

Terms of Reference - IOB policy evaluation Gender equality 2007-2013

Approved by Director IOB on 19/11/2013

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Introduction

The terms of reference for this policy evaluation, which is incorporated in the Ministry of Foreign Affairs' evaluation programming for 2014, follow the *Regeling Periodiek Evaluatieonderzoek (RPE)* of 2012. Two main reasons motivate this evaluation. First of all, the last evaluation was done in 1998 (IOB evaluation *Women and Development, Policy and Implementation in the Netherlands Development Cooperation 1985-1996*). Secondly, the concept of gender equality¹ has remained a key theme in Dutch aid policy and continues to have a separate objective in the Ministry's budget. Part 1 of these terms of reference, which focus on the period 2007-2013, describes the gender equality policies on the Dutch foreign affairs agenda. Part 2 gives the set-up of the evaluation, its objectives and main evaluation questions, and provides information on the proposed evaluation methodologies. Part 3 provides information on planning and products.

¹ See text box 1 for an explanation of the different terms used in these ToR.

1. Gender equality policies on the Dutch foreign affairs agenda

1.1 General

Gender equality issues have been on the Dutch foreign affairs agenda for over three decades. Since the start of the new Millennium they are also an element in the overall Dutch foreign policy. The Netherlands' Government has argued its role in this domain from different angles: (a) women are worse off than men in many societies: they have a bigger chance of being and remaining poor and unemployed, are less educated, have less power and political influence and are more frequently victim to all kinds of violence; (b) equality between women and men (i.e. gender equality) is one of the fundamentals of a democracy; (c) equal opportunities and rights for women and their full participation in society and in decision making are essential for international security and stability, the creation of welfare and stable and sustainable economic development and poverty reduction. Attention for the development and position of women benefits progress on all MDGs; *vice versa*, MDG3 on equal rights and opportunities for girls and women cannot be reached when rights and opportunities of women get little attention in relation to the other MDGs. Moreover, it is argued that empowering women and girls and promoting the equality of women and men would make aid for sustainable poverty alleviation more effective. Involving women and men from the local community in decision making and recognition of the role of local (women's) organizations are vital in this respect (KST 32500-V-2 (2010):70).²

For many years, the key principle of the Dutch position has been that women's rights are human rights that are universal and apply always and for everyone, in line with the Universal Declaration of Human Rights of 1948 (e.g. KST 44882 (1999):39 and KST 33400-V-11 (2012):56). Cultural and religious traditions and diversity are no excuse for disrespect.

1.2 The Dutch two-track gender equality strategy

Since the late 1990s, the Dutch aid policy has been characterised by a two-track gender equality strategy – though with some variation and fluctuating emphasis on either one of the two tracks - combining a stand-alone track and a mainstreaming track.

1.2.1 Stand-alone track

This track aimed at the 'empowerment' of women.³ In practice, this has translated into support for the women's rights movement, capacity development of women, and support to policy development on women-specific issues in partner countries. Under Article 5 of the Ministry's budget, operational target 5.3⁴, special funding has been set aside for this purpose through:

² To the extent possible, Parliamentary documents are referred to as KST (=Kamerstuk), number, year and page number. An overview of resources used in putting these terms of reference together is provided in Annex 1.

³ See text box 1 for the explanation of (women's) empowerment as used in these ToR. In the Dutch international policies, empowerment has had variable meanings like 'increasing women's voice (2004) or 'attention for the position of women' (2008). It is not a term used in the policy note *Een Zaak van Iedereen* (2007) or the *Letter on International Gender policy* (2011), which instead talk of gender equality, women's rights, women's emancipation, improving the position of women, or activities to promote leadership, power and self-reliance of women.

⁴ Until recently this target was formulated as '*Gelijkwaardigheid tussen mannen en vrouwen. Daartoe is de zeggenschap van vrouwen vergroot*', currently it reads as '*Gelijke rechten en kansen voor vrouwen*'.

- The *Vrouwenfonds* (until the early years of the new Millennium), financing global and regional activities as well as activities initiated by Dutch embassies.
- The *MDG3 Fund* (2008-2011) established in 2008 on the basis of the ‘*Schokland akkoord*’: Investing in the promotion of women’s equality with a budget of EUR 70 million. The Fund financed 45 projects, selected following an international tender, in the following priority themes: property and inheritance rights for women; gender equality in employment and equal opportunities on the labour market; participation and representation of women in national parliaments and political bodies; and combating violence against women.⁵
- The MDG3 Fund was succeeded by the very similar programme *Funding Leadership and Opportunities for Women* (FLOW) (2012-2015). With a budget of 85 million, FLOW’s overall aim is ‘to contribute to structural poverty reduction by improving gender equality and the empowerment of women. Women and girls around the world must be given equal rights and opportunities’.
- Support for women’s equality organizations in many, but not all, Dutch bilateral partner countries (see table 1 (white columns are current partner countries, blue columns are former partner countries (until 2010))).

Table 1 Support for women’s equality organizations in Dutch bilateral partner countries (2003-2012) (in EURO million)

Afghanistan	Bangladesh	Bolivia	Burkina Faso	DRC	Egypt	Ethiopia	Georgia	Ghana	Guatemala	Indonesia	Kenya	Mali	Mozambique	Nicaragua	Pakistan	Palestinian Territories	Rwanda	Senegal	South Africa	Sudan	Suriname	Tanzania	Uganda	Vietnam	Yemen	Zambia
1.6	11	3.8	1.2	7.4	4.8	4.4	0.1	1.9	1.8	0.7	3.3	0	3.9	1.5	0.2	0.6	0.3	0.1	1	2.1	0.2	0.3	0.4	0.9	3.6	2.7

1.2.2 Gender mainstreaming

Gender mainstreaming is about incorporating attention for women and gender issues into aid policy and programmes in order to make sure that they benefit. In Dutch policies, gender mainstreaming has referred to (i) the integration of interests and basic needs of women in projects and programmes; (ii) increasing the (active) participation of women in projects and programmes and (iii) the need to involve women into project and programme implementation to improve aid quality and results; and (iv) the promotion of structural equality between men and women in all aspects of international cooperation. The position has been that integration of gender into mainstream development cooperation would primarily be (as a cross-cutting theme) through bilateral macro and sector support and multilateral cooperation (e.g. at the level of the World Bank and various UN agencies). Embassies were also tasked in 2006 and 2010 to form a clear gender equality strategy and to formulate concrete and measurable gender targets in their multi-annual plans.

Text box 1: Explanation of gender-related terminology

In these ToR different concepts are used to describe the objectives and approaches of the Dutch international gender policy.

Gender equality means that women and men have equal conditions for realizing their full human rights and for contributing to, and benefiting from, economic, social, cultural and political development. Source: UNESCO (2003). *UNESCO’s gender mainstreaming implementation framework*.

⁵ A mid-term review was done late 2010: SPAN Consultants, MDG3 FUND – Investing in Equality, Review Eindrapport, October 2010

Gender mainstreaming mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policy or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in all political and economic spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. Source: ECOSOC (1997). *Agreed Conclusions*.

Women's empowerment can be described as the ability of women to exercise the power to live the life they choose to live. 'Power' in the concept of empowerment thus implies the ability to make choices. Where disempowerment means to be denied choice, 'empowerment refers to the processes by which those who have been denied the ability to make choices acquire such ability. Source: Kabeer, N. (2005). 'Gender Equality and Women's Empowerment: A Critical Analysis of the Third Millennium Development Goal.' *Gender and Development*, 13 (1). pp. 13-24).

Gender equality appears as a cross-cutting issue in the following priority themes.

Women's rights as human rights and combating violence against women. Under the heading of women's right as human rights⁶, combating violence against women has consistently been a priority of the Dutch Human Rights policy in the period 2007-2013. It was seen as an area in which Dutch involvement was urgently needed and in which Dutch initiatives would make a difference. This human rights' angle helps to explain that addressing violence against women has been a long-standing priority theme - as reflected in e.g. funding for initiatives to combat e.g. honour killing and female genital mutilation (FGM), and legal support to women as victims of (domestic) violence. Combating violence against women also became a priority of the Dutch Human Rights Fund and in 2007 it was agreed to give it priority – in partnership with Dutch civil society – in an increasing number of bilateral partner countries (KST 117570 (2008):36,37). Documents show that the theme of combating violence against women has been addressed at different levels, including the United Nations (i.e. the General Assembly and the 3rd Committee (Social, Humanitarian and Cultural Committee of the UN); the Security Council; the Commission on the Status of Women; (CSW) the Committee on the Elimination of Discrimination Against Women (CEDAW) and the Human Rights Council), the European Union and the Council of Europe. In addition to diplomatic interventions, funding to address violence against women has been provided through the UN Trust Fund to Eliminate Violence Against Women, bilateral programmes, the earlier mentioned MDG3 Fund and FLOW as well as the Dutch CSOs.

