings were identified.
Satisfactory	The assistance program achieved acceptable progress toward most of its major relevant objectives. No best practice achievements or major shortcomings were identified.
Moderately Satisfactory	The assistance program achieved acceptable progress toward most of its major relevant objectives. No major shortcomings were identified.
Moderately Unsatisfactory	The assistance program did not make acceptable progress toward most of its major relevant objectives, and either (a) did not take into adequate account a key development constraint or (b) produced a major shortcoming, such as a safeguard violation.
Unsatisfactory	The assistance program did not make acceptable progress toward most of its major relevant objectives, and either (a) did not take into adequate account a key development constraint or (b) produced a major shortcoming, such as a safeguard violation.
Highly Unsatisfactory	The assistance program did not make acceptable progress toward any of its major relevant objects and did not take into adequate account a key development constraint, while also producing at least one major shortcoming, such as a safeguard violation.

The institutional development impact (IDI) can be rated as *high, substantial, modest*, or *negligible*. IDI measures the extent to which the program strengthened the client's ability to use it human, financial, and natural resources more efficiently, equitably, and for more sustainability.

Examples of areas where IEG judges the institutional development impact of the program are the:

- soundness of economic management

- structure of the public sector, in particular, the civil service

- institutional soundness of the financial sector

- soundness of legal, regulatory, and judicial systems

- extent of monitoring and evaluation systems

- effectiveness of aid coordination

- degree of financial accountability

- extent of building NGO capacity

- level of social and environmental capital.

Sustainability can be rated as *highly likely, likely, unlikely*, or *highly unlikely*. If available information is insufficient, the rating can be *non-evaluable*. Sustainability measures the resilience of the development benefits of the country assistance program to risk over time, taking into account the following eight factors:

- technical resilience

- financial resilience

- economic resilience

- social support (including conditions subject to safeguard policies)

- environmental resilience

- ownership by governments and other key stakeholders

- institutional support (including a supportive legal/regulatory framework, and organizational and management effectiveness)

- resilience to external forces, such as international economic shocks and changes in the political and security environments.

Thematic Evaluations

According to DANIDA's Evaluation Guidelines, "**thematic evaluations** deal with selected aspects or themes in a number of development activities"[6].

These themes emerge from policy statements. The donor may decide, for example, that all projects or programs will include addressing a specific issue or issues. For example, the policy may be that all projects and programs will address issues around gender, environmental, and/or poverty elevation. By policy, these issues must be addressed in all stages of the project or program and for all forms of aid.

In the past, these themes were evaluated on a project-by-project basis. The information in these evaluations provides a wealth of information for thematic evaluations.

A thematic evaluation will look at many different kinds of information. It will then extract aggregate information from these sources.

Example of Thematic Evaluation: Civil Service Reform

Over the past two decades, the World Bank provided assistance to civil service reform. The World Bank performed an evaluation of these interventions. The study looked at 124 loans approved in 32 client countries from 1980 to 1997. The reform efforts focused on downsizing, capacity building, and on making government more accountable and transparent.

The results of the study showed the following items dealing with the relevance of the strategy.

- Civil service reform enhanced knowledge of public administration in developing countries.

- The process of "doing more with less" broke new ground.

- Civil service reform was hampered by bureaucratic dysfunction and insufficient emphasis on performance incentives.

- Civil service reform did NOT influence organizational support.

---

[6] Danish Ministry of Foreign Affairs. *Evaluation Guidelines, 2nd edition.* DANIDA (1999). p. 30. Available online at: http://www.um.dk/NR/rdonlyres/4C9ECE88-D0DA-4999-9893-371CB351C04F/0/Evaluation_Guidelines_1999_revised.pdf

When the study looked at the efficacy of the support of the civil service reform, it found the following:

- About one third of the interventions achieved satisfactory outcomes. They also found that the outcomes were not sustainable. Downsizing could not produce permanent reductions in staff size.

- Interventions were designed by a handful of people, and tended to be technical in focus, ignoring organizational culture and the human dimensions of reform.

This thematic evaluation of civil service reform concluded that civil service reform efforts were largely ineffective in achieving sustainable downsizing, capacity building, and institutional reform.

As for lessons learned, the study indicated that it is necessary for a culture to support reform, inclusion, and participation for change to take place.

Thematic evaluations can be completed in many different areas. Two of the more common themes are:

- gender in development

- poverty reduction.

Gender in Development

A thematic evaluation using the theme of gender allows the evaluators to look at many development activities and their effect on gender development.

Most evaluations of development interventions do not systematically examine differences in the impacts of policies and projects on men and women[7]. Even fewer examine how interventions affect gender relations such as the economic roles and responsibilities of different household members or the relative contribution of men and women to the household economy. This lack of attention to gender has important consequences for the quality and operational utility of impact evaluations. [8]

Evaluations that address the theme of gender are one way to address the need to look at the role of gender in development.

---

[7] The proportion of World Bank projects which discuss any kind of gender actions in the project appraisal report has remained around 30 per cent throughout the early 1990s and it is safe to assume that the proportion which address gender in the project completion report is no higher than this (see Case Study 7).

[8] Michael Bamberger. *Evaluating gender impacts of development policies and programs.* IPDET 2005, p 3.

The Importance of Gender in Development Evaluation

A substantial body of literature exists that demonstrates how gender inequality is bad for development.[9] Inequality reduces economic growth and limits access to public services. An understanding of gender differences is essential for evaluating the efficiency and equity impacts of development policies and programs for several reasons.

Because of their different economic roles and responsibilities, men and women experience poverty differently: they have different priorities concerning programs to reduce poverty, and face different constraints in their efforts to improve their economic or social conditions. Equally importantly for impact evaluation design is the fact that men and women are often affected differently by development programs. Many studies mainly use male interviewers who, in many cultures, are not able to speak to women in the community. [10]

Men and women have socially constructed gender roles, based on rules and norms assigning them economic, social, and political roles and responsibilities. Sometimes the gendered roles are a matter of custom, but other times they are supported by law. For example, in some countries, women cannot work, go to school, or own property. Men and women have different experiences because of their gender roles and different access to resources.

For example, women, because of their social role as caregivers, have different development needs. Women need public transportation that will take them where they need to go: to markets, clinics, and schools. They need to have access during non-peak hours. And they need transportation that is safe and reliable. Access to safe and affordable childcare is also important in the lives of women, especially those who work outside the home. Medical care for women, at times and places that are convenient is also an issue.