SRHR and HIV/Aids, have been a main ingredient of Dutch gender equality policies to date. An integrated approach has been advocated, covering a broad range of topics (from safe motherhood to the enforcement of sexual and reproductive rights) with the aim of improving the health of women and mothers and reducing maternal mortality. The empowerment of women was seen as an important tool to promote SRHR; vice versa it has been argued that improved SRHR could be a tool to promote women's empowerment. Dutch involvement was to be country specific and through different channels to address issues ranging from sexual awareness raising of youth, unsafe abortions, the feminisation of HIV/AIDS, FGM, sexual violence against women to the training of midwives. Efforts would also be made to put SRHR on the agenda of both donors and recipient countries. In the field of SRHR and HIV/aids, IOB conducted a policy review in 2008 and produced an impact evaluation on support to Nicaragua in 2012 (*Turning a right into practice: Impact evaluation of the Ixchen Centre for Women cervical cancer programme in Nicaragua*). Another policy evaluation on the subject is forthcoming in 2013.

⁶ Increasingly LGBT and other minorities are targeted as well under this heading. Other priorities are: women and conflict and women's political participation within the frame of UN Security Council Resolution 1325, human trafficking (2007), SRHR (all years) and economic independence (2013). These other priorities feature elsewhere in these terms of reference.

Providing access to quality **basic education** for girls was one of the main reasons for the Netherlands to substantially invest in their education in the period 2000-2011. The policy document *'Education: A Basic Human Right'* of 1999 made specific reference to promoting equal opportunities in education and reducing the gender imbalance in education. In the period 2008-2011, IOB conducted evaluations of Dutch support to basic education in Uganda, Zambia, Bangladesh, and Bolivia. An overall policy evaluation was published in 2011 ('Education matters: Policy review - of the Dutch contribution to basic education 1999–2009') together with a study of basic education support provided by Dutch NGOs (*'Evaluatie Leren van NGOs: Studie van de basic education activiteiten van zes Nederlandse NGOs'*). With the Focusbrief of 2010, basic education was replaced by attention for vocational education and training (TVET) that would serve the Dutch aid priorities of food security, water, SRHR, and security and the rule of law. In these programmes, the position of women and girls is to get special attention.

In the area of **water and sanitation**, the strategic role of women has been recognised for some time. For many years the position has been that women were to be closely involved in decision-making, e.g. on the choice of location, design, and the use and maintenance of water facilities. Though since 2010 there has been a move away towards 'integrated water management', women and girls have remained important target groups in the sub-sector of drinking water and sanitation and, like before, their participation in decision-making and management is underlined (KST 32605-74 (2012)). Gender elements were also incorporated in the subsidy framework for the *Fonds Duurzaam Water* of 2012. Since 2007, IOB has conducted impact evaluations of Dutch support in water and sanitation in Tanzania, Yemen, Egypt, Mozambique and Benin. In addition, it completed an overall policy evaluation in this domain in 2012 (*'From infrastructure to sustainable impact: Policy review of the Dutch contribution to drinking water and sanitation (1990-2011)'*).

Renewable energy, as a way to contribute to poverty reduction, promoting gender equality and to reducing the negative climatic effects of the use of energy (KST 122112 (2008):9) was one of the priorities in Dutch aid in the years 2005-2010. However, this is no longer the case.⁷

Women in conflict prevention and resolution has been a priority theme since the early 1990s (see e.g. the policy note *'Een wereld van verschil'* (1990)). Its importance was reinforced following the Beijing Platform for Action of 1995 and the adoption of UN Security Council Resolution 1325 in October 2000.⁸ The importance of the multiple role of women in situations of conflict and conflict is recognised is e.g. recognized in the policy notes *'Wederopbouw na Conflict'* (2002), *'Wederopbouw na gewapend conflict'* (2005) and *'Veiligheid en ontwikkeling in fragiele staten Strategie voor de Nederlandse inzet 2008-2011'*. It was also agreed that the *Stabiliteitsfonds* (2003) would also be used as much as possible in

⁷ An IOB impact evaluation of Energy and Development Cooperation supported by the Netherlands is to be completed by 2014; the terms of reference make specific reference to gender issues.

⁸ This Resolution recognises the disproportionate effects of war and armed conflict for women and underscores the important role of women in preventing conflict and as full participants in peace negotiations as well as political and social-economic reconstruction. The UN and its member states are called upon to take comprehensive measures to strengthen the position of women both during and after armed conflict.

line with this Resolution 1325. In 2008, Resolution 1325 elements became one of the assessment criteria in the Ministry's Fund's Manual (KST 136321 (2009):72).⁹

Gender equality is finally the cornerstone of the Dutch National Action Plans (NAP) that were developed as a follow-up to UN Security Council Resolution 1325. The first NAP was prepared following the 'Schokland Agreement on women, peace and security' of June 2007 together with a range of Dutch (civil society) organizations. Its initial broad scope¹⁰ was brought down in 2010 when it was decided to focus on: (a) promoting and supporting female leadership, including political leadership, in a limited number of fragile states; (b) increasing the support base for women, peace and security both in the Netherlands and internationally through advocacy and awareness-raising; and (c) strengthening coordination among the NAP 1325 signatories. After an internal review in 2010 it was decided to decrease the number of goals and focus mainly on promoting political participation of women and political leadership. The second NAP was signed in December 2011: *Women: Powerful Agents for Peace and Security - Dutch National Action Plan (2012-2015)* for the implementation of UN Security Council Resolution 1325 on Women, Peace and Security. The second NAP continued to focus on the reviewed focal theme of political participation of women and female leadership for a limited number of countries (Afghanistan, Burundi, Colombia, DRC, Sudan, and South Sudan) and the Middle East and North Africa. Gender equality was incorporated into the 'Toetsingskader voor de Nederlandse inzet in operaties' in 2009 in order to promote structural attention for women, peace and security in relevant instruments of the Ministry of Foreign Affairs.

A broad range of activities has been undertaken in relation to women in (post) conflict situations, ranging from support for getting UN Resolution 1820 (condemning the use of sexual crimes as war instrument (June 2008)) and UN Resolution 1889 (emphasizing the importance of involving women during post-conflict and reconstruction periods and increasing the number of women among peace building missions) adopted, support for specific organizations and projects (e.g. through the UN Peace building Fund, the MDG3 Fund and bilateral and co-financed projects in Afghanistan, Burundi and DRC), sharing of the Dutch experience in drawing up the NAP with Argentina and Ireland¹¹ and the organization of training together with Spain on 'gender equality and conflict' for staff of the Dutch and Spanish Ministries of Foreign Affairs and Defence. In relation to the role of women in situations of (post) conflict, IOB participated in the multi-donor evaluation 'Aiding the Peace: A Multi-donor Evaluation of Support to Conflict Prevention and Peace building Activities in Southern Sudan 2005–2010' of 2011. In addition, IOB completed a policy evaluation of the Dutch fragile states policy in 2013 ('*Investeren in stabiliteit. Het Nederlandse fragiele statenbeleid doorgelicht*'). However, this particular evaluation did not pay any particular attention to gender issues.

⁹ An evaluation of the Fund was conducted in 2007 (Klem, B. and Frerks, G., *Evaluatie Stabiliteitsfonds 2004 en 2005*, Februari 2007).

¹⁰ The NAP had 19 goals and 72 activities regrouped into five thematic areas, i.e. (a) the (international) juridical framework; (b) institutionalisation of the role of women conflict prevention, mediation and reconstruction; (c) international cooperation; (d) peacekeeping missions; and (e) alignment and coordination.

¹¹ The Ministry's policy note on multilateral cooperation of 2009 refers to international lobbying to ensure that all countries formulate a nation action plan, starting with the EU and its member states, and to the monitoring of the consistent implementation of this resolution by the different UN bodies (council, institutions, etc.).

Women as economic actors is a long-standing priority theme as well, underscored in the Ministry's Africa policy note of 1999 (KST 40036) and, in more recent times, the policy note '*Groei, armoede en ongelijkheid*' of 2010 (KST 140221). Women issues were not to be ignored in the area of corporate social responsibility while the '*Notitie financiële sector ontwikkeling – toegang tot financiële diensten voor effectieve armoedebestrijding*' of 2008 (KST 122477) made specific reference to gender equality and financial services, the importance of micro credit for women, and Dutch support in this field (e.g. for Women's World Banking (evaluated in 2003)).¹² Economic self-reliance is also one of the priority themes of the MDG3 Fund and FLOW. In 2012, Parliament was informed that small producers were specifically targeted by programmes aimed at increasing production and gender equality was an important aim. In addition, the '*bedrijfsleveninstrumentarium*' was adapted to make the programmes more accessible for female employers (KST 32605-114 (2012):5).

For the agricultural sector it has been stated since 2008 that equal treatment of women and girls in getting access to resources, water, and credit would get more attention. Improving land rights for the poor (including women) has been on the agenda since 2007. The argument was that this would lead to higher agricultural productivity, better incomes for women and improved health for the most vulnerable groups such as women of reproductive age (KST 32605-4 (2011):42). By 2011 it was reported that almost EUR 70 million had been spent on improving land governance issues in fifteen countries, including Kenya, Mozambique and Suriname.

1.3 Different channels/modalities for addressing gender equality issues

The Netherlands has used different channels and instruments to realise its aims with respect to gender equality.

As far as **multilateral channels** are concerned, the United Nations and its specialised organizations and the World Bank stand out. At the level of the UN, focus has been at diplomacy and advocacy in the UN General Assembly, the UN Security Council and the Committee on the Status of Women with a focus on women's rights as human rights, violence against women and the position of women in, during and after conflict situations. In addition – though with some interruptions over the years – funding was provided through the different UN women's organizations such as UNIFEM and more recently UN Women, UNDP's Gender Thematic Trust Fund and the UN Trust Fund to Eliminate Violence Against Women. Issues like gender mainstreaming within the UN and institutional reform of UN agencies dealing with gender have been high on the agenda over the years. As far as the World Bank is concerned, IOB's policy evaluation '*Working with the World Bank*' (2013) found, amongst others, that through efforts of the Netherlands and other donors, the Bank had embarked on a first gender strategy in 2001. Implementation of gender equality and sustainability strategies has been on the agenda in negotiations and meetings between the Dutch and the Bank since.

Bilateral programmes and projects, with budget support *passé* since 2010, in a diminishing number of Dutch partner countries. These may include specific initiatives with gender equal-

¹² Along the same lines, the policy note '*Groei, armoede en ongelijkheid*' of 2010 (KST 140221) saw improved financial services for the poor as offering better opportunities to allow them to participate in the formal economy and to escape from poverty.

ity organizations as mentioned above; at the same time, gender is to be mainstreamed in other thematic priorities. In addition, embassies have a gender diplomacy and advocacy role vis-à-vis national authorities and other donors. In addition, there is a range of **centrally financed** programmes, some of which are managed by institutions outside the Ministry of Foreign Affairs. These include e.g. several programmes in the field of private sector development such as support for producer organizations (Agriterro), value chains (IDH and Solidaridad) and financial institutions (FMO).

Over the years, Ministry policy documents and subsidy frameworks have acknowledged the role of **Dutch civil society organizations (CSOs) and Dutch trade unions**, in addressing a broad range of gender issues. For the civil society organizations, this is seen as part of their quest against poverty and for developing a well-organised civil society in developing countries (see text box 2). They were specifically asked to continue this effort, as it was complementary or added value to other gender related funding provided by the Netherlands. Like the programme with the Dutch trade unions of 1999, the '*Vakbondsmedefinancieringsprogramma*' (2009-2012) was, amongst others, to improve the position of women.¹³ In addition, funding is channelled to CSOs through the MDG3 Fund and FLOW.

Text box 2: Gender and Dutch co-financing programmes

Thematische Medefinanciering (2004-2007): planned activities were to contribute to (a) mainstreaming of gender equality and implementation and/or the empowerment of women and (b) the implementation of the 12 themes of the Beijing Platform for Action. Its successor for the period 2006-2010 referred to initiatives that could be supported in the area of peace building, including the promotion of the equal participation of women and women's organizations in the peace process.

Beleidskader voor Strategische Allianties met Internationale NGOs (SALIN) 2006-2010' refers to the role of international network organizations in mainstreaming of gender, HIV/Aids, reproductive health in education and SRHR.

Policy Framework for Co-financing (MFS) 2007-2010. To be eligible for funding, activities were to be geared towards at least one of the following areas of intervention and 'give an additional impetus for the improvement of the position of women and gender equality': secondary education for girls; SRHR; time-saving infrastructure for women; property and inheritance rights; formal employment and equal opportunities on the labour market; participation and representation in politics and government; addressing violence against women

Beleidsnotitie Maatschappelijke Organisaties: 'Samenwerken, Maatwerk, Meerwaarde (2009) highlights the role of civil society in addressing MDG3 and in the emancipation of deprived groups and in areas such as human rights, income distribution, gender, environment, energy and climate. Moreover, in the selection process, NGOs stood a better chance of being approved when they submitted (amongst others) proposals in areas like equal rights and opportunities for women.

1.4 Gender equality-related organizational aspects in the Ministry of Foreign Affairs

In the late 1990s, there was the Department Women and Development. It had a coordinating role and was to provide technical support to other Ministry departments and the embassies; mainstreaming was the responsibility of the various departments. By 2001, it was part of the Department for Social and Institutional Development and had 5 staff members and around 8 in 2006. By 2011, what was now called the Gender equality unit moved to the Human Rights Department (part of the Directorate General for Political Affairs) before it moved to the Department of Social Development that is part of the Directorate General for International Cooperation. Currently (late 2013), the unit has a total of 6 FTE staff. In 2012, Parliament expressed concern about the availability of gender and human rights expertise in the Ministry; it was informed that the Ministry would maintain its gender-expertise department – both as unit/entity and knowledge centre. In the early years of the new Millennium, Dutch

¹³ This was e.g. to be done by promoting the participation of women in trade union governance and politics, increased access of women to the labour market and to take action against sexual intimidation on the workforce.

embassies had women and development (W&D) experts that, depending on the gender policy *en vogue*, had a role in addressing gender equality with recipient governments and in ensuring mainstreaming of gender in Dutch bilateral aid programmes. In 2001, there were 20 such experts; in 2006 there were 17 and 8 in 2011. Currently, there remain only a few part-time gender advisers (mainly local staff).

Over the years, gender equality has been incorporated into the Ministry's internal staff development programme. Training was done through workshops (e.g. on macro-planning and gender (2000), gender budgeting (2004), gender and conflict (2008 and 2009)) and incorporating gender into the '*Leergang Startende Beleidsmedewerkers*' and the '*Management Leergang*'. In 2008 and 2009, reference is made to incorporation of gender issues into the Ministry's training approach and a Ministry-wide '*expertisecentrum emancipatiezaken*' to render practical support in operationalization of gender aims.

In terms of M&E, the Ministry recognised by 2003 that the existing DAC gender monitoring system did not permit to draw conclusions on outputs, outcome of impact. As a member and chair of the Gender Network, the Netherlands promised to develop proposals in this domain and for 2005, later postponed to 2006, one of the specific results concerned the development of an instrument to realise gender specific monitoring. While the year 2008 saw the development of a separate monitoring instrument for the theme of addressing violence against women, difficulties continued to be observed in 2009 with respect to gender monitoring and accounting for the results as far as gender equality is concerned (KST 131975 (2009):9). In November 2012, Parliament was informed that a monitoring framework had been developed to map the results on gender as one of the Dutch cross-cutting themes (KST 32605-114 (2012)).

1.5 Gender equality-related ODA funding

The entries in the Ministry's financial management system contain a series of 'markers'. One marker relates to gender equality: GlhkMV (=Gelijkheid ManVrouw (Equality ManWoman)) whereby a distinction is made between GlhkMV Z (gender is very important ('*zeer belangrijk*') characteristic of the intervention) and GlhkMV B, (gender is an important ('*belangrijk*') characteristic). In reporting to OECD on gender-related expenditures, 100% of the budget of interventions with a Z score can be reported as gender-related funding; in the case of the B score this is 40%. Analysis of the data sheds doubt however as to whether gender marking was done systematically and consistently. This doubt is e.g. fuelled by the finding that less than 1% of the expenditures for humanitarian aid was gender-marked and that marking in the cases of HIV/Aids and SRHR was virtually absent until 2011 and 2012. At the same time, interventions were marked with a GlhkMV Z or GlhkMV B even though the project or programme document contained little if any reference to gender equality (or women).

Keeping these restrictions in mind, the following overall picture emerges as regards gender equality-related expenditure under Dutch ODA.¹⁴ Of the EUR 22.7 billion spent in the period 2007-2012, EUR 867 million was marked as GlhkMV B and 592 million as GlhkMV Z, i.e. a

¹⁴ Not all entries were used: given the focus on Dutch ODA, a range of entries (sub SBE codes) was excluded as these were not considered to be part of Dutch ODA (this includes e.g. expenditure on Dutch embassies and Ministry infrastructure, non-ODA earmarked programmes and projects, etc.)

total of close to 1.5 billion or 6.4% of all ODA spending. This share of total ODA spending has fluctuated from year to year: it remained below 5% in the years 2007-2010, increasing to 8.7% in 2011 and 14% in 2012. Table 2 gives an impression of the share of gender-marked expenditures for the period 2007-2012 per budget article.