But women are not all the same. Old and young, rich and poor, single and married, and those with and without children will vary in their needs and ability to participate in and benefit from development. Development needs to be responsive to this variation.

---

[9] For a comprehensive review of evidence on the economic and social consequences of gender inequality see "Engendering Development: Through Gender Equality in Rights, Resources and Voice" (World Bank 2001)

[10] Bamberger, *Evaluating gender impacts of development policies and programs*. IPDET 2005, p 9.

People are beginning to recognize development has to include and involve women who have been traditionally marginalized and who have been given limited access to social, economic, and political resources. It is believed that the presence of women, for example will make a difference in public life. One study found that as women gain influence in public life, the level of corruption decreases.[11] Development interventions focusing on the needs of women have shown some success (see Case 13-1 and 13-2).

Case 13.1: Achievements in the Advancement of Women:

Local Economic Development Agencies

Women are among the most vulnerable groups where yearly per capita income is estimated at only US$150. They make up 60 percent of the adult population, head up to 35 percent of households and constitute the bulk of the labor force. Many women depend on small-scale, income-generating activities in the informal sector, but their earnings are limited by lack of literacy, vocational and business skills and capital.

The UNDP-supported Employment Generation Programme covers vocational training, labor-based infrastructure rehabilitation, and small enterprise and informal sector promotion. Over 18 months the NGO conducted 108 small business-training programs for 1,786 trainees, of whom 60 percent were women, and over 1,000 of whom later started or expanded a small business (68% percent women). Based on new jobs generated and average family size, an estimated 25,000 low-income people now enjoy a higher standard of living thanks to the program.

Case 13.2: Achievements in the Advancement of Women

Strengthening Kenya Women Finance Trust

An affiliate of Women's World Banking provides women with access to credit and technical assistance. With support from the UNDP, more loans were made in 18 months than during the prior 10 years. It has nearly doubled the number of women trained each year. It has more than 2,000 women entrepreneur clients. Loan monitoring and record keeping have improved. Loan recovery stands at 100 percent.

11 The World Bank (2001). *Engendering Development – through Gender Equality in Rights, Resources and Voice.* A co-publication of the World Bank and Oxford University Press, p 122.

Too often, development evaluation has ignored gender issues. Bamberger (2001) states that many of the tools used in evaluation are not gender-sensitive:

- Many household surveys only collect information from the "household head" who is usually a man.

- Even when women are interviewed in the house, other family members may be present and the woman may be inhibited from speaking freely.

- Women may only speak the local language.

- Women may either not attend community meetings, may not be allowed to speak, or may be expected to agree with their male relatives.

- Many studies mainly use male interviewers, who in many cultures are not able to speak to women in the community.

Some of the gender-related goals that development interventions seek to achieve and that can be the subject of an evaluation include:

- Goal – Social equity in governance and civic involvement:
    - Increase women's access to social, economic an political resources
    - Value women's contribution to household and community maintenance
    - Ensure equality under the law
    - Ensure equal opportunities
    - Ensure equal voice
    - Increase political participation and representation
    - Increase participation in government, NGOs, and advocacy organizations.

- Goal – Gender equity in partnerships:
    - Build on shared interests, reciprocal support, mutual benefit and respect
    - Include women in all phases of development, including planning, resource allocation, implementation, and evaluation.

The Elements of a Gender-Responsive Evaluation Approach

Bamberger[12] describes a gender-responsive evaluation approach. It draws upon all of the conventional evaluation tools for data collection and analysis. The distinguishing characteristics of a gender-responsive approach are the following:

- A conceptual framework recognizing the *gendered* nature of development and the contribution of gender equity to economic and social development.

- Creation of a gender data base at the national, sectoral, or local level which synthesizes available gender-relevant data and identifies the key gender issues to be addressed in the design and evaluation of projects.

The unavailability of sex-disaggregated data is often used to justify the lack of attention to gender. In these situations it is important to define strategies for developing the appropriate data bases to make it possible to conduct better gender analysis in future studies and project planning.[13]

- Ensuring that data collection methods generate information on both women and men and that key gender issues [such as the gender division of labor, time-use analysis, control of resources and decision-making at the household and community levels.] are incorporated into the research design.

- Ensuring that information is collected about, and from, different household members and that the "household head" [usually defined as a male] is not the only source of information.

- Complementing conventional data collection methods with gender-inclusive methods where this is required.

- Ensuring that the research team includes a balance between men and women.

- Ensuring that stakeholders are consulted during the design, analysis, and dissemination of the evaluation, and that the consultations include groups representing both men and women.

---

[12] Michael Bamberger (2005). *Handbook for: Evaluating gender impacts of development policies and programs.* Presented at IPDET, July 4-5, 2005. p 9.

[13] See Gender Chapter of the PRSP Sourcebook Section 2.4 "Looking to the future: Strengthening the gender data base for the future stages of the PRS."

- Development planning frequently uses "gender neutral" approaches which assume that men and women have the same development needs. In most societies men tend to dominate community and household decision-making, so that "gender-neutral" approaches are largely responding to male priorities.

- Ignoring women's needs and capacities will significantly reduce the efficiency and equity of policies and programs.

- The way in which many development planning and evaluation tools are applied is not gender-responsive, so that even when community consultations or household surveys are intended to capture the views of all sectors of the community, women's concerns will often not be fully captured.

Table 13.3 gives a checklist for assessing the gender sensitivity of an evaluation design.

Table 13.3: Checklist for Assessing the Gender Sensitivity of an Evaluation Design

| | | How well addressed | | | |
		Good	Adequate	Poor or not addressed	Not applicable
1. Conceptual framework: and research design					
1-1	Evaluation includes a gender analysis framework				
1-2	Evaluation addresses gender issues and hypotheses where appropriate				
1-3	Stakeholder consultations with all key groups, including women's groups				
1-4	Use (where appropriate) of rapid assessment/diagnostic studies during evaluation design				
1-5	Ensure focus on gender, not just women				
2. Organization of the research					
2-1	Both sexes included at all levels of research team				
2-2	Local language speakers involved				
3. Sample design					
3-1	Both male and female household members interviewed				
3-2	Special modules to interview other (non-household head) members of the household				
3-3	Monitoring who participates (both attends and speaks) in community meetings.				
3-4	Follow-up sample if key groups missing				
3-5	Focus groups selected to ensure all key groups represented				
3-6	Follow-up sample for missing groups				
4. Data collection methods					
4-1	Data collected (where appropriate) on both sexes				
4-2	Key gender issues are covered				
4-3	Information on gender division of labor				
4-4	Time use				
4-5	Control of resources				
4-6	Information collected about, and from, different household members				
4-7	Use of gender-sensitive data collection methods where required.				
4-8	Mixed method data collection strategy				
4-9	Systematic use of triangulation				
5. Data analysis and presentation					
5-1	Ensure sex-disaggregation of data.				
5-2	Follow-up (if possible in the field) when triangulation reveals inconsistencies.				
5-3	Ensure findings reach and are commented on by all key groups (including groups representing both men and women)				

Source: *Michael Bamberger (2005). Handbook. Evaluating gender impacts of development policies and programs.* Presented at IPDET, July 4 and 5, 2005. p 33.

Poverty Reduction

Poverty reduction in another example of a thematic evaluation. Using the theme of poverty reduction evaluators can look at the effects of many development activities for reducing poverty.

Development activities have attempted to address complex social, economic, and political issues related to poverty with mixed success. Over time, it has become apparent that some progress has been made, but not as much as had been hoped. In addition, some low-income countries have become heavily dependent upon aid. Development projects that are successful are often not sustainable. The complexity of development and local capacity do not always align.

In response, the Comprehensive Development Framework (CDF) was implemented. The CDF is a statement of principles about the development process. It moves from a "one-size fits all" approach to a customized, situational approach, relying on partnership and collaboration. Selectivity is more likely to lead to success; approaches need to be geared to the particular situation in terms of issues, needs, and capacity. A balance between the larger goals, policies, and strategies needs to be achieved.

The country must take ownership of the intended reforms and changes created by development. This represents a change from the donor's desire for conditionality to an approach that enables the country to own the development activity. Participation in development monitoring and evaluation holds promise for social learning and measuring performance.

The focus of development is now on the long-term rather than the short-term. The change efforts created by development activities will take time; there are few quick fixes. The framework also puts more emphasis on learning. It encourages the use of pilot projects, and combining top-down direction with bottom-up experimentation.

The management approach also shifts from compliance to rules to results-based management that focuses on outcomes rather than inputs and activities (see Module 5, *Building a Results-Based Monitoring and Evaluation System*). The key question in results-based management is: "What difference do we make?" This means changing the managerial mindset as well as increasing capacity to measure performance and results.

For the framework to be successful, it means developing evaluation capacity at all levels, using participatory models for planning and evaluating development projects, and using information to inform discussion and decisions.

The Poverty Reduction Strategy

The **Poverty Reduction Strategy** flows from the Comprehensive Development Framework, incorporating many of its principles and approaches. It is a response to the evidence that development efforts to reduce worldwide poverty are failing. Not only does poverty persist: in addition, there is a growing gap between the rich and the poor which translates to a gap in access to economic, health and education resources.

The causes and consequences are complex. No single factor causes poverty. In other modules, we presented the idea of drawing a model to understand complex relationships. If we were to draw a model of poverty, it might look something like the diagram in Figure 13.1
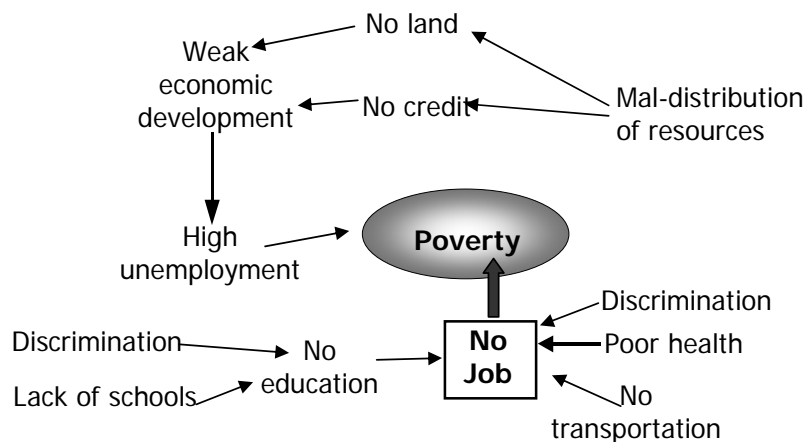
Fig. 13.1: Causes of Poverty

No doubt other factors are also related to poverty. The point here is that a single intervention is not likely to have much impact in reducing poverty. It is also true that it is nearly impossible to intervene in all areas at the same time. What makes sense is to have a strategy that moves from one target area to the next in a planned way.

The other way to use this strategic approach is to work backwards from the desired outcome to the *policy lever*: the policy that, if changed, will have an impact.

For instance, the development team decides to tackle literacy as one component of poverty. If literacy can be increased, then people might be able to get better paying jobs. The outcome for this development strategy would be an increase in the proportion of the population who are literate.

The next question is: what factors determine literacy? One factor might be the availability of schools: are there sufficient schools to reach all children and young adults? It is possible that there are sufficient schools but they are not of high quality and students do not seem to perform well. Another factor may be systematic exclusion of certain groups.

The team would assess the extent to which these factors are important in their communities or country. If these were important, then the team would consider the policy context. What policy levers need to be used to bring about change? Table 13.2 shows an example of an analysis. With this information, the team would implement projects that address availability, quality, and inclusion.

Table 13.2: Poverty Strategy: Increasing Literacy

Outcome	Determinant	Policy lever
Literacy	Availability of Schools	Spending Policies on Education
	Quality of Schools	Spending Monitoring performance and measuring results Establishing performance standards
	Availability of teachers	Spending Recruitment of teacher trainees
	Quality of teachers	Spending Development of teacher training standards Monitoring performance and measuring results
	Availability of curriculum materials	Spending
	Outreach to Excluded Groups	Outreach activities Anti-discrimination policies

The Poverty Reduction Strategy and Development Evaluation

The poverty reduction strategy is based on the principle of participation. Participatory monitoring and evaluation has the potential to improve program performance, enhance local learning and skills, increase development evaluation capacity, and increase local ownership for results. Development evaluation is more likely to be used if those who are stakeholders participate in program development, designing and conducting the evaluation, and decision-making.

The evaluator can work with the stakeholders, acting as a facilitator. The facilitator/evaluator will be more self-aware and self-critical. When mistakes are made, the facilitator/evaluator sees them as opportunities to learn. The facilitator/evaluator will focus on the process, not the outcome and will sit, listen, and learn.