Table 2 Share of gender-marked expenditure by budget article (2007-2012)

Budget article	2007	2008	2009	2010	2011	2012
1. International legal order and human rights	0.4	1.1	2.1	2.9	2.6	3.7
2. Security and stability, humanitarian aid and good governance	0.2	0.5	0.4	0.8	1.0	4.7
4. Economic development and poverty reduction	0.5	0.6	0.5	1.3	3.4	16.3
5. Human and social development	11.2	9.2	9.4	10.1	20.0	23.2
6. Climate and environment	0.9	0.9	1.1	0.6	0.5	6.6
Total	4.7	4.0	3.9	4.7	8.7	14.6

The available data furthermore indicate that the share of Glhkmv marked expenditure for the Dutch bilateral partner countries has been very variable and volatile, but in many cases was limited to gender-marked investments in primary (and sometimes higher) education.

The second part of these ToR provides the evaluation questions that will guide the evaluation and the proposed evaluation methodology and approach.

2. Policy evaluation purpose, scope and limitations

According to the RPE (2012), a policy evaluation aims to assess to what extent policy is effective (*doeltreffend*) and efficient (*doelmatig*). A policy evaluation is expected to contribute to better policy making and to allow the Dutch Government to account for policies (to be) pursued in and implemented by the Dutch Parliament. Policy evaluations are sent to the Parliament by the responsible Minister, accompanied by a policy response.

The aim of this policy evaluation is to assess the relevance, effectiveness, sustainability and efficiency¹⁵ of the way in which the Ministry of Foreign Affairs has implemented its gender equality policy between 2007 and 2013 and, on this basis, generate lessons for future policy making in this domain.

2.1 Evaluation focus, central questions and approach

2.1.1 Focus and limitations

First of all, it should be kept in mind that achieving gender equality is often a complex and long-term process. Moreover, interventions aiming at enhancing women's empowerment and achieving gender equality take time and are generally of a qualitative nature. Therefore, it is virtually impossible to link input (specific interventions) directly with outcome and im-

¹⁵ Relevance refers to 'the extent to which the objectives of an intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies'; Effectiveness - as '(the) extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance'; Efficiency - as '(a) measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results and Sustainability - as '(the) continuation of benefits from a development intervention after major development assistance has been completed' (OECD/DAC, 2002, Glossary of key terms in evaluation and results based management, page 32, 20, 21, 36).

fact (empowerment and gender equality). This conclusion also followed after an examination of a large number of documents in preparation for these terms of reference. From this exercise it became clear that it is unlikely that the evaluation can be extended to include impact in terms of 'empowerment' in its many shapes. Effectiveness measurement is therefore limited to outcome level - i.e. did supported interventions provide results that were (better) accessible to women and were women able to make use of these results in an equitable way as compared to men. At the same time, it is realized that the results chain - from intervention to access and usage - will be long and that it will be challenging to demonstrate a causal link with what was done with Dutch (co-)financing. In relation to efficiency, we will limit ourselves to an assessment of the costs of project and programme management in relation to the results accomplished and the costs of the way in which projects and programmes were implemented. This will particularly concern, but not be limited, to the projects financed through the MDG3 Fund.

In line with the Ministry's overall gender mainstreaming policy, attention for gender equality is supposed to be an integral part of basically *all* ODA financed interventions. It is, however, not possible to cover the entire aid portfolio. Consequently, the evaluation can only illustrate different experiences in supporting gender equality in different contexts. In line with this, any new evaluation research that is envisaged will be done on the basis of a purposively selected sample of projects in a selection of countries that were targeted by Dutch bilateral aid during the evaluation period. Focus will be on Bangladesh, Egypt and Mozambique. These countries have been a bilateral partner for an extended period of time, and have a comparatively large (decentralized) budget for support to women's equality organizations and a set of interventions that deal with the above priority themes and are also included in the MDG3 Fund. Since budget support no longer has a place in Dutch aid policies, the evaluation will not deal with the question of how gender equality was dealt with within the framework of this modality.

Further details on the proposed focus in this respect are given in the section on evaluation methodology.

2.1.2 Overall evaluation questions

Keeping in mind the elements of the RPE, the evaluation will answer the following overall questions:

Description and motivation of the role of the government in this area

- (1) What has motivated the Dutch Government to assume an active international role in addressing gender issues?

Description of the policy objectives

- (2) What have been the aims and main characteristics¹⁶ of the Ministry's overall international gender equality policy and the strategies used to realise these aims and what are the links with the Netherlands' national emancipation policy?

¹⁶ To answer this particular question, the Dutch international gender policy will be compared with that of other donor countries with a clear gender policy, i.e. Sweden, Denmark, and Norway. In addition to looking at policy similarities and differences, an effort will be made to identify 'gaps' in the gender issues that have (not) been addressed over years.

Description of the employed instruments

- (3) Based on this international gender policy, has gender equality been incorporated into country and thematic policies and into concrete interventions and gender-equality focused approaches and is this evident in the different stages of the policy/programme cycle?

Analysis of the outcomes of employed instruments

- (4) What were the outcomes of these interventions in terms of providing better conditions for women and have these outcomes results been sustainable?¹⁷

Description of budgets and expenditures, structures, procedures and human resources

- (5) What were the financial and institutional resources to implement the Ministry's gender equality policy and were these used efficiently?¹⁸

2.1.3 Approach

To address these overall questions, the evaluation will focus on the key themes that appear in the above short reconstruction of the Dutch gender equality policy¹⁹. The approach to these themes will be different.

First of all, for the sake of cost- and time management, the evaluation will primarily rely on a desk study of *existing* IOB material and, where relevant, academic and grey literature for the themes of education, SRHR and water and sanitation. Secondly, *new* research is foreseen for the overall gender policy reconstruction and related institutional analysis and the themes of women's rights as human rights, women, peace and security and women as economic actors. In this case, existing evaluation material will be supplemented by own research, including desk study, interviews, and limited field research. Thirdly, additional research includes the evaluation studies of the MDG3 Fund and of the Dutch NAP UNSCR 1325. The evaluation of the MDG3 Fund is expected to generate information on outcomes in relation to *several* of the above mentioned themes, in particular human rights and addressing violence against women, political participation and women as economic actors and is dealt with separately in section 2.7 of these terms of reference. The terms of reference for the evaluation of the NAP are included in section 2.5 concerning women, peace and security.

2.2 Overall gender equality policy reconstruction and institutional analysis

The overall gender policy reconstruction will address, based on the overall questions listed above, the following specific questions:

- Were gender specific needs and interests analysed and reflected in the design of the different aid instruments?
- Were (poor) women identifiable groups of participants and/or beneficiaries?
- Were financial resources set aside for (poor) women, and if so, how do these compare with the resources set aside for (poor) men?

¹⁷ Indicators will be sector specific, depending on the characteristics of the different 'empowerment pathways'.

¹⁸ The evaluation will provide information on gender-related budget expenditures recorded in the Ministry's financial management system in the period 2007-2013 (overall, by year, sector, country, CRS code, Ministry budget Article/operational objective, etc.).

¹⁹ Women's rights as human rights; SRHR and HIV/aids; education; water and sanitation; women in conflict prevention and resolution; and women as economic actors.

- What does the theory tell us about the importance of women’s involvement in the areas covered by these aid instruments?
- Does it make any difference whether gender has been mainstreamed by the Netherlands or not and what channels it has opted for to deliver its aid?

The institutional analysis will focus on the following questions:

- What were the institutional structures, procedures and human resources in place to implement the Ministry’s gender equality policy at central and decentralised levels and were these effective?
- What tools and instruments were available to deal with gender issues and were these used?
- How does the Dutch experience compare with those of other OECD/DAC countries?

Policy reconstruction and institutional analysis will be on the basis of desk research (policy documents, guidelines, financial data, IOB and other evaluations, academic and grey literature, etc.) as well as semi-structured interviews both inside and outside the Ministry of Foreign Affairs.

2.3 Gender equality in the areas of education, SRHR and water and sanitation

As observed above, existing IOB material will be used to assess gender equality-outcomes in the areas of education, SRHR and water and sanitation. This material will be supplemented by desk study of other recent evaluations²⁰ and academic and grey literature and selected interviews. The key evaluation questions to be addressed and focus of the research are provided in Table 3 below.

Table 3 Key evaluation questions and research focus in education, SRHR and water and sanitation

Theme	Central question	Research focus
Education	What have been the outcomes for women/girls of basic education interventions (co-)financed by the Netherlands?	<ul style="list-style-type: none"> • Gender equality in terms access to (basic) (quality) education • Gender equality in enrolment in and completion of (basic) (quality) education • Impact of education on girls/women empowerment
SRHR	What have been the outcomes for women/girls of SRHR interventions (co-)financed by the Netherlands?	<ul style="list-style-type: none"> • Improved access for (young) women/girls to (a) information about sexuality, pregnancy and HIV; (b) high-quality contraceptives, medicines, vaccines and other medical resources and (c) better public and private SRHR services • Extent to which (young) women/girls able to decide for themselves about sexual relations, safe sex and the use of contraceptives – and actually do so.