To work with stakeholders as a facilitator, the evaluator can:

- Develop a collaborative team.
- State clear roles and responsibilities.
- Develop a work plan.
- Engage in self-assessment at annual workshops.

Factors than contribute to the success of participatory monitoring and evaluation include:

- Strive for shared understanding, agreement, and commitment to project objectives.
- Demonstrate a mutual respect.
- Commit to empowering local people.
- Relinquish power, allocating resources.
- Use simple data collection methods:
  – use more accessible approaches – community meetings, storytelling, before-and-after photos or drawings, community mapping, and wealth rankings
- Share results with all key stakeholders immediately.
- Put in place participatory management and decision-making processes.
  – take input from participants seriously.

Monitoring Poverty

As you already know, the objective of monitoring systems is to track progress towards the achievement of specific objectives and to inform decision-making.

The World Bank[14] describes poverty monitoring systems as being made up of a broad spectrum of activities involving many people and sources. These include:

- data/information producers: i.e., national statistical agency and other government and non-governmental data producers

- analysts: i.e., various government agencies, universities, consulting firms, think tanks, and donors

- users: i.e., government decision-makers, parliamentarians, civil society groups, the donor community, and researchers.

Early attempts at monitoring poverty identified that building the institutional arrangements for systems that allow information to flow among the people listed above and their activities is one of the biggest challenges. Institutional arrangements are the key elements that define these interactions. Without adapted institutional arrangements, information typically does not flow between the various actors and is not used to improve interventions or to provide greater accountability.

An effective interface is essential in order to avoid the vicious cycle where adequate information is unavailable for decision-making, and decision-making processes do not demand the adequate information.

Institutional arrangements include:

- formal rules and arrangements; i.e. definitions, allocation and timing/sequencing of responsibilities determined by work programs, national plans, legislation, etc.

- information rules and practices which define the extent to which the formal rules are enforced.

One of the lessons learned from PRSP countries is that the system should be kept simple and flexible. They should also be built progressively.

---

[14] The World Bank, *Poverty Monitoring Systems.* Online at:
http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTPOVERTY/EXTPAME/0,,contentMDK:20203848~menuPK:435494~pagePK:148956~piPK:216618~theSitePK:384263,00.html

Often evaluators design complex systems, without prioritizing activities, and often with little connection to existing monitoring activities and agencies.

Another lesson from early experience is that systems should build on existing processes. It is important to consider the conditions for each situation and country, such as:

- existing data collection systems

- management system

- reporting mechanisms.

In the past, there has been a tendency towards building systems that ignore the existing routine monitoring systems from line ministries or other agencies. Efforts need to focus on:

- strengthening existing primary data producing systems

- integrating responsible agencies into the PRSP process

- establishing good relationships between the central units and these agencies.

Another lesson learned is that systems should be built with the ultimate purpose of feeding back into policy-making processes.

There is still little evidence of widespread effective use of monitoring outputs for decision-making. Demand from decision-makers and other stakeholders has increased, but remains limited.

The introduction of sustainable monitoring systems that effectively feed back into decision-making processes requires strong political will and commitment, to establish and enforce the required the incentive structure.

The *Deutsche Gesellschaft für Technische Zusammenarbeit* (GTZ) published the *National Monitoring of Sustainable Poverty Reduction Strategy Papers (PRSPs)*. In their summary of the main report, they discuss the challenges facing a PRSP monitoring system. The following are highlights from this summary. [15]

---

[15] Gesellschaft fur Technische Zusammenarbeit (GTZ) published the *National Monitoring of Sustainable Poverty Reduction Strategy Papers PRSPs*. p. 3-7 Online at:
http://siteresources.worldbank.org/INTISPMA/Resources/Training-Events-and-Materials/summary_MainReport.pdf

Instruments and types of data:

- statistics on poverty and social status

  – household surveys and censuses — usually suited to representing the impact level

- administrative data

  – information and statistics provided by government administrative offices, particularly in the areas of education and health

- usage by clients and/or target groups

  – Core Welfare Indicator Questionnaire (CWIQ)[16], also participatory and qualitative surveys

- data on public expenditure

  – government financial reports; budget and medium-term financial planning also supplements from Public Expenditure Reviews, expenditure tracking studies, and facility surveys — these are a central source of information for the monitoring of inputs

- qualitative investigations

  – "Citizen Report Cards", and "Poverty and Social Impact Analyses."

---

[16] More information about CWIQ can be found at:
http://www4.worldbank.org/afr/stats/cwiq.cfm

Sector Program Evaluations

According to DANIDA's *Evaluation Guidelines,* **sector program evaluations** are evaluations that look at the development of institutions.[17] Sector program evaluations focus more on questions of institutional performance, processes, changes, and interrelationships. They also look at the overall development of the sector involved in the evaluation.

The International Organization for Migration (IOM) Evaluation Guidelines gives the following definition of sector evaluation:

> An evaluation of a variety of aid actions all of which are located in the same sector, either in one country or cross-country. A sector covers a specific area of activities such as health, industry, education, transport, or agriculture.[18]

Because sector program evaluations look at many projects with different objectives and different donors, they are more complex than project evaluations.

In sector program evaluations, ownership and partner responsibility are key issues.

- The donor's concern is to improve the delivery of the aid and accountability.

- The partner institution's concern is with improving development in the sector.

To complicate things more, sector program evaluations will often include several donors. It will be best to have all the donors involved in the evaluation

Evaluations for sector programs will need to be coordinated as joint evaluations. Ultimately, the partner countries will coordinate these evaluations together. In these joint evaluations, it may be difficult to identify and assess the contributions of each donor. On the other hand, by working together, it will be more cost-effective.

---

[17] Royal Danish Ministry of Foreign Affairs. *Evaluation Guidelines, 2nd edition.* DANIDA (1999). p. 30. Available online at: http://www.um.dk/NR/rdonlyres/4C9ECE88-D0DA-4999-9893-371CB351C04F/0/Evaluation_Guidelines_1999_revised.pdf

[18] Office of the Inspector General International Organization for Migration (IOM). *IOM Evaluation Guidelines,* January 2006. p 30. online at: http://www.iom.int/EN/PDF_Files/evaluation/Evaluation_Guidelines_2006_1.pdf

Example of Sector Evaluation: Bangladesh Maternal and Child Health[19]

This evaluation addressed the issue of what publicly-supported programs and external assistance from the Bank and other agencies can do to accelerate attainment of targets such as reducing infant mortality by two-thirds. The evidence in the evaluation relates to Bangladesh, a country which has made spectacular progress but needs to maintain momentum in order to achieve its own poverty reduction goals.

The evaluation report addressed the following issues:

- What has happened to child health and nutrition outcomes and fertility in Bangladesh since 1990? Are the poor sharing in the progress which is being made?

- What have been the main determinants of maternal and child heath (MCH) outcomes in Bangladesh over this period?

- Given these determinants, what can be said about the impact of publicly and externally-supported programs – notably those of the World Bank and DFID – to improve health and nutrition?

- To the extent that interventions have brought about positive impacts, have they done so in a cost effective manner?

The following general lessons followed from the analysis in the report for this evaluation:

- Externally supported interventions have had a notable impact on MCH-related outcomes in Bangladesh. Immunization has proved particularly cost effective, and has saved the lives of up to two million children under the age of five.

- World Bank support to sectors outside of health has contributed to better child health outcomes.

- Small amounts of money save lives…though the amount varies significantly by intervention.

- Although interventions from many sectors affect maternal and child health outcomes, this fact need not imply that multi-sector interventions are always needed.

---

[19] IEG Impact Evaluations: Bangladesh Maternal and Child Health. online at: http://www.worldbank.org/oed/ie/bangladesh_ie.html

- World Bank support for training traditional birth attendants has reduced neonatal mortality...but this program has now been abandoned following the international trend toward support for skilled birth attendants.

- Programs should be based on local evidence, rather than general conventional wisdom.

- Gender issues are central to health strategies in Bangladesh. More attention is needed to redressing gender biases to maintain momentum in mortality decline and fertility reduction. But traditional attitudes are not the absolute constraint on service provision which is sometimes suggested.

- The Bank's BINP has improved nutritional status, but not by much different than planned. Serious attention needs to be given to ways of improving both the efficacy and efficiency of the program - or if not possible then to consider alternatives to scaling up.

- Rigorous impact evaluation can show which government programs and external support are contributing most to meeting poverty reduction goals.

- National surveys can be used for evaluation purposes, but some adaptation would make them more powerful, notably a more detailed community questionnaire.

Example of Sector Evaluation: Evaluation of World Bank's Assistance to Primary Education[20]

The objective of this evaluation was to assess the institutional development impact and sustainability of World Bank assistance to countries in their efforts to improve their basic knowledge and skills base by providing quality primary education to all children. It particularly addressed the time since the beginning of the EFA movement in 1990.

The evaluation addressed the following evaluation questions and ways to address them:

- What are the World Bank's policies and objectives related to primary education, as laid out in its major policy and strategy documents, and to what extent have the policies been implemented?

- Have the Bank's policy objectives in primary education been relevant to the needs of recipient countries?

- How effective and efficient have the various channels of Bank been in helping countries equitably improve school enrolment, completion rates, school quality, and learning outcomes?

- What have been the key factors in successful implementation and effectiveness of the Bank's assistance to primary education?

- To what extent has support to primary education promoted institutional development? Have improvements and outcomes been sustainable?

- Have monitoring and evaluation systems in client countries effectively measured the outcomes and constraints of programs assisted by the Bank? How well has Bank assistance supported project/program monitoring and evaluation and use of the information generated by it for more informed decision making?

- What can findings and lessons from past and current Bank programs of support for primary education teach us about the feasibility and likely effectiveness of new initiatives in support of increased basic knowledge and skills?

---

[20] Operations Evaluation Department OED, *Evaluation of World Bank's Assistance to Primary Education.* online at: http://www.worldbank.org/oed/education/evaluation_design.html

The evaluation used the following scope and methodologies:

- Portfolio review

- Literature review

- Inventory and review of World Bank analytic work (research and ESW) and basic education since 1990

- Country Case studies

- Surveys and interviews

- Other IEG Assessments.

Evaluation Capacity Development

As the demand for monitoring performance and measuring results continues to increase, the demand for **evaluation capacity** also increases. Evaluation that is based on a few experts cannot meet the demand, so evaluation capacity at all levels within a country has to be enhanced.

Not only does having more people with evaluation skills increase the quality and quantity of evaluations, it also helps in program development. Once people are attuned to the concept of measuring performance and results, they are more likely to establish clear and specific goals and objectives at the program planning stage.

Programs which are developed with concrete measures are more likely to stay focused, and evaluations can be more helpful since they can provide more specific feedback relevant to the interventions' goals and objectives. These kinds of evaluations are more likely to contribute to sound governance and high performance.

Evaluation Capacity Development (ECD) [21] encompasses many types of actions to build and strengthen monitoring and evaluation (M&E) systems in borrowing countries, and has particular focus on the national and sector levels. It encompasses many related concepts and tools: capacities to keep score on development effectiveness, specification of project/program objectives and result chains, performance information (including basic data collection), program/project monitoring and evaluation, beneficiary assessment surveys, sector reviews and performance auditing.

---

[21] Keith Mackay. *Evaluation capacity development: A diagnostic guide and action framework*. ECD working paper series No. 6: January 1999. pp.2-3. http://lnweb18.worldbank.org/oed/oeddoclib.nsf/a4dd58e444f7c61185256808006a0008/7f2c924e183380c5852567fc00556470?OpenDocument

ECD focuses on measuring the performance of governments at the ministry, program and project levels. It also supports M&E capacity-building for civil society, as contributors to M&E information, as users of it, and – in some cases – as producers of it. The priority for ECD has been highlighted by the renewed emphasis, via Poverty Reduction Strategies and the Comprehensive Development Framework, on *results*.

ECD ensures that evaluation findings are available to assist countries in four key areas. They are:

- Evaluation findings can be an important input to government resource allocation, such as: planning, decision making and prioritization, particularly in the budget process.

- Evaluation assists government managers by revealing the performance of ongoing activities at the sector, program, or project levels. It is therefore a management tool that leads to learning and improvement in the future (results-based management).

- Evaluation findings are an input to accountability mechanisms — so that managers can be held accountable for the performance of the activities that they manage, and so that government can be held accountable for performance. The notion of accountability encompasses the recognition that economic governance and a sound public sector are central to national economic competitiveness — markets reward countries able to manage and screen public expenditures, and evaluation offers a tool to help do that.

- Evaluation findings demonstrate the extent to which development activities have been successful. This is proving to be increasingly important for countries in attracting external resources, particularly given the pressures on international development assistance agencies to channel their assistance to countries where past development efforts have been successful. Moreover the increasing emphasis by development assistance agencies on a whole-of-government approach to development increases the premium on having country-wide measures of performance available.