²⁰ This will include evaluations conducted by the Dutch CSOs such as KIT (2008) Payment for Performance (P4P) Evaluation. 2008 Tanzania Country Report for Cordaid; KIT (2008) Payment for Performance (P4P) Evaluation. 2008 Zambia Country Report for Cordaid; Ranchod (2007) Hivos’ role in LGBT emancipation in southern Africa 1995 – 2006. Synthesis Report; KIT (2011) Cordaid HIV programme 8 evaluation. Final evaluation report; ACE (2011) Evaluation of the HIV and AIDS program implemented by Hivos in the period 2000-2009; ACE (2008) Evaluation of the TVET policy and practices of ICCO, Woord en Daad and Edukans. Final evaluation report; ETC (2009) Woord en Daad basic need programme. Evaluation Report, final version; Fokkema (2009) Woord en Daad Education programme. Evaluation report 2004-2007; MDF (2009) Meta Analysis – final report. Evaluation of the programmes Education, Basic Needs and Job and Income of Woord en Daad (2004/05 – 2007/08); MDF (2009) Woord en Daad Job and Income programme 2005 – 2008.

Theme	Central question	Research focus
		<ul style="list-style-type: none"> • Extent to which the taboo on SRHR among (young) women/girls has been addressed • The contribution made to fewer unwanted pregnancies, fewer deaths through pregnancy and childbirth, and fewer HIV infections
Water and sanitation	What have been the outcomes for women/girls of the interventions (co-)financed by the Netherlands in the field of water and sanitation?	<ul style="list-style-type: none"> • Gender equality in access to improved water sources and basic sanitation • Gender equality in terms of benefits of access to improved water and sanitation services (time savings, improved health) • Gender equality in management of improved water sources and basic sanitation and impact on the sustainability of the investments made

2.4 Women's rights as human rights – combating violence against women

The overall evaluation question is: what is known of the outcomes of the different human rights interventions undertaken and/or supported by the Netherlands in the area of addressing violence against women?

More specifically, the evaluation aims to answer the following specific questions:

- What were the strategies behind the interventions financed and were these relevant for addressing the problems in the area of violence against women?
- What have been the main diplomatic interventions of and/or supported by the Netherlands within the framework of the UN and in Dutch partner countries and what is known of their results?
- What has been the approach to these interventions and what partnerships have been sought and found?
- How were Dutch interventions appreciated?
- What were the results of specific interventions in the area of combating violence against women (co-) financed by the Netherlands through multilateral, bilateral and civil society channels and what is known of their results?

To answer these questions we will focus on interventions on four levels, i.e.: the United Nations, selected Dutch partner countries (in the dialogue with these countries and through the implementation of specific bilateral women's projects), Dutch civil society organizations and relevant projects financed under the MDG3 Fund (see section 2.7).

2.4.1 Interventions at UN level

At the level of the United Nations, focus will be on Dutch interventions at the level of the Human Rights Council in Geneva and the different UN bodies in New York (the General Assembly and 3rd Committee (Social, Humanitarian and Cultural Committee); the Security Council; the Commission on the Status of Women; the Committee on the Elimination of Discrimination Against Women). Research will entail desk study of Dutch and UN documents, and interviews within the Ministry of Foreign Affairs. Short visits to New York and Geneva are planned for interviews with staff of the Dutch permanent missions, UN bodies and representatives of other countries.

2.4.2 Bilateral and Dutch CSO supported interventions in the fields of addressing violence against women and political participation

The evaluation of Dutch bilateral and CSO support for women's equality organizations will take place in three countries: Bangladesh, Egypt and Mozambique. It will focus on a selection of interventions in the fields of combating violence against women and political participation, i.e. themes that are also priorities under the NAP UNSCR 1325 and the MDG3 Fund (see table 4 below). In some cases, external evaluations of these interventions were carried out.²¹ Particular attention will be paid to diplomatic, gender-related actions taken at country level. Information on actions supported by Dutch civil society organizations in the areas mentioned above will be collected as well, making use of existing evaluation material.²² Short field visits are foreseen to the three countries concerned.

Table 4 Selected bilateral women's equality organizations interventions

Country	Interventions
Bangladesh	Steps Promotion and Protection of Women's Right (2002-2008) Legal Education and Gender Aware Leadership (2006-2011) Acid Survivors Foundation(2004-2010) Gender Responsive Community Policing (2007-2010)
Egypt	Women and Democracy (23623) AAW Supp. Women Rights (12347)
Mozambique	MAP N'Weti prevention of Violence against Women (2008-2014) Support to WLSA, N'Weti and Lambda (2003-2014) Nafeza prevention VAW (2009-2014)

In addition, the evaluation of this theme will build on a selected number of interventions financed under the MDG3 Fund.

2.5 Women, peace and security

In relation to this theme, the evaluation will deal with (a) the way in which gender equality has been mainstreamed into the Dutch policy vis-à-vis fragile states and peace and security as well as (b) aspects of policy and cooperation among the signatories of the Dutch NAP UNSCR 1325²³ and, to the extent possible, with NAP implementation.

2.5.1 Gender mainstreaming in peace and security policies and interventions

With respect to gender mainstreaming in the Dutch policy vis-à-vis fragile states and peace and security, the evaluation aims to answer the following specific questions:

- What have been the main diplomatic interventions of and/or supported by the Netherlands within the framework of the UN and what is known of their results?
- How were the Dutch interventions appreciated?
- To what extent has gender equality been incorporated into the relevant peace & security programmes of the Netherlands such as the *Stabiliteitsfonds* and the *Wederopbouwfonds*?
- Has gender equality been addressed in the implementation of interventions financed under these funds and what is known of the outcomes in this respect?

²² Information on these actions will be collected at an early stage of the evaluation.

²³ Policy and cooperation issues will concern both the NAP of 2007 and the NAP that was signed in 2011.

2.5.2 Evaluation of the Dutch National Action Plans UNSCR 1325

With respect to the Dutch National Action Plans UNSCR 1325, the specific questions that will lead this evaluation are summarised in table 5.

Table 5 Main questions to be addressed

Relevance	<p>Why did the Dutch Government initiate the development of the NAP 1325 and what explains the way in which this was done?</p> <p>What are the main features of the NAPs of 2007 and 2011 and what explains their evolution over the years?</p> <p>How do the Dutch NAPs compare with those of other countries?</p>
	<p>At policy level, how does the NAP 1325 relate to other elements of Dutch general foreign policy, including the policies pursued in the field of human rights and fragile states?</p> <p>What is the relationship with specific instruments such as the <i>Stabiliteitsfonds</i> and the <i>Wederopbouwfonds</i>?</p> <p>What role does the NAP 1325 play for other Dutch bilateral aid in Afghanistan, Burundi and DRC and for the interventions of other Dutch signatories?</p>
Effectiveness	<p>What have been the activities that show how the Netherlands implements its NAP and what has been the approach to implementation?</p> <p>What cooperation amongst the Dutch signatories of the NAP 1325 was foreseen in implementation of the Plan, has this been realized and has this cooperation been an added value to the process of improvement for the women concerned?</p> <p>What have been the results of the activities and who has benefited?</p> <p>What is known of the outcomes of the projects that have been financed: has the situation for women suffering from violence, conflict and war effectively changed?</p> <p>What explains accomplishments and which (external) factors have been of influence?</p> <p>To which extent did the NAP achieve its goals?</p>
Efficiency	<p>What have been the resources set aside for the implementation of the NAP 1325 in the period 2007-2012 by the signatories of the NAP 1325 and how were these used?</p> <p>How was implementation of the NAP organized and has this been adequate? What was done by the Ministry of Foreign Affairs and other Government bodies and what was done by other signatories to the NAP?</p> <p>What were the costs incurred in implementing the Plan?</p>

To answer these questions, first of all, the Dutch interventions at the level of the United Nations (in particular the General Assembly and the Security Council) will be studied (see section 2.4.1 for more information). In addition, a desk study will be undertaken of evaluation reports that were also used for IOB's recent evaluation '*Investeren in stabiliteit – Het Nederlandse fragiele statenbeleid doorgelicht*' (2013). Use will also be made of evaluations conducted by Dutch CSOs.²⁴ Interviews will be held within the ministries of Foreign Affairs and Defence, representatives of other signatories to the National Action Plan, as well as external experts (e.g. from Clingendael, and the Spanish Ministry of Foreign Affairs). No additional field work is foreseen.