Developing evaluation capacity requires the recognition that evaluation is helpful; it cannot be imposed on a government. Governments have to create the demand for increased evaluation capacity and own the evaluation system. Development evaluation also needs a supply of people with the necessary skills and a system in place to support their work. Lastly, there needs to be an information infrastructure so that data can be routinely collected and results can be disseminated and used.

If evaluation capacity is not in place, then a plan must be developed. This plan should include the following nine-step process.

1. Identify the key stakeholders for performance measurement, measuring for results and/or evaluation.

2. Examine and diagnose problems in the public sector environment.

3. Understand the factors that actually influence budget and management decisions at each ministry.

4. Determine the existing need.

5. Assess the evaluation activities and capabilities of central and line ministries and other organizations (such as universities, businesses, NGOs).

6. Consider the evaluation activities of multilateral and bilateral development assistance agencies in the country.

7. Identify major public sector reforms that might support performance measurement or measuring results efforts.

8. Map the options for developing evaluation capacity.

9. Prepare a realistic evaluation capacity development action plan.

Evaluation Capacity Building (ECB)

Evaluation capacity building (ECB) is a system of guided processes and practices to establish and maintain capacity where quality program evaluation and its uses are ordinary and ongoing practices.[22]

---

[22] D.W. Compton, M. Baizerman, and S.H. Stockdill, (Eds.) *The Art, Craft, and Science of Evaluation Capacity Building*. New directions for evaluation, (Spring 2002). Number 93:8-9.

ECB is made up of three structural elements:

- overall processes
- actual practices
- occupational orientation and practitioner role.

Evaluation capacity building (ECB) and evaluation capacity development (ECD) may be used interchangeably. ECD is just another perspective.

Program evaluation and evaluation capacity building are different ways of understanding and working in an organization. They are also complimentary. They are two ways of carrying out evaluation work on behalf of an organization.

Table 13.3 compares the differences between the perspectives on program evaluation and evaluation capacity building.

Table 13.3: Comparisons of Perspectives on Program Evaluation and Evaluation Capacity Building[23]

	Program Evaluation Perspective	Evaluation Capacity Building Perspective
Overall Process	Program evaluation is a process of systematically using a recognized model in accordance with at least the Joint Committee's standards to complete an agreed-upon program evaluation study.	ECB is a context-dependent, intentional action system of guided processes and practices for bringing about and sustaining a state of affairs in which quality program evaluation and its appropriate uses are ordinary and ongoing practices within and/or between one or more organizations/programs/sites.
Actual Practices	Doing quality program evaluations using acceptable models (for example, Stufflebeam, 2001).	Ongoing guided processes and practices for bringing about and sustaining a state of affairs in which quality program evaluation and its appropriate uses are ordinary and ongoing practices within and/or between one or more organization/programs/sites.
Occupational Orientation and Practitioner Role	Occupational orientation to carrying out a study and enhancing its likely uses according to the norm of the discipline/profession/ field.	Occupational orientation to try to keep evaluation as a necessary everyday administrative part of an organization's structure, culture, and work practice internally and in relation to other entities in its environment.

---

[23] D.W. Compton, M. Baizerman, and S.H. Stockdill (Eds.) *The Art, Craft, and Science of Evaluation Capacity Building.* New directions for evaluation, (Spring 2002). Number 93: p.11.

ECB evaluators see their roles and work differently compared to evaluators with no involvement. ECB is oriented to *intra-*organizational structures, cultures, and everyday practices. This means they work within other areas of an organization or program. ECB can also be *inter-*organizational and inter-program. These mean they can work between and among other organizations or programs. Table 13.4 compares the roles of program evaluation practitioners and evaluation capacity building practitioners.

Table 13.4: Comparisons of the Program Evaluation Practitioner Role and the Evaluation Capacity Building Practitioner Role[24]

Program Evaluation Practitioner	Evaluation Capacity Building Practitioner
• Has program knowledge and skills. • Designs and carries out a program evaluation in a professional and expert manner adhering at a minimum to the Joint Committee's standards. • Manages evaluations. • Knows how to carry out an evaluation within an organization and its structure, culture, and politics as an internal or external evaluator. • Facilitates learning among those participating in evaluation. • Facilitates the use of the evaluation. • Works primarily within an organizational or program context. • Belongs to a community of expert evaluators. • Orients toward doing a quality evaluation that is used. • Orients to a politic of discrete studies, client needs, professional reputation, and so forth.	• Imagines, conceptualizes, envisions, co-creates, and co-sustains a state of affairs in which evaluation and its use is ongoing. • Holds a perspective on how every evaluation may contribute to sustaining the necessary state of affairs and works strategically to those ends. • Co-designs and makes ordinary the everyday practices necessary to sustain the state of affairs and to support each and every discrete evaluation. • Uses a long-term, open-ended process for making the organization or program a place in which program evaluation as such and each program evaluation study can be used to enhance organizational effectiveness. • May belong to multiple occupational communities, including evaluators, managers, and executives. • Orients outward toward co-creating and co-sustaining the necessary state of affairs for program studies and their uses. • Orients to a politic of guiding and sustaining organizational change, learning, and development.

---

[24] D.W. Compton, M. Baizerman, and S.H. Stockdill (Eds.) *The Art, Craft, and Science of Evaluation Capacity Building.* New directions for evaluation, (Spring 2002). Number 93: p.12.

Henrick Schaumberg-Müller, a consultant to DANIDA, wrote a report for the DAC Expert Group on Aid Evaluation, to discuss experiences in evaluation capacity building[25]. In his paper, he discusses what the evaluation community has learned to support evaluation capacity development. He identifies the need for the design and formulation of evaluations functions to be specific for the individual country or organization. There may be common objectives at the general level, but they specific systems and approaches need to be considered.

Schaumberg-Müller also identifies another area of agreement. Building usable evaluation systems may take a long time because they require political and institutional changes. Over time, these institutions need to understand that evaluations are not control systems but tools to improve performance and decision-making.

Another issue Schaumber-Müller identified is the importance of leaving more of the initiative and design of evaluation to the participants. He acknowledges that donors and host countries have legitimate interests in evaluation, but they may be different from those of the participants. The donors can continue to evaluate both for accountability and to provide lessons of adequacy of their delivery systems, but if evaluation is to become important to the countries or institutions, they must have more control of the initiative and design.