²⁴ South Research (2008) *Conflict transformation: a science and an art. Synthesis report of the thematic evaluation: 'CFAs on the road to conflict transformation'*; Channel research (2010) *Programme Evaluation of Disaster Risk Reduction*. Commissioned by Cordaid

2.6 Women as economic actors

It has to be kept in mind that (a) a policy evaluation on Dutch support to private sector development is nearing completion; (b) an evaluation of the Dutch export-instrument ORET is to commence shortly; (c) an impact evaluation in the field of food security is underway and (d) the Ministry's evaluation planning foresees e.g. evaluations in the areas of support for value chains (IDH (2013)), of the Investment Development Fund (2014) and of various funds run by FMO (2015). It is a *sine qua non* that attention for gender equality will be addressed in these evaluations.

To assess the way in which the theme of women as economic actors has been addressed, first of all an analysis will be made of the findings of recent evaluation research of relevant instruments in the areas of private sector development and agricultural development and food security. The evaluation will be guided by the following evaluation questions:

- What has been the overall policy on women as economic actors and what has been the intervention logic behind it? What does the (academic/grey) literature say in this respect?
- Were women and gender roles consistently included in the design of the Ministry's instruments that deal with economic development/poverty alleviation?
- What do evaluations of these instruments tell us about the role played by women and the benefits accrued to them and the extent to which these benefits were equally accessible for women and men?

This *desk study* will be complemented by *field research* of Dutch supported land rights interventions. The reasons for conducting new research on this topic are: (i) having legal access to a land title has been identified as a key factor for women's economic development; (ii) this subject area is not covered in-depth by any on-going (IOB) evaluation and (iii) it is furthermore a priority under the MDG3 Fund and therefore this research can be seen as complementary to the partial study of the MDG3 Fund. Research will deal with Dutch supported multilateral land rights initiatives (International Land rights Coalition) and a selection of bilateral interventions.²⁵ In relation to land rights, the evaluation aims to answer the following questions:

- Were specific women's needs incorporated into the design of the portfolio dealing with land rights and in (co)financed interventions (including activities in the areas of land policy and legislation, studies done to facilitate evidence-based policy making, strengthening of government institutions, and engaging civil society)?
- What were the outcomes of these interventions in terms of improving women's land rights and women's ability to make use of these rights?
- How does this compare with the findings reported in other evaluations and academic research and what external factors have been of influence?

²⁵ An inventory of the IS academy of 2011, shows that a range of initiatives at country have taken place in Bolivia, Burundi, Colombia, Ethiopia, Ghana, Guatemala, Kenya, Macedonia, Mali, Mongolia, Mozambique, Rwanda, Suriname, Uganda, and Zimbabwe (IS academy (2011) Strengthening land governance for poverty reduction, sustainable growth and food security - Inventory and analysis of programs supported by the Netherlands Ministry of Foreign Affairs between 2007 and 2010).

Based on a quick scan a first selection of bilateral land right interventions in Burundi, Mozambique and Rwanda was made (see Table 6).²⁶ In addition to these projects, use will be made of existing evaluation material and the outcomes of the evaluation of the MDG3 Fund.²⁷ Limited field work is foreseen.

Table 6 Selected bilateral land right interventions

Country	Interventions
Burundi	<i>Appui gestion foncière</i> (2009-2014)
Mozambique	Implementation of the Land Law through CFJJ (2005-2013) Community Land Use Fund (2005-2015) Support to ORAM Nampula (2006-2015) Community Investor Partnerships (2009-2014)
Rwanda	ISAR/Programme filières (2003-2009) Land Tenure Regularisation Programme (2011-2015)

2.7 Separate study of the MDG-3 Fund

As mentioned above, an evaluation of the MDG3 Fund is programmed. This study will provide information on outcomes in relation to *several* of the above mentioned themes, in particular human rights and addressing violence against women, political participation and women as economic actors.

The evaluation of the MDG3 Fund will entail first of all: (a) a reconstruction of the policy related to the MDG3 Fund on the basis of desk study and interviews; (b) a quick scan of all 45 projects financed from the Fund followed by (c) in-depth desk study of a sample of 15 of these projects that cover the Fund’s priority themes of property and inheritance rights; employment and equal opportunities on the labour market; participation in politics; and combating violence against women.²⁸

For these purposefully selected 15 projects, short-term field work is foreseen in Bangladesh, Egypt and Mozambique. This field work will be undertaken in parallel with the field work referred to under bilateral and CSO supported interventions; condition is that such field work is indeed expected to yield the desired results – if not, alternatives will need to be sought.²⁹ Based on the inventory of the MDG3 Fund portfolio, table 7 provides the main issues to be addressed in the evaluation.

Table 7 Main questions to be addressed

Relevance	Why did the Dutch Government decide to introduce the MDG3 Fund? What were the main/common problems to be addressed by the projects in the MDG3 Fund’s four priority areas? What were the strategies behind the interventions financed and were these relevant for addressing these problems?
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²⁶ These three countries were selected based on the IS Academy inventory from 2011 and 2007 and interviews within the ministry and due to the fact that (partial) overlap exists with the countries selected under 2.4. See also Tessemaker and Hilhorst (2007) Netherlands support to land tenure security in developing countries: Overview and lessons learned.

²⁷ See e.g. ILC (2007) Netherlands support to land tenure security in developing countries: Overview and lessons learned; and IEG (2008) The International Land Coalition.

Effectiveness	<p>What were the intended immediate and/or final target groups of the projects and what are their main characteristics?</p> <p>Were the activities that were foreseen implemented as planned?</p> <p>Were the intended target groups effectively reached? If so, how, if not what were the reasons?</p> <p>What were the main external factors affecting/facilitating these realisations? Has there been any coordination with similar interventions and organisations at country level?</p> <p>To what extent were the targeted organisations and women able to effectively use the resources (knowledge, skills, advocacy...) made available with MDG3 Fund funding?</p> <p>What benefits has this brought to them at individual and/or household level and/or organisational level?</p> <p>Have there been measurable changes in terms of women's independence and control over resources and can these be attributed to the MDG3 Fund supported interventions?</p> <p>Did the interventions contribute to advancing gender equality at (a) the level of the individual (economic-, social-, political equality, bodily integrity); and/or (b) the collective level and/or the enabling environment (laws, services)?</p> <p>How relevant has been the strategy of organisation/networking, capacity development, lobbying and advocacy for the empowerment of women concerned and the attainment of gender equality?³⁰</p>
Sustainability	<p>What is the institutional and financial capacity as well as commitment of the organisations that have received a grant as well as their (network) partners to continue the activities financed under the MDG3 Fund?</p> <p>Has the MDG3 Fund contributed to this capacity and if so how?</p> <p>Were additional financial resources (private sector, other development partners) identified and effectively tapped? If so, which and how?</p>
Efficiency	<p>What were the resources available from the MDG3 Fund and to what extent were these mixed with and/or replaced other funding?</p> <p>What inputs were financed by the projects and how efficient were the beneficiary organisations been in making use of the resources available?</p> <p>What were the management costs incurred at programme and project level?</p> <p>What was the voice of the final beneficiary organisations and women in project management?</p>

2.7 Methodological aspects

As is evident from the above, various evaluation instruments will be used. Table 8 summarises the work to be done in relation to the different themes. This is followed by a short presentation on the instruments.

Table 5 Research methods per theme

		Policy reconstruction and institutional analysis	Women's rights as human rights	Education	SRHR	Water & sanitation	Women, peace and security	Women as economic actors

		Policy reconstruction and institutional analysis	Women's rights as human rights	Education	SRHR	Water & sanitation	Women, peace and security	Women as economic actors
Desk study	Policy and project documents							
	Financial data							
	IOB evaluations							
	Other evaluations							
	Academic + grey literature							
	Websites, databases							
Interviews	Ministry of Foreign Affairs							
	Other ministries							
	Other Dutch institutions							
	(international) NGOs							
	Contracted management organizations							
	External experts							
Field re-search	Desk study							
	Interviews; focus groups							

2.7.1 Desk study

Desk study will concern:

- *Documents of the ministries of Foreign Affairs, Defence and Education, Science and Culture.* This will include policy documents (general and sector or theme specific), letters and other information flows to Parliament, financial data and annual plans and reports of selected ministry departments. It will also include plans and reports from Dutch embassies in selected partner countries as well as project and programme documentation (from assessment memorandums to progress reports).
- *Evaluation reports.*³¹ In line with the RPE, we will analyse what the specific outcomes for gender equality have been on the basis of *existing* independent evaluations of acceptable quality (which is to be verified beforehand). First of all, this includes the evaluation reports that were produced or sponsored by IOB since 2007 covering the fields of human rights, education, SRHR, water and sanitation, Women, peace and security and private sector development. In relation to Women, peace and security and NAP UNSCR 1325, evaluations conducted by the Ministry of Defence will be used together with evaluations and (final) reports of multilateral programmes that were (co-)financed by the Netherlands in Afghanistan, Burundi and DRC. We will also use other evaluation material on Dutch supported interventions in the area of economic development³² as well as relevant programme evaluations of MFS programmes as

³¹ An overview is provided in Appendix 2.