Porteous et al[26], identified the importance of empowering managers to improve their knowledge and skills in program evaluation. They identified the following five principles for building evaluation capacity:

- taking stock of what is needed

- building on shared values

- valuing different perspectives

- integrating planning and evaluation into routine program management

- maximizing adult learning.

---

[25] Henrik Schaumberg-Müller (1996). Evaluation capacity building: Donor support and experiences. Copenhagen. pp 18-19. Available online at: http://www.oecd.org/dataoecd/20/52/16546669.pdf

[26] Nancy L. Porteous, Barbara J. Sheldrick, and Paula J. Stewart (1999). "Enhancing managers' evaluation capacity. A case study for Ontario public heath." In The *Canadian journal of program evaluation*. Special Issue, pp 137-154. Also available online at: http://www.phac-aspc.gc.ca/php-psp/pdf/toolkit/enhancing_managers_evaluation%20_capacity%20_CJPE_1999.pdf

Towards Evaluation Capacity Development

When we look at developing capacity, we must change our focus. We must now look at long term versus short term. For institutional change to take place, it must have time to develop. By building on common ground, you can increase capacity and empower people.

Kusek and Rist[27] offer three questions to help learn more about capacity building requirements for a performance-based M&E system.

- How would you assess the skills of civil servants in the national government in each of the following six areas:

    – project and program management?

    – data analysis?

    – policy analysis

    – setting project and program goals?

    – budget management?

    – performance auditing?

- Are you aware of any technical assistance, capacity building, or training in M&E now underway or done in the past two years for any level of government (national, regional, or local)? Has it been related to:

    – the CDF or PRSP process?

    – strengthening of budget systems?

    – strengthening of the public sector administration?

    – government decentralization?

    – civil service reform?

    – individual central or line ministry reform?

- Are you aware of any institutes, research centers, private organizations, or universities in the country that have some capacity to provide technical assistance and training for civil servants and others in performance-based M&E?

---

[27] Jody Zall Kusek and Ray C. Rist (2004). *Ten steps to a results-based monitoring and evaluation system.* Washington DC: The World Bank. p 177.

Concluding Comments

Development evaluators around the world face a unique set of complex economic, political, and social factors as they strive to conduct high quality evaluations that meet the needs of diverse stakeholders. Many development interventions and policies are long-term in nature, cover broad geographical areas, and interact with other interventions. Evaluations of these interventions need not only to be technically well designed (sometimes within very tight time and resource constraints); they also need to be conducted in an ethical manner that is sensitive to the local conditions as well as to difficult development issues such as gender roles and poverty reduction.

Summary

In this module, you learned about recent development evaluation issues. From the checklist, check off those items that you can complete and review those that you cannot.

You should be able to:

❑ describe sector program evaluations and its role in development evaluation

❑ describe country assistance evaluations and their role in development evaluation

❑ describe thematic evaluations and its role in development evaluation

❑ describe the key issue of gender in development and ways to address it in evaluations

❑ describe the key issue of poverty reduction and ways to address it in evaluations

❑ describe evaluation capacity development and its role development evaluation

❑ discuss capacity development and its role in development evaluation.

Quiz Yourself

Answer the following multiple-choice questions to help test your knowledge of

You will find the answers to the questions on the last page of this module.

1. Which of the following is a description of a **sector program evaluation**?
   a. an evaluation that uses results collected about a single policy issue and combines them to evaluate this theme.
   b. an evaluation that focuses the evaluation on an organizations' entire aid to one of the main partner countries and is a normative study that compares what is being done to what was planned, but it can be used for many purposes
   c. an evaluation that focuses on the various modes of funding channels of development assistance
   d. an evaluation that looks at the development of institutions. It focuses more on questions of institutional performance, processes, changes, and interrelationships.

2. Which of the following is a description of a **country evaluation?**
   a. an evaluation that uses results collected about policy issues and combines them to evaluate this theme.
   b. an evaluation that focuses the evaluation on an organizations' entire aid to one of the main partner countries and is a normative study that compares what is being done to what was planned but it can be used for many different purposes
   c. an evaluation that focuses on the various modes of funding channels of development assistance
   d. an evaluation that looks at the development of institutions. It focuses more on questions of institutional performance, processes, changes, and interrelationships.

3. Which of the following is a description of a **thematic evaluation**?

   a. an evaluation that uses results collected about policy issue and combines them to evaluate this theme.

   b. an evaluation that focuses the evaluation on an organizations' entire aid to one of the main partner countries and is a normative study that compares what is being done to what was planned, but it can be used for many different purposes

   c. an evaluation that focuses on the various modes of funding channels of development assistance

   d. an evaluation that looks at the development of institutions. It focuses more on questions of institutional performance, processes, changes, and interrelationships.

4. Check each of the following that Bamberger (2002) says are **ways evaluation tools are not gender-sensitive**.

   ___Women may only speak the local language.

   ___Many household surveys only collect information from the "household head" who is usually a man.

   ___Many studies mainly use male interviewers, who in many cultures are not able to speak to women in the community.

   ___Women may either not attend community meetings, may not be allowed to speak, or may be expected to agree with their male relatives.

   ___Even when women are interviewed in the house, other family members may be present and the woman may be inhibited from speaking freely.

5. Which of the following are the **three main steps to understand the poverty reduction strategy?**

   a. understanding poverty, choosing a mix of high impact development actions, and selecting and tracking key poverty indicators.

   b. including gender analysis, understanding poverty, and selecting and mapping the options for developing a strategy

   c. understanding poverty, including gender analysis, and choosing a mix of high impact development actions.

   d. choosing a mix of high impact development actions, selecting and tracking key poverty indicators, and mapping the options for developing a strategy.

6. List six of the **nine-step process for evaluation capacity development.**

Reflection

Think back about how evaluation has affected development programs that you know about.

- Did the evaluation go beyond the project or program and look at the "big picture?" If so in what ways?

- How did the "big picture" evaluation use information from other evaluations?

- How did any evaluations you worked with participate in later "big picture" evaluations?

- How can evaluations you are currently working on be designed to assist with "big picture" evaluations in the future?

- In what ways are the issues of gender and poverty reduction been involved in current evaluations?

Application Exercise 13.1
Building Evaluation Capacity

Instructions:

Suppose you (or your group) have been asked by the government to create a strategic plan for increasing evaluation capacity in your home country. Use the checklist below to guide your discussion:

1. What are the two or three most difficult development issues to be tackled in the next several years?

2. What evaluation capacity exists already, to the best of your knowledge (think about availability of evaluators, skills, resources, infrastructure, etc)?

3. Given current and future development needs and issues, and your assessment of current evaluation capacity, list the six most important enhancements that would improve evaluation capacity in your country:

   a.

   b.

   c.

   d.

   e.

   f.

4. In your country, what is driving the need for monitoring and evaluating systems?

5. Where in your government does accountability for effective (and efficient) delivery of programs lie?

6. Is there a codified (through statute or mandate) strategy or organization in the government for tracking development goals?

7. Where does capacity lie with the requisite skills for designing and using monitoring and evaluation systems in your country? How has this capacity (or lack of) contribute to the use of monitoring and evaluation in your country context?

8. Now, prioritize the items on your list above by labeling them: critical, very important, or important.

Further Reading and Resources

Bamberger, Michael (2005). *IPDET Handbook for: Evaluating gender impacts of development policies and programs.* July, 2005.

Compton, Donald W., Baizerman, M. and Stockdill, S.H. editors (2002). "The art, craft, and science of evaluation capacity building." in *New directions for evaluation.* A Publication of the American Evaluation Association. Number 93, Spring 2002.

Fullan, M. (1993). *Change forces.* London: Falmer Press.

Guiding principles for evaluators. (1995). New Directions for Program Evaluation. No. 66. San Francisco: Jossey-Bass.

Heath, John; Patrick Grasso; and John Johnson. *World Bank country, sector, and project evaluation approaches.* Presented at IPDET, 2005.

Kusek, Jody Zall and Ray C. Rist (2004). *Ten steps to a results-based monitoring and evaluation system.* Washington D.C.: The World Bank.

Porteous, Nancy L., Barbara J. Sheldrick, and Paula J. Stewart (1999). "Enhancing managers' evaluation capacity. A case study for Ontario public heath." In The *Canadian journal of program evaluation.* Special Issue, pp 137-154

Royal Danish Ministry of Foreign Affairs (2006). *Evaluation guidelines.* Copenhagen: DANIDA.

Websites
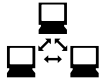
DAC Network on Development Evaluations, *Workshop on joint evaluations, challenging the conventional wisdom – the view from developing country partners*, Nairobi 20-21, April 2005, Workshop report.
> http://www.oecd.org/dataoecd/20/44/34981186.pdf

DANIDA Royal Danish Ministry of Foreign Affairs *Evaluation guidelines.* Online version:
> http://www.um.dk/en/menu/DevelopmentPolicy/Evaluations/Guidelines/

Gesellschaft fur Technische Zusammenarbeit (GTZ) published the *National Monitoring of Sustainable Poverty Reduction Strategy Papers PRSPs.* Online at:
> http://siteresources.worldbank.org/INTISPMA/Resources/Training-Events-and-Materials/summary_MainReport.pdf

IEG Impact Evaluations: Bangladesh Maternal and Child Health. online at:
> http://www.worldbank.org/oed/ie/bangladesh_ie.html

Office of the Inspector General International Organization for Migration (IOM). (2006) *IOM Evaluation Guidelines.* Online at:
http://www.iom.int/EN/PDF_Files/evaluation/Evaluation_Guidelines_2006_1.pdf

Operations Evaluation Department OED, *Evaluation of World Bank's Assistance to Primary Education.* online at:
http://www.worldbank.org/oed/education/evaluation_design.html

Mackay, Keith (1999). *Evaluation capacity development: A diagnostic guide and action framework.* ECD working paper series No. 6: January 1999. pp.2-3.
http://lnweb18.worldbank.org/oed/oeddoclib.nsf/a4dd58e444f7c61185256808006a0008/7f2c924e183380c5852567fc00556470?OpenDocument

Porteous, Nancy L., Barbara J. Sheldrick, and Paula J. Stewart (1999). "Enhancing managers' evaluation capacity. A case study for Ontario public heath." In The *Canadian journal of program evaluation.* Special Issue, pp 137-154. Available online at:
http://www.phac-aspc.gc.ca/php-psp/pdf/toolkit/enhancing_managers_evaluation%20_capacity%20_CJPE_1999.pdf

Royal Danish Ministry of Foreign Affairs *Evaluation guidelines.* Online version available at:
http://www.um.dk/en/menu/DevelopmentPolicy/Evaluations/Guidelines/
or
http://www.um.dk/NR/rdonlyres/4BA486C7-994F-4C45-A084-085D42B0C70E/0/Guidelines2006.pdf

Henrik Schaumberg-Müller (1996). Evaluation capacity building: Donor support and experiences. Copenhagen. Available online at:
http://www.oecd.org/dataoecd/20/52/16546669.pdf

Stufflebeam, D.L. (1999). *Evaluation plans and operations checklist.*
http://www.wmich.edu/evalctr/checklists/plans_operations.htm

Stufflebeam, D.L. (2001). *Guiding principles checklist.*
http://www.wmich.edu/evalctr/checklists/guiding_principles.pdf

The World Bank, *Poverty Monitoring Systems*
http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTPOVERTY/EXTPAME/0,,contentMDK:20203848~menuPK:435494~pagePK:148956~piPK:216618~theSitePK:384263,00.html

World Bank Core Welfare Indicators Questionnaire (CWIQ) can be found at:
http://www4.worldbank.org/afr/stats/cwiq.cfm

Answers to Quiz Yourself

☑

1. d

2. b

3. a

4. (ALL)

☑ Women may only speak the local language.

☑ Many household surveys only collect information from the "household head" who is usually a man.

☑ Many studies mainly use male interviewers, who in many cultures are not able to speak to women in the community.

☑ Women may either not attend community meetings, may not be allowed to speak, or may be expected to agree with their male relatives.

☑ Even when women are interviewed in the house, other family members may be present and the woman may be inhibited from speaking freely.

5. a

6.

1. Identify the key stakeholders for performance measurement, measuring for results and/or evaluation.

2. Diagnose the public sector environment.

3. Understand the factors that actually influence budget and management decisions at each ministry.

4. Determine the existing need.

5. Assess the evaluation activities and capabilities of central and line ministries and other organizations (such as universities, businesses, NGOs).

6. Consider the evaluation activities of multilateral and bilateral development assistance agencies in the country.

7. Identify major public sector reforms that might support performance measurement or measuring results efforts.

8. Map the options for developing evaluation capacity.

9. Prepare a realistic evaluation capacity development action plan.