³² It is to be realised in this respect that a quick scan of evaluations of interventions in this domain shows that a major share pays little if any attention to ‘women’ – leave alone gender or empowerment (see Appendix 3) . When they *do* pay attention, focus is on whether interventions have included women in design and implementation, whether they have (better) access to specific results that were realized.

well as other civil society interventions co-financed by the Ministry of Foreign Affairs.³³

- *Other documentation.* This will include amongst others: documents prepared within the framework of the MDG3 Fund, UN documents on human rights³⁴ and UNSCR 1325 issues, evaluations on gender equality conducted by other countries, relevant websites and databases and academic and grey literature. Academic and grey literature will particularly serve to (a) answer the question on the evidence base of policies pursued (or not) in specific areas; (b) get information on potential impact of interventions; and (c) get an additional perspective on key elements of the Dutch gender equality policy.

2.7.2 Interviews

Semi-structured interviews will be held with staff of the ministries of Foreign Affairs, Defence and Education, Science and Culture, MFS organizations, international NGOs, organizations contracted to manage centrally financed programmes (FMO, PwC, Agentschap.nl, Agriterra, etc.) and external experts.

2.7.3 Field visits

As explained further below, field visits are foreseen within the framework of the evaluation of the MDG3 Fund, bilateral projects for women's equality organizations and for selected land right interventions under the umbrella of women as economic actors. Field visits will be preceded by relevant desk study and interviews in the Netherlands. Purposes of the field visits are in short to collect and triangulate information on issues like: management and cooperation; actual results and beneficiaries, and, possibly, outcomes; strengthening local organizations; and sustainability. More details on the approach to field work are given in Annex 4.

The last part of these ToR provides information on planning and budget.

3. Organization and products

3.1 Organization

The undertaking of the policy review is the responsibility of IOB and will be led by Paul G. de Nooijer with the support of Kirsten Mastwijk. Both will play an active role in the various phases of the evaluation process. Marijke Stegeman, Margret Verwijk and Geert Geut from IOB will be internal peer reviewers and comment and advice on terms of reference and (draft) reports before these are sent to the reference group.

A reference group will be set up to comment and advise, both in writing and during meetings. The reference group will *inter alia* review the draft reports on:

³³ Account will be taken of the findings of IOB (2011) *Methodische kwaliteit van Programma-evaluaties in het Medefinancieringsstelsel 2007-2010*. An overview of programme evaluations already available is included in Appendix 4. Further talks with MFS organizations are foreseen to see what additional material is available.

³⁴ This concerns documentation emanating from: (a) United Nations General Assembly and Third Committee (Social, Humanitarian and Cultural Committee); (b) the Security Council; (c) the Commission on the Status of Women; (d) the Committee on the Elimination of Discrimination Against Women and (e) the Human Rights Council. Documents are available at <http://unbisnet.un.org>; the website of the Dag Hammarskjöld Library, <http://www.un.org/depts/dhl/index.html>; <http://www.upr-info.org> and <http://www.ohchr.org>; <http://www.un.org/womenwatch/daw/csw/>

- the gender equality policy reconstruction (January 2014)
- the evaluation of the MDG3 Fund and the bilateral interventions with regard to women's equality organizations and land rights (June/July 2014);
- the study of the Dutch NAP UNSCR 1325 and interventions in the field of women, peace and security (April/May 2014) and
- the bilateral interventions on land rights and women (April/May 2014).

The reference group will finally review the final draft report of the overall policy evaluation (November 2014).

The reference group will be chaired by the Deputy Director of IOB. Members will be: Johanna Spreeuwenberg (DSO/EM), Wendy Janssens (AIID, Free University Amsterdam), Marleen Dekker (ASC, University of Leiden) and a third external member (to be determined). For the individual studies referred to above, the institutions involved will be invited to review related terms of reference and draft final reports.

To support IOB, external consultants will be recruited for specific tasks, given the various types of expertise that will be required for the various elements and topics of this policy evaluation. Consultants will be recruited for part of the study of bilateral interventions and the MDG3 Fund, support in undertaking the studies on Women, peace and security and the Dutch NAPs UNSCR 1325 and for the bilateral interventions on women and land rights. Detailed terms of reference will be prepared for each assignment. Contract management will be ensured by IOB. No European-level tendering is envisaged.

3.2 Products

Four products are foreseen: (1) the overall IOB policy evaluation report (in English); (2) a separate 50 page Dutch summary of the evaluation report. IOB will present the reports to the minister for Foreign Trade and Development Cooperation with the suggestion to send it to Parliament together with a policy response; (3) a report on the evaluation of the MDG3 Fund; and (4) a report on the evaluation of the NAP UNSCR 1325. After these have been shared with the Parliament, internal and external dissemination of the reports will follow in accordance with Ministry procedures.

Annex 1: References

Policy documents

1998-2005

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KST 140221 (2010) 31 250 Beleidsbrief Ontwikkelingssamenwerking, Nr. 72 Brief van de minister voor Ontwikkelingssamenwerking, 20 januari 2010, Notitie Groei, armoede en ongelijkheid

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Brief staatssecretaris van Buitenlandse Zaken, 22 november 2011, Betreft Begrotingsbehandeling OS - toelichting SRGR en Gender

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KST 32735-69 (2011) 32 735 Mensenrechten in het buitenlands beleid. Nr. 69 Brief van de Minister en Staatssecretaris van Buitenlandse Zaken, 3 juli 2011

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KST 33400-V-11 (2012) 33 400 V Vaststelling van de begrotingsstaten van het Ministerie van Buitenlandse Zaken (V) voor het jaar 2013. Nr. 11 Verslag houdende een lijst van vragen en antwoorden. Vastgesteld 15 november 2012

Annex 2: Evaluations and other documentation to be used

IOB evaluations

Women's rights as human rights: IOB (2006) Evaluatie van het Nederlandse mensenrechtenbeleid in de externe betrekkingen; IOB (2013) Evaluation of Dutch support to human rights projects (2008-2011); IOB (forthcoming) Evaluatie mensenrechten beleid. **Education:** The IOB evaluation reports are: IOB (2011). Education matters: Policy review of the Dutch contribution to basic education 1999–2009; IOB (2011). Unfinished business: Making a difference in basic education – an evaluation of the impact of education policies in Zambia and the role of budget support; IOB (2011). Unconditional trust: Dutch support to basic education in Bolivia (2000 – 2009); IOB (2011). Lessons learnt: Synthesis of literature on the effectiveness of investments in education; IOB (2011). The two-pronged approach: Evaluation of Netherlands support to primary education in Bangladesh. Leren van NGOs: Studie van de basic education activiteiten van zes Nederlandse NGOs; IOB (2008). Primary Education in Zambia; IOB (2008). Primary Education in Uganda.

SRHR: IOB (2006). Beleidsdoorlichting seksuele en reproductieve gezondheid en rechten en hiv/aids 2004-2006; IOB (2009). Synthesis of impact evaluations in sexual and reproductive health and rights; IOB (2012). Turning a right into practice: Impact evaluation of the Ixchen Centre for Women cervical cancer programme in Nicaragua (2005-2009); IOB (2014). SRHR policy review (forthcoming).

Water and sanitation: IOB (2007) Water supply and Sanitation programmes Shinyanga region, Tanzania 1999-2006; IOB (2008) Sectorsteun in Milieu en Water; IOB (2008) Support to rural water supply and sanitation in Dhamar and Hodeidah Governorates, Republic of Yemen; IOB (2010) Drinking water supply and sanitation programme supported by the Netherlands in Fayoum Governorate, Arab Republic of Egypt, 1990-2009. IOB/BMZ (2011) The risk of vanishing impacts: impact evaluation of drinking water supply and sanitation programmes in rural Benin. IOB/UNICEF (2011) More than water, impact of drinking water supply and sanitation interventions in rural Mozambique. IOB (2012) Evaluation From infrastructure to sustainable impact: Policy review of the Dutch contribution to drinking water and sanitation (1990-2011).

Women, peace and security: IOB (2013) Investeren in stabiliteit – Het Nederlandse fragiele statenbeleid doorgelicht (2013); IOB (2011) Aiding the Peace: A Multi-donor Evaluation of Support to Conflict Prevention and Peace building Activities in Southern Sudan 2005–2010.

Women as economic actors: IOB (2013) Evaluation private sector development (forthcoming); IOB (2011) Facilitating resourcefulness. Evaluation of Dutch support to capacity development (+ underlying evaluations); IOB (2013) Evaluatie SNV (forthcoming)

Ministry of Defence evaluations

Ministerie van Defensie (2009?) Tussentijdse evaluatie van de kleinschalige Nederlandse Defensiebijdragen aan missies en SSR-inzet in 2008; Ministerie van Defensie (2011) Tussentijdse evaluatie Kleinschalige missies en SSR-/SSD-activiteiten 2010; Ministerie van Defensie (2012) Tussentijdse evaluatie missies en Security Sector Reform en Development activiteiten 2011. (2009); Tussentijdse evaluatie ISAF (2011); Eindevaluatie Nederlandse bijdrage aan ISAF, 2006 – 2010.

Other evaluations and reports (NAP UNSCR 1325)

Afghanistan: World Bank (2005) Afghanistan - National Reconstruction and Poverty Reduction — the Role of Women in Afghanistan's Future; Athos (2012) Evaluation of the law and order trust fund for Afghanistan (LOTFA) Phase V: Report ; IEG (2012) Afghanistan Country Program Evaluation 2002-2011

Burundi: Multi-country Demobilisation and Reintegration Programme (World Bank), IEG (2006) An Independent Evaluation of the World Bank's Support of Regional Programs. Case Study of the Multi-Country Demobilization and Reintegration Program, Scanteam (2010) Multi-country Demobilization and Reintegration Program: End of Program Evaluation Final Report; World Bank (2010) The Multi-Country Demobilization and Reintegration Program Final Report Overview of Program Achievements, Campbell, S.P., Leonard Kayobera and Justine Nkurunziza (2010) Independent external evaluation peace building fund projects in Burundi, March, Rauch (2011) Evaluation report SSD, World Bank (...) Voices of Youth in Post-conflict Burundi: Perspectives on Exclusion, Gender and Conflict

DRC: UN World Bank (2008) The DRC's Country Assistance Framework: A 'Big Tent' built from 'Big Ideas'? Joint UN-Bank Review of the DRC CAF; Channel (2011) Amani Labda, peace maybe. Joint evaluation of conflict prevention and peace building in the Democratic Republic of Congo Synthesis report.

Annex 3: Available private sector and food security evaluations

Sector	Evaluation
Infrastructure	FMO (2009) Investing in Infrastructure – Evaluation of the LDC infrastructure fund
Financial sector	Triodos/Facet (2011) Eindrapport Evaluatie Capacity Development Programme 2006 – 2010 FMO, Juni; ECORYS (2010). Microfinance. Joint Evaluation of the Contribution of CFAs to the Microfinance Sector, 2003-2007. Synthesis Report + Annexes and country studies in: Bolivia, Ethiopia, Philippines, Tanzania. Plus inception report, literature and policy files; Carnegie consult. (2010) MASSIF Beleidsevaluatie. 28 juli; Brown (?). Evaluation Local Currency Fund TCX Subordinated Convertible Debt Facility
Capacity development	Triodos/Facet (2010), Final report evaluation PSOM/PSI 1999-2009 and MMF; Final report + country annexes (Ethiopia, Ghana, Indonesia, Mozambique, Suriname, en Vietnam); MDF (2010) Evaluation of Agriterra's support to capacity development. Based on evidence from case studies in: MVIWATA, Tanzania; SYDIP, Democratic Republic of Congo; FEKRITAMA, Madagascar; Berg (2013) Evaluation of the sustainability of the dairy farmers capacity development programme and its components 2013. Dairy farmers capacity building, artificial insemination of dairy animals and I&R system implementation, 3 to 10 March 2013, Andhra Pradesh, India; Lyssens/Iskander (2008). The HPSP Programme Evaluation Phase 2 November 2008. Final Report; Tahirou (2009) Rapport de la mission d'évaluation externe de la FUPRO, 30 novembre au 10 décembre 2008, Bénin ; Mwavita (2013). Auto-Evaluation du Programme d'Assistance Technique d'Agriterra aux Organisations Paysannes de la Région Africaine des Grands Lacs (ATAOP-RAGL) 30 janvier au 15 février 2013, Congo DR ; Acuña (2009) Evaluación de Proyecto JNC / Agriterra. 5 a 15 de diciembre, 2008, Peru; Lassche (2009) Evaluation of the KENFAP project 'Transition plan' (2007) 18 to 28 November 2008, Kenya; Van Hoof (2008) Le ROPPA, Huit ans après sa création Au-delà de la représentation et du plaidoyer, les efforts de construction d'un mouvement paysan fort en Afrique de l'Ouest. Rapport d'une mission d'évaluation externe. Octobre – Novembre 2008

Sector	Evaluation
Market development	ODI (2012) Assessment of the IDH Dutch Sustainable Trade Initiative Tea Improvement Programme; Waarts (2012) Sustainable tea production in Kenya. Impact assessment of Rainforest Alliance and Farmer Field School training Redqueen (2013) IDH sustainable cotton programme and its impact. Baseline and quick scan evaluation (2009-2012). Concise report, February; Solidaridad (...) The impact of fair trade; Guyt (2008) Missing Links: Growing Organic Chains between Farmer and Market. An evaluation of Hivos' Organic Agriculture Program in East Africa 2000 – 2006; Triodos/Facet (2008) Evaluation report. Practice area evaluation of Market Access for the Poor (MAP). SNV Asia 2005 – 2007; New Foresight (2010) International Markets Program ICCO. Evaluation 2005-2009; Triodos/Facet (2010) Main Report. Evaluation of LMD programme, volume 1. ICCO / Kerk in Actie 2007-2010; Nijenrode (2010) Evaluation Fashion Programme Solidaridad 2003-2010; ACE (2011) ICCO Food Security Programme Evaluation – Synthesis report; Berenschot (2010) Local entrepreneurship, agribusiness cluster formation and the development of competitive value chains. Evaluation of the Strategic Alliance for Agricultural Development in Africa (SAADA program) 2006-2009

Annex 4: Approach to field work

During field research use will be made of semi-structured interviews, focus group sessions and the Most Significant Change (MSC) technique.³⁵ MSC will be a means to systematically collect stories (mini case studies that are purposively selected) about significant changes. These changes will concern elements of the core capabilities of the 5-C model (see below) where appropriate. Stories will be collected from stakeholders from both inside and outside the organizations (from project staff to beneficiaries). Possibly differing views will be recorded as needed. Points of attention will be: ensuring that it is clear how the stories are to be generated and used; that the process of generating and selecting stories is transparent and a simple reporting format is used. Where available, formal and independent assessments made by other parties plus internal M&E documents will be used as well. Triangulation of story information with other data sources will be ensured (e.g. through interviews; site visits).

Both the MDG3 Fund and bilateral support for women's equality organizations is channelled to and through civil society organizations.³⁶ A quick scan shows that the supported projects and programmes have often included capacity building elements³⁷ – in addition to making resources available for expanding service delivery. The hypothesis is that there is a results chain whereby inputs funded to enhance capabilities will affect the outputs of the organizations and ultimately the outcomes at the level of their beneficiaries or constituencies. *Capacity development may then be considered successful* 'if it can be plausibly demonstrated that its interventions have effectively and efficiently contributed to relevant and sustainable changes in the *core capabilities of developing systems*, in line with *the strategy and objec-*

³⁵ Davies, R. and Jess Dart (2005) The 'Most Significant Change' (MSC) Technique. A Guide to Its Use. Version 1.00, April.

³⁶ These organizations can be considered as 'open systems with permeable boundaries that operate in, and adapt to, complex situations', that 'are embedded in wider systems that transcend geographical levels .. and are thus influenced by, and respond to, a range of contextual factors at the international, national and local levels' (IOB (2011) Facilitating resourcefulness, 13).

³⁷ UNDP defined capacity as 'the ability of individuals, institutions, and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner'. Capacity development is defined in terms of '(the) process through which the abilities of individuals, institutions, and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner are strengthened, adapted and maintained over time. (UNDP (2010) Capacity development. Measuring capacity, page 2; 32).

tives the system has set for itself'.³⁸ With this focus on capacity building, there is scope to use elements of the 5-C approach³⁹ (see the figure below, incorporating the elements that we will focus on). Resources and time available for the evaluation will call for a '5-C light' approach that is clear and specific enough for the organizations to understand.



³⁸ Engel, P., Niels Keijzer and Tony Land (2007) A balanced approach to monitoring and evaluating capacity and performance. A proposal for a framework. ECDPM Discussion paper No. 58E, December, page 6.

³⁹ See Morgan, P., Tony Land and Heather Baser (2005) Study on Capacity, Change and Performance. Interim Report. ECDPM Discussion paper No. 59A, April; ECDPM (2008) Capacity Change and Performance Insights and Implications for Development Cooperation. Policy management brief No. 21, December